END OF PROGRAMME EVALUATION

Government of the Republic of Zambia - United Nations
JOINT PROGRAMME ON SOCIAL PROTECTION

DECEMBER 2015-MARCH 2019

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JOINT PROGRAMME ON SOCIAL PROTECTION

Commissioned by: **UNICEF**

Final Evaluation Report: **November 2019**

Submitted by: **Dr. Ignace Gashongore**

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It is my hope that this evaluation provides a comprehensive analysis of all the accomplishments that the UNJPSP has realized in supporting the implementation of the National Social Protection Policy Implementation Plan and can inform future joint initiatives.
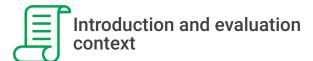
Dr. Ignace Gashongore
October 2019

Abbreviations and Acronyms

ACC	Area Coordination Committee
BID	Best Interest Determination
CPs	Cooperating Partners
CWAC	Community Welfare Assistance Committee
DfID	Department for International Development (UK)
DMIS	Disability Management Information System
DWAC	District Welfare Assistance Committee
FAO	Food and Agriculture Organization
FGD	Focus Group Discussion
FSP	Food Security Pack
GRZ	Government of the Republic of Zambia
GEWEL	Girl Education Women Empowerment and Livelihoods Programme
HGSM	Home Grown School Meals
H-WELL	Zambia Health and Well-being Survey
IFBSPP	Integrated Framework of Basic Social Protection Programmes
ILO	International Labour Organization
IOM	International Organization for Migration
KII	Key informant interview
MoA	Ministry of Agriculture
MCDSS	Ministry of Community Development and Social Services
MoF	Ministry of Finance
MoGE	Ministry of General Education
MoH	Ministry of Health
MoHA	Ministry of Home Affairs

MIS	Management Information System
MoFL	Ministry of Fisheries and Livestock
MLSS	Ministry of Labour and Social Security
MSYCD	Ministry of Sport, Youth and Child Development
M-Tech	Mobile Technology
MTR	Mid-term Review
NAPSA	National Pension Scheme Authority
NSPP	National Social Protection Policy
OECD/ DAC	Development Organization for Economic Cooperation and Development / Development Assistance Committee evaluation criteria
PPM	Pay Point Manager
PWAS	Public Welfare Assistance Scheme
UN	United Nations
UNPRPD	United Nations Partnership for the Rights of Persons with Disabilities
UNICEF	United Nations Children's Fund
UNJPSP	United Nations Joint Programme on Social Protection
7NDP	Seventh National Development Plan (2017-2021)
SCT	Social Cash Transfer
SHN	School Health and Nutrition
WFP	World Food Programme
ZAMMOD	Zambia Micromacro Model
ZAPD	Zambia Agency for Persons with Disabilities
ZISPIS	Zambia Integrated Social Protection Information System

Two girls enjoying the meal provided under the Home Grown School Meals Programme at their school in Mumbwa.

Executive Summary

Introduction and evaluation context

Social protection programmes are an essential safety net for poor and vulnerable populations in Zambia where poverty levels are high with a Gini coefficient of 0.69. An estimated 54.4% of the population are poor, 76.6% of whom are found in rural areas and 40.8% are categorized as extremely poor. Shifting climatic conditions that affect crop production, food shortages and rising commodity prices, make the poorest segments of the population more susceptible to shocks and this reduces their ability to have access to basic social services such as health and education.

In order to promote a coordinated multisectoral response towards improving the livelihoods and welfare of those most vulnerable to potential environmental shocks, the Government of the Republic of Zambia implements different social protection programmes through the National Social Protection Policy (NSPP), as a means of sustainable poverty reduction. Nevertheless, effective implementation of these programmes and projects has been hampered by inadequate resources, poor coordination and poor targeting mechanisms.

The UN Joint Programme on Social Protection was designed to provide technical assistance to different line ministries in implementing the policy so as to ensure effective delivery of social protection programmes in Zambia. The participating institutionsof the UNJPSP were UNICEF, ILO, IOM, WFP, FAO and Ministries of Community Development and Social Services, Labour and Social Security, Home Affairs, Health, Youth, Sports and Child Development, General Education, Agriculture, Fisheries and Livestock, Finance and the Zambia Agency for Persons with Disabilities. The aim of the programmme was to reduce the number of households and individuals living in poverty, suffering from deprivation and/or vulnerable to shocks of different nature."
Its ultimate goal was to increase the demand and utilization of social protection services within the country through expanding social protection coverage, strengthening integrated delivery system and enhancing communication to raise awareness and create political climate willing to support social protection programmes. The Joint Programme brought together different actors within the social protection sector and implementation was overseen by the Steering Committee chaired by Government and the UN, and comprising Cooperating Partners and national implementing partners. The programme begun implementation in December 2015 and ended in March 2019 with funding from Cooperating Partners amounting to $11,495,397.94.

Poverty level:
Gini coefficient of 0.69

54.4%
of the population are poor

76.6%
poverty in rural areas

40.8%
extremely poor

UN Joint Programme on Social Protection

(December 2015 - March 2019)

Funds from Cooperating Partners amounting to
$11,495,397.94

Purpose of the evaluation

This report details the end of programme evaluation, which was a comprehensive assessment of the UNJPSP's performance. The main purpose of the evaluation was to conduct a systematic evaluation of UNJPSP programme results as a way of understanding and assessing its operational context and the effect the technical assistance had on the implementation of NSPP during the programme's lifetime.

The evaluation focused on technical assistance that was provided by the UN agencies through the Joint Programme with regard to policy implementation, programme design, systems strengthening, knowledge generation, communication and advocacy between December 2015 and March 2019. The key evaluation outcomes assessed were effectiveness, efficiency, coordination, sustainability and equity. The evaluation also examined the extent to which recommendations from the mid-term review had a bearing on subsequent programme performance. It also sought to identify key lessons and recommendations that can be made to strengthen the nature of technical support necessary for effective and efficient delivery of social protection services.

In terms of geographical coverage, the evaluation targeted different stakeholders ranging from national level policy makers within respective ministries down to beneficiaries at community level. Interviews were held with UN, line ministries and Cooperating Partners' representatives. Field visits were conducted in Central Province (Mumbwa and Itezhi Tezhi districts) as well as Luapula Province (Mansa and Samfya districts.)

The results from the evaluation will be useful to the stakeholders who were involved in the implementation of joint programme as it will guide the development of future joint programmes by providing recommendations on the most appropriate strategies and approaches to include when developing the Joint Programmes to provide technical assistance to social protection programmes.

Methodology

The evaluation utilized a concurrent mixed method design which incorporated various data collection approaches to provide a comprehensive picture of the Programme's implementation. The data collection process included a desk review of documents, stakeholder interviews and field visits which were conducted between August 23 and September 23, 2019. Performance evaluation was guided by the Programme's Theory of Change and Results framework. Inception and desk review phases involved the review of programme monitoring reports that tracked the different output and outcome indicators from which quantitative data was subsequently extracted and information gaps identified.

To facilitate a deeper understanding of the data collected during the desk review, qualitative data collection through focus group discussions and stakeholder interviews were conducted. This made it possible to collect information on a wide range of stakeholder perspectives towards programme implementation. All participants were purposively sampled based on their roles during implementation or as beneficiaries of different services under the programme. Interview guides and data extraction templates were developed based on the OECD/DAC criteria as per the terms of reference.

Secondary data sources for the performance evaluation were programme monitoring reports, Joint Annual Review reports, evaluation reports and thematic evaluations under specific pillars whereas primary data sources included key informant and in-depth interviews as well as focus group discussions. A total of 37 key informant interviews (KIIs) with staff from UN agencies, Government ministries and the Cooperating Partners were conducted either through face to face or telephone interviews. There were 8 in depth interviews with Community Welfare Assistance Committees and Pay Point Managers. Four Focus Group Discussions (FGD) with community members

A total of **37 key informant interviews** (KIIs) with staff from UN agencies, Government ministries and the Cooperating Partners were conducted either through face to face or telephone interviews. There were **8 in depth interviews** with Community Welfare Assistance Committees and Pay Point Managers. **Four Focus Group discussions** (FGD) with community members were conducted in **Samfya, Mansa, Itezhi Tezhi and Mumbwa districts.**

were conducted in Samfya, Mansa, Itezhi Tezhi and Mumbwa districts. The evaluation process was conducted according to the United Nations Evaluation Group's Norms and Standards for evaluation. There was active participation of different stakeholders throughout the process. Participants who took part in the qualitative data collection were provided with enough information to make informed choice on being included in the study as well as their right to withdraw. The evaluation team received training to ensure the entire process was done in an ethical manner.

Qualitative data was analyzed using framework analysis based on the programme's logic framework and inherent theory of change which was applied to identify recurring themes in implementation sites and to draw comparisons necessary for identifying differences and similarities in the context that may have affected implementation. Quantitative data was summarized into proportions and absolute numbers for the outcomes and outputs reported in the result frameworks.

Limitations and evaluation responses

The UNJPSP's results framework provides clear measures for different indicators that could be directly extracted from available reports. However, some indicators could not be adequately measured quantitatively in which case qualitative data was used to fill in the information gaps.

In addition, the evaluation was conducted at the time when donors had withdrawn funding and government implementation of the 2019 budget for social protection was highly constrained. This led to a situation where SCT payments were irregular and delayed. This situation could have affected evaluation participants at all levels with beneficiaries at community level using the evaluation as an opportunity to air their grievances with less emphasis on the positive aspects of the program. Legal proceedings relating to some social protection programmes also affected the extent to which ministry officials felt comfortable disclosing pertinent information. There was also an issue of staff attrition at all levels where most people who started the programme were no longer working on the programme for various reasons and the new people found may not have adequate information. The evaluation tried to address this by organizing interviews with former UN Staff who had worked on the programme either through telephone or by Skype.

Relevance

The UNJPSP was relevant in its coherence to Zambia's national development policies and programmes under the National Social Protection Policy. The evaluation rated the Programme's relevance to be satisfactory. The programme design process was participatory in nature with the engagement of different stakeholders at various stages. While all ministries were involved in planning their specific activities in the various outputs, participation of other ministries in the joint nature of the programme, by way of considering the broader framework and policy-wide intentions, was sluggish and only accelerated after the 7NDP was drafted, moving from a sector to cluster

approach. The new Cluster Advisory Group and associated Technical Working Groups provided a forum to consider and progress the cross-cutting and policy-wide initiatives such as the Integrated Framework and the NSPP M&E Framework. There was however limited involvement of ministries during the design stages of the joint programme. This could have ensured greater participation of ministries and better alignment of the Joint programme to their priorities. Nevertheless, the programme was able to draw upon the experience of different UN agencies to guide different activities within the pillars of the joint programme such as capacity building, development of targeting and monitoring systems, development of institutional frameworks and adoption of a multisectoral approach in the implementation and coordination within the Joint Programme.

All programme implementation strategies, activities and approaches were structured in a manner that ensured they would facilitate the realization of strategic objectives of national policies. This is reflected in programme output and outcome indicators, which not only mirror the pillars of the policy but also provide technical assistance to aspects of implementation that required additional strengthening. The four implementation strategies which included policy and programme design to create an enabling environment, system strengthening, knowledge creation and communication and advocacy were thought to be appropriate for achieving the results within the three-year duration of programme implementation. However, the absence of continuous quality improvement processes to promptly identify and address implementation challenges in a timely manner during the implementation period resulted in failure to reach targets for some of the indicators.

There are various outputs within the programme results framework that involved piloting activities in a few districts with the goal of scaling up nationally. Examples of these include; single window service, grievance mechanism, linkage to Food Security Pack and the Diversion programme. The evaluation found that most of the pilots were in their initial stages (e.g. training completed or setting up institutional structures) and would require additional support, if they were to be

completed. Their replicability is thus unknown as they have not been completed for necessary lessons to be drawn. The buy in from government institutions arising from the results show the possibility of scale up.

Equity

In terms of ensuring that the Programme upheld principles of equity and supported delivery of interventions to the most vulnerable populations, the evaluation found the UNJPSP moderately satisfactory. The programme promoted an inclusive design of social protection programmes by an implicit approach towards addressing life cycle risks, developing appropriate beneficiary targeting mechanisms and ensuring that formative research findings were used in the design of responsive programme delivery measures. Examples of studies that were conducted to support the design of delivery measures include; study on the targeting efficacy of the SCT on persons with disability and the H-WELL study on Violence against Children. In addition, the programme involved organizations dealing directly with vulnerable populations such as ZAPD and the Child Justice Forum.

Moreover, the UNJPSP was able to support improved access to social protection programmes by promoting innovative approaches to service delivery by improving the targeting model used for the SCT which has helped reduce inclusion and exclusion error. As well as utilizing existing structures that were critical in enhancing greater accountability for services provided. The development and initial piloting of the grievance mechanism under the Social Assistance pillar can provide a framework that promotes inclusive and participatory accountability, especially with regard to populations who may not be provided with opportunities to be actively involved in programme implementation. The UNJPSP has promoted various avenues through which communities and stakeholders are involved in monitoring and evaluation of programme supported activities such as the Joint Annual Reviews, the Social Protection Weeks and field monitoring visits/spot checks.

Despite collecting data on various indicators, data disaggregation within the UNJPSP is mostly limited

to age and gender with few cases of disability disaggregated data. It would be instrumental for data to be disaggregated by age, gender, disability, pregnancy/breastfeeding status and where possible income quintile.

Effectiveness

The evaluation found the effectiveness of the UNJPSP to be moderately satisfactory. It was able to make adaptive changes in response to changes such as funding withdrawal, increased political support as well as recommendations from the mid-term review. The programme has facilitated the capacity building of government ministries to be able to effectively develop social protection programmes and policies through interregional lesson sharing visits to best practice sites, supporting the development of technical expertise in policy analysis and promoting cross ministerial linkages. The programme has also strengthened national level design and implementation capacity of the key line ministries through development of institutional frameworks to enhance coordination, enhanced delivery mechanisms such as ZISPIS, Integrated Framework of Basic social protection programmes and Single Window as well as improving targeting mechanisms through the use of M-tech system that greatly helped improve the coverage and reduce on the time. While the M-Tech was a critical investment to facilitate the SCT scale-up and a catalyst for government to embrace innovation and new technologies to improve the delivery of its programmes; it was on its own not sustainable. After analyzing the recurring costs following the initial investment, the UN and Government concluded that it would be more sustainable to migrate and re-engineer the system on government platforms, which has led to the situation, where, at the time of the evaluation, the M-Tech system was not operational, awaiting migration and re-engineering. The programme has also contributed to building the delivery capacity of relevant district and community workers at sub national level to efficiently and effectively deliver social protection services. This has been achieved through supporting the establishment of delivery infrastructure such as the use of M-Tech, placement of human resources within ministries,

Beneficiaries
under the SCT

171,000
households, Jan 2017

632,327
households, Nov 2019

full national coverage

1,060,770
learners
under the HGSM school feeding programmes

providing training and capacity building through workshops such as TRANSFORM Leadership and training package on building and managing national social protection floors and increased awareness of social protection programmes through various communication avenues including the Social Protection Weeks, Facebook page, weekly monitoring of social protection reporting in the media and the Social Protection Public Discussions.

The UNJPSP was able to make significant progress towards attaining some of its outcomes including: Enhanced coordination within the social protection sector, successful increase in beneficiaries under the SCT from 171,000 to currently 632,327 households and full national coverage, 1,060,770 learners under the HGSM programmes, use of MIS in the registration of SCT beneficiaries, development of National Diversion framework, updating and roll out of the National Communication Strategy on Safe Migration, National Referral mechanism and BID Guidelines, launch of the Health and Wellbeing Survey report, registration of persons with disability on DMIS and the training of ZAPD staff on the use of the Disability Management Information System. The use of the functional disability assessment tool was approved by the ZAPD board and is being used by some of ZAPD officers.

Some of the factors undermining the implementation of the UNJPSP included inadequate funding availability, high staff turnover in both Government and UN Agencies and delayed enactment of the Social Protection Bill.

Efficiency

The efficiency of the UNJPSP was found to be satisfactory, with programme activities implemented using available resources and adaptive measures taken in response to changes in the implementation context. Overall the technical assistance provided by the UN Agencies towards the implementation of social protection programmes was adequate and working within existing structures in different ministries enhanced the efficiency of the programmes. The UNJPSP provided an opportunity to different government line ministries to share experiences and potentially explore synergies among different pillars of the National social protection policy. However, the existence of different processes and procedures among different UN agencies, coupled with government institutional procedures sometimes affected the implementation of joint activities because of delays and difficulties in harmonizing joint activities; this ultimately affected the extent to which some outputs were realized.
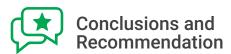
During the implementation of the programme there was a limited focus on the use of results and data generated to drive decision making and guide improvements in the implementation process. This was due to weak monitoring systems and lack of in-built continuous quality improvement systems to ensure data drives programme improvement. Despite conducting a risk assessment during the design of the programme that helped with identification of potential mitigation measures, there was no sufficient inbuilt mechanisms in the programme to promptly identify and address emerging risks and performance issues during programme implementation. The Steering Committee did help provide guidance in ensuring efficient delivery of the programme. Occasional delays in funds disbursements and complete withdrawal of funds intended for specific activities interrupted implementation and in some cases some activities could not be completed within the lifetime of the joint programme. Particular interests by different donors and government led to the prioritization of some pillars over others affecting the funding and implementation of activities in other pillars.

Sustainability

The GRZ-UN Joint Programme alignment to the pillars of the National Social Protection Policy has laid a foundation which will be critical in the effective delivery of social protection programmes beyond the lifetime of the programme. The Programme's sustainability was rated as satisfactory. The GRZ-UN Joint Programme has supported the development of various strategies, guidelines and frameworks and that will be critical to the future implementation of social protection programmes because they promote increased coordination within the sector, provide guidelines for service provision where they were previously lacking, strengthen the monitoring and evaluation of social protection programmes and set the ground for development of more inclusive policy options.

The UNJPSP has also helped develop institutional capacity necessary to effectively provide social protection services that can be sustained even after the joint programme. This has been accomplished through the strengthening of management information systems such as SCT MIS and DMIS, improving case management processes in the protection pillar and improved service delivery mechanisms such as the Single Window Services. Another example is the support extended towards the revival of the National Secretariat on Human Trafficking in which the Inter-ministerial committee and secretariat continue to be functional providing technical assistance on mixed migration and other protection issues. The UNJPSP has put in place mechanisms that will also ensure adequate transfer of knowledge to improve the expertise of staff within different line ministries responsible for provision of social protection services will be important in ensuring effective service delivery beyond the programme lifetime. Furthermore, by ensuring that the programme is aligned to the national development policies and priorities in its approach and implementation strategies, adoption of some of its processes into government planning was made easier.

The sustainability of the Programme's outcomes may be hampered by inadequate financing towards the social protection sector by government due to limited expansion of sustainable financing to the sector. As such there is a need to lobby for increased government funding towards social protection programmes. Another potential risk to the programmes sustainability is environmental factors such as climate change and its effects on many sectors of the economy such as agriculture which could push more people into poverty rendering them more vulnerable thereby increasing the number of people needing assistance and making the programme more expensive to a government which is also struggling to keep the economy on its feet under the stressful effects of climate change.

Conclusions and Recommendation

Given the circumstances under which the programme was implemented, one would conclude that the programme was generally a success as it managed to support the development of a variety of institutional frameworks that are aligned to the 7NDP and these will form the basis for future scale up of the implementation of the social protection programmes. The programme made quite some progress in meeting programme outputs and outcomes under different pillars and in some cases surpassed the overall programme targets set out in the results framework. The training and capacity building measures that were supported by the programme have ensured that government officials are equipped with requisite skills to improve their ability to effectively provide social protection services and are also involved in the development of locally responsive services. The programme was able to make various adaptive changes through its lifetime including incorporation of recommendations from the midterm review. However, implementation of management response was not fully accomplished due to withdrawal of funding.

Nonetheless the programme experienced a variety of weaknesses which inhibited full realisation of its intended objectives under each pillar. The programme had a large number of activities that were being implemented within government structures and this was sometimes difficult due to conflicting priorities. In addition, monitoring and evaluation systems at a broader programme level were not adequate. Inadequate funding meant that some planned activities were delayed or not implemented at all. Implementation efforts are also heavily reliant on the political climate which affected the emphasis placed on specific pillars.

The evaluation identified a series of lessons which can be applied to future joint programmes. These include promotion of joint planning, formative research to improve the design of programmes, utilisation of existing government structures, aligning the design of the programme with the national social protection policy and promoting integration of different social protection pillars, as well as knowledge generation to ensure data driven programme and policy design.

Recommendations that can lead to improvements in programme performance and effectiveness include among others; strengthening monitoring and evaluation systems and building in the continuous quality improvement processes to ensure prompt identification of emerging issues and tracking progress throughout the Programme's lifetime; raising awareness of social protection needs to be an ongoing process to ensure all key stakeholders are constantly aware of the status of existing programmes to provide an opportunities for increased synergies; strengthening financial management systems to ensure funds are used for intended purposes to improve efficiency; and strengthening the programme management structures capacity to review programme activities to ensure critical dissection of the programme to promote greater performance.

Visit in Luanshya District to a farmer's field as part of field work towards extension of social security to small-scale farmers.

Part 1: Evaluation Overview

1. Introduction

1.1 Background

According to the Seventh National Development Plan, Zambia's economy has been growing steadily between 2000 and 2015 with an annual average rate of 5.8% between 2000 and 2005 and 6.9% between 2006 and 2015. Despite this poverty still remains a great challenge towards the attainment of national development goals. An estimated 54.4% of the population are poor, with people living in rural areas having a higher likelihood of being poor (76.6%) compared to those in urban areas (23.4%). The incidence of poverty at provincial level ranges between 20.2% to 82 (1). There has been a general decline in poverty rates between 1991 and 2015 of 24.9% with the greatest shifts observed in urban areas. With regard to health care, there have been slight declines in the rates of infant mortality from 45 to 42 deaths per 1000 births between 2013 and 2018 and 35% of children under the age of 5 are stunted a decrease from 40% in 2013. Furthermore, shifting climatic conditions that affect crop production, food shortages and commodity prices, make the poorest segments of the population such as small-scale farmers who have the highest poverty rates within the informal sector, more susceptible to environmental shocks. This reduces their ability to have access to basic social services such as health and education as well as their resilience .

Social protection programmes are a critical aspect of ensuring that poor and vulnerable populations are cushioned from economic, social and political shocks. Since 2011, the government of the Republic of Zambia introduced 'pro-poor' policies which culminated into the development, enactment, and subsequent implementation of National Social Protection Policy in 2014. The political will remained consistently high since the approval of the policy

The incidence of poverty at provincial level ranges between **20.2% to 82**. There has been a **general decline in poverty rates** between 1991 and 2015 of **24.9%** with the **greatest shifts** observed in **urban areas.**

With regard to health care, there have been slight declines in the rates of infant mortality from **45 to 42 deaths per 1000 births** between 2013 and 2018 and **35%** of children under the age of 5 are **stunted** a decrease from **40%** in 2013.

as the Government of Zambia remained consistent in its commitment to the implementation of social protection programmes with financial assistance from cooperating partners as can be seen through the trend in budgetary allocations between 2015 and 2019 (Figure 1). However due to the prevailing economic situation and austerity measures put in place by the government, there has not been a significant increase in the budgetary allocation towards social protection programmes. Additionally most programmes and projects that have been implemented to provide social protection services have either been "fragmented, under resourced, uncoordinated or unsystematically targeted" (2).

The NSPP promotes a coordinated multisectoral response towards improving the livelihoods and welfare of those most vulnerable to potential environmental risks whether economic, political or social. The policy provides a comprehensive and integrated approach to the provision of social protection services as means of sustainable poverty reduction. The UN Joint Programme on Social Protection (UNJPSP) was designed to provide

technical assistance towards the implementation of the NSPP implementation framework to ensure effective delivery of social protection programmes in Zambia (2). The UN are strategically positioned to coordinate the programme owing to the wide scope of its mandate which deals mostly with the most vulnerable subpopulations of children and women. The UNJPSP begun implementation in December 2015 and was initially expected to run until December 2018 but was extended to March 2019 through a no cost extension to support expenditure on programme activities for which implementation had begun towards the end of 2018 and would not have been completed if the programme had come to an end in December 2018.
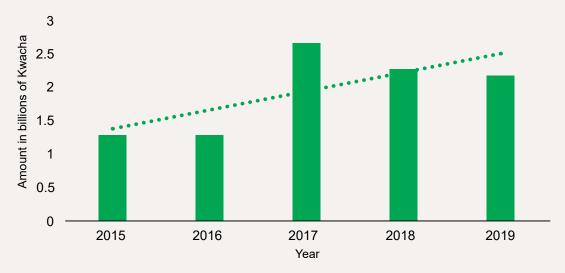

Figure 1: Budgetary allocations to social protection programmes between 2015 and 2019.

1.2 Purpose and objectives of the evaluation

UNICEF, which is the lead UN Agency in the GRZ-UN Joint Programme on Social Protection, commissioned the end of programme evaluation, as a comprehensive assessment of its performance with regard to policy implementation, system performance and programmes delivery within the social protection sector as the Phase I of programme has drawn to an end. The evaluation is of strategic relevance to the UN in order to ensure the protection of the most vulnerable subpopulations of children and women across the different pillars.

This report presents the findings of the end of programme evaluation of the UNJPSP. The main purpose of the evaluation was to conduct a systematic evaluation of UNJPSP programme results and activities as a way of understanding and assessing its operational context and the effect that the technical assistance has had on implementation of the NSPP during the program's lifetime. Key programme areas that were reviewed included the programme outcomes, implementation process as well as implementation strategies and approaches used.

The specific objectives of the evaluation were;

i. Review performance of the UNJPSP programme implementation over the entire period but with emphasis on the time since mid-term review.

ii. Review of the relevance of the joint programme interventions to National, Community and Regional Priorities

iii. Assess the effectiveness of the capacity building activities to strengthen government capacity to design and implement programmes under the National Social Protection Policy, as well as the effectiveness of work focused on supporting the development and strengthening of systems underpinning aspects of programme such as grievance mechanisms, targeting, financial management and mobile registration systems.

iv. Identifying areas in which lessons learnt and recommendations from the Mid-term review were incorporated into subsequent programming.

v. Provide key lessons learnt, best practices and recommendations for incorporation into the planning for successor programmes on social protection support towards the GRZ.

vi. Assess the extent to which the programme was equity sensible; that targeted the poor, hard to reach communities, including marginalized groups.

The results from the evaluation will be useful not only to the UN but to all the stakeholders involved in the joint programme including relevant line ministries and the Cooperating partners. Areas in which the results will be applicable include: -

i. The development of future joint programmes within the social protection sector by providing guidance on considerations that should be made during planning, design and implementation of programme activities.

ii. Provide recommendation on the most appropriate strategies and approaches that can be used to provide technical assistance to the social protection sector in Zambia considering the different facilitators and barriers that affected the programme.

1.3 Scope of the evaluation

The evaluation focused on technical assistance that was provided by the UN agencies through the Joint Programme with regard to policy implementation and programme design, systems strengthening, knowledge generation, communication and advocacy. It covered all programme activities from its inception in December 2015 until March 2019 when it came to an end, taking into consideration the findings from the Midterm review conducted in 2017. It also covered activities within all the pillars of the programme; Social assistance, Social security, protection, Disability and Coordination and to a lesser extent the livelihood and empowerment pillar as it came into the programme much later through the work led by FAO.

The evaluation assessed performance with regard to effectiveness, efficiency, coordination, sustainability and equity of the technical support

provided through the Joint Programme in implementation of the social protection policy in Zambia as well as the coordination of the implementation by UN agencies and Government ministries. It also assessed the implementation fidelity of the programme approaches and strategies from its initial design as well as how changes made from the MTR recommendations affected programme performance. The evaluation tried to gauge the extent to which the programme has promoted the development of inclusive social protection system that takes into consideration the special needs of the most vulnerable populations of different characteristics and circumstances such as gender, age, disability and people in the informal sector. Areas where improvements can be made to strengthen the technical support necessary for effective and efficient delivery of social protection services were also explored.

In terms of geographical coverage, the evaluation was conducted at national and sub national levels starting from National level policy makers within respective ministries down to beneficiaries at community level. Provinces, districts and communities visited were purposively selected based on the type of social protection programmes being implemented. Since the scale up of the Social Cash Transfer (SCT) has resulted in its implementation in all provinces within the country, the selection criteria for districts considered other initiatives that were being supported by the joint programme including pilot programmes such as grievance mechanism, disability and linkages with HIV programmes in collaboration with the UNPRPD project. Consequently, field visits were conducted in 4 districts in two provinces where different social protection interventions are being implemented.

Luapula: **Mansa**
SCT, Disability

Luapula: **Samfya**
SCT, Single
Window Initiative

Central Province:
Mumbwa
SCT, Grievance
Mechanism

Central Province:
Itezhi Tezhi
SCT, HGSM

2. GRZ- United Nations Joint Programme for Social Protection

2.1 General context

In 2014, the National Social Protection Policy was launched to guide the implementation of social protection programmes in Zambia. Following its approval in June 2014, a planning mission bringing together government officials and cooperating partners was held in July 2014 to identify mechanisms through which support to the implementation of the policy could be provided. UN agencies including UNICEF, ILO, IOM and WFP worked with the Ministry of Community Development and Social Services to define the nature and scope of the support that would be as part of the joint programme.

The UNJPSP was designed to help in the implementation of the NSPP by providing technical assistance to different line ministries to ensure all pillars in social protection policy are supported in a coherent and coordinated manner. The Joint programme was developed in alignment to the 2016-2020 GRZ-UN Sustainable Development Partnership Framework capitalizing on the comparative advantage of each UN agency to support the implementation of the NSPP. The approach used by the programme was targeted towards operationalization of the NSPP and enhanced coordination within the social protection sector, strengthening of the programme implementation and delivery systems to ultimately improve the well-being of programme beneficiaries.

In 2016, the Government of the Republic of Zambia through the Ministry of Community Development and Social Services signed a Joint Financial Agreement with five cooperating partners; the Governments of Finland, Ireland, Sweden, United Kingdom and UNICEF, through which the Joint programme would be implemented[2]. Support was initially designed to focus mainly on the Social Cash Transfer programme but there has been a shift towards a more comprehensive social protection approach. 2017 saw a massive scale up of the SCT programme as a result of heightened political commitment by the government. Nonetheless the scale up came about before substantive progress could be made in ensuring that underlying systems necessary for effective delivery such as the presence of appropriate financial controls, could be strengthened. This resulted in some of the challenges that arose in the programme in terms of misuse of funds meant for disbursements to beneficiaries and subsequent freezing of funding by the cooperating partners.

2.2 Programme design

2.2.1 Programme goal and outcomes

The overall aim of the GRZ-UNJPSP was to, "reduce the number of households and individuals living in poverty, suffering from deprivation and/or vulnerable to shocks of different natures." With the ultimate goal of increasing the demand and utilization of social protection services within the country through expansion of social protection coverage, strengthening integrated delivery systems and enhancing communication to raise awareness and create political climate to support social protection programmes. In order to attain this goal, the UNJPSP provided technical assistance towards achieving the following programme outcomes:

1. Optimal Coordination and coherence between the pillars of the NSPP.

2. Poor and vulnerable households receive regular and predictable transfers.

3. Social assistance benefits are effectively and efficiently delivered.

4. Workers benefits from inclusive and comprehensive social security.

5. Social security benefits are efficiently and effectively delivered.

6. Vulnerable households and individuals improve and diversify their livelihoods strategies through enhanced access to different forms of capital.

7. Vulnerable populations protected from all forms of violence, abuse, discrimination, exploitation and neglect.

8. Integrated, equitable and comprehensive prevention and response provided to violence, abuse, exploitation and neglect.

9. Persons with disabilities have greater access to basic social services and social protection programs.

10. Disability awareness and capacity to undertake disability assessment enhanced among GRZ staff in social protection sector.

2.2.2 Programme theory of change

The Theory of Change developed for the UNJPSP (Annex 4), details the mechanisms that the programme would use to attain its goal of improving the well-being of the people of Zambia especially the poor who are susceptible to social, economic and political shocks and other vulnerable populations. UN agencies would provide technical assistance geared towards an integrated national social protection system. Technical assistance would be provided through a variety of avenues such as evidence generation, policy advocacy, policy dialogue, policy and legislative technical advice, fiscal space analysis to promote enhanced policy financing, budget allocation, integrated policy and programme design and strengthened service delivery mechanisms within government ministries. The intended programme outcomes were divided into institutional and behavioral outcomes which were related. For instance, improvement in the coverage of social protection services would have an effect on household level conditions such as adequate water and sanitation facilities or heightened opportunities to go into business. The programme also aimed at strengthening the performance of the social protection system. The attainment of these goals was dependent on factors such as sustained political will and commitment to the scale up of social protection services, adequate technical assistance, sufficient human resources and availability of basic social services.

Best Interest Determination guidelines for migrant children in Zambia have been operationalized at the Immigration Headquarters in Lusaka District.

IOM Zambia/2019/Chuni

2.2.3 Programme stakeholders

The Joint Programme brought together different actors within the social protection sector, who are supporting different aspects of the social protection programme implementation as coordinated under the NSPP with the overall coordinating agencies being MCDSS and UNICEF (Figure 2).

Table 1: Roles of the different stakeholders within the UNJPSP

MCDSS	Responsible for the implementation and coordination of social protection programmes under the NSPP. Co-chair of the UNJPSP. Leading the implementation of activities related to SCT and FSP, protection pillar, and cluster coordination, including single windows piloting, policy M&E, cluster coordination, communication and advocacy such as social protection weeks.
UNICEF	Provided technical assistance to the implementation of activities in the social assistance, disability, protection, and coordination pillars, mainly the SCT scale-up, SCT guidelines and systems strengthening, communication and advocacy for SCT and Cluster, policy support and M&E, cluster coordination, piloting of Single Windows, violence against children, case management and completion of the National Disability Survey. UNICEF was co-chair of the UNJPSP Steering Committee, and convening and administrative agent of the UNJPSP, therefore responsible for funds management, donor reporting and technical coordination of the participating UN agencies.
MCDSS	Provided technical assistance towards the implementation of activities in the social security, disability and coordination pillar, mainly legislative tools and frameworks, national health insurance, integrated framework for basic social protection, extension of social security to the informal sector, capacity building of ZAPD, improved tools and strategies for disability inclusion, MIS systems, social protection modelling, communication and advocacy of the Cluster, piloting of the single windows, and strengthening of capacities through innovative training methodologies.
MCDSS	Critical in extension of social security to workers in the informal sector and facilitation of the development of the Social Protection Bill.
MoH	Responsible for the National Health Insurance Act.
MOF	Involved in strengthening ZAMMOD's ability to conduct social protection relevant simulation and release of funds.

ZAPD	Responsible for leading the mainstreaming of disability in social protection programming.
WFP	Provided technical support towards implementation of activities in the social assistance and coordination pillars, mainly system strengthening for SCT programme and implementation of the Home-Grown School Meals, acquiring of NRCs by beneficiaries in some districts and the Zanaco payment system
MoGE	Spearheaded the implementation of the Home-Grown School Meals.
IOM	Provided technical assistance towards the implementation of protection pillar activities, mainly the provision of protective shelters, development and strengthening of case management system for vulnerable migrants.
MOHA	Involved in the strengthening of Shock Responsive Social Protection System.
MYSCD	Led the Health and wellbeing survey as a means of developing a policy framework for violence against children.
MOA & MOFL	Provided technical support through evidence generation on impact of linkages between different social protection programmes under the livelihoods and empowerment pillar.
Cooperating Partners	The Governments of UK, Ireland, Sweden and Finland provided funding for the implementation of the UNJPSP.

2.2.4 Programme implementation arrangements

The UNJPSP was collectively funded by the governments of Ireland, Sweden, Finland and the United Kingdom. Budgeted programme funding was $13,426,398 but by the end of the programme total disbursements equaled to $11,495,397.94. The variation seen in the expected contribution and actual contributions can be attributed to varying commitments from the cooperating partners. The Governments of Sweden and Finland provided a total of $247,398.02 more than they had initially proposed whereas the UK and Irish Government contributions were lower by $2,178,398.08.

Table 2: UNJPSP financial contributions and disbursements in US Dollars

Cooperating Partner	Contribution as per Prog. Document in US Dollars	2016	2017	2018	2019	Total contribution	Proposed vs actual contribution
DFID	4,154,398	1,085,657.50	993,779.79	0	280,386.66	2,359,823.95	-1,794,574.05
Irish Aid	2,385,000	845,546.79	814,332.25	341,296.93	0	2,001,175.97	-383,824.03
Finland	3,445,000	568,763.68	1,503,645.00	1,595,092.02	0	3,667,500.70	222,500.70
Sweden	3,442,000	1,815,119.53	715,840.11	935,937.68	0	3,466,897.32	24,897.32
Total	13,426,398	4,315,087.50	4,027,597.15	2872326.63	280,386.66	11,495,397.94	-1,931,000.06

The implementation of the UNJPSP was overseen and monitored by the Steering Committee whose main objective was to ensure effective and efficient delivery of UN technical assistance towards the implementation of social protection programmes.

The Steering Committee met twice a year to review progress, identify bottlenecks in the implementation and propose appropriate resolutions to identified challenges. The Steering committee was chaired by MCDSS and co-chaired by UNICEF.
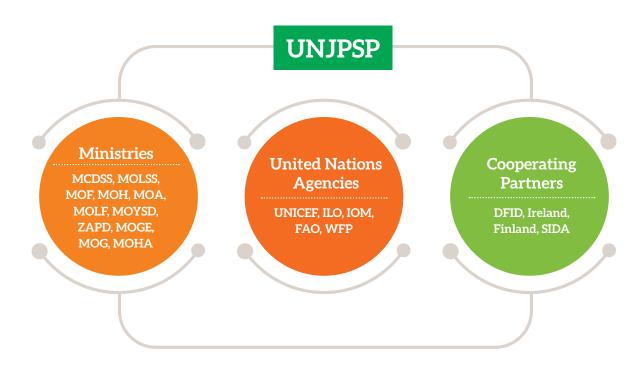

Figure 2: Key programme stakeholders within the UNJPSP

3 Evaluation Methodology

3.1 Evaluation approach

In order to ensure that the evaluation was robust and comprehensive, a concurrent mixed methods design incorporating various data collection approaches were used as per the Terms of Reference (Annex 1). The data collection process included a desk review of documents, stakeholder interviews and field visits which were conducted between August 23 and September 23 2019.

3.1.1 Performance evaluation

The Joint Programme had a Theory of Change and Results framework which were used for monitoring as well as guiding the formulation of Annual Work Plans. The inception and desk review involved the analysis of programme monitoring reports that tracked the different output and outcome indicators. Quantitative data on these indicators, reported during the duration of implementation, were extracted. Moreover, by reviewing the reports, the evaluation was able to identify information gaps which were addressed through primary data collection using qualitative methods.

3.1.2 Qualitative data

The evaluation utilized a qualitative case study methodology to assess success in the implementation of the Joint Programme. This was to facilitate a deeper understanding of the data collected during the initial desk review. It also allowed the evaluation to have a comprehensive description of the programme by promoting the inclusion of a wide range of perspectives from different stakeholders. All participants were purposively sampled based on their roles during implementation or as beneficiaries of different interventions under the programme.

3.1.3 Evaluation criteria and cross cutting issues

Interview guides and data extraction templates were developed based on the OECD/DAC criteria as per the Terms of Reference (Annex 1). Additional questions were included into the evaluation matrix to measure the extent to which the programme was inclusive and equitable. Specific questions looked at considerations made during design and implementation on disability, gender, a life cycle approach and human rights approach.

3.2 Data collection and information sources

3.2.1 Secondary data collection

Secondary data was obtained from a large variety of programme documents which included: -

Reports: Steering Committee meeting reports, Donor reports and programme activity reports.

Minutes: Minutes from meetings of the Technical Consultative Forum, Steering Committee UN Agency meetings, UN-Donor meetings and CP Group meetings.

Programme evaluations: Mid-term Review, Process Evaluation of the Joint Financial Agreement and Joint Annual Review Reports.

Thematic evaluations commissioned for different outputs under the UNJPSP such as livelihood profiling of rural households in Zambia and the Review of social protection legislation and regulations for coverage of workers in the informal economy.

3.2.3 Primary data collection

Secondary data was obtained from a large variety of programme documents which included: -

Key informant Interviews:
Key informant interviews were carried out in Lusaka where headquarters for the UN agencies, Government ministries and the Cooperating Partners are found. Additional KIIs were carried out with provincial and district representatives of the Ministry of Community Development and Social Services in Samfya and Mansa districts of Luapula province as well as Itezhi Tesha and Mumbwa districts of Central province. The participants were selected purposively based on their role in the design and implementation of the programme. A total of 37 KIIs were conducted either through face to face or telephone interview (Annex 2).

In-depth interviews and Focus Group discussions:
In order to evaluate the implementation of social protection services at community level, in depth interviews were held with Community Welfare Assistance Committee and Pay Point Managers. Focus group discussions were also held with targeted beneficiaries of social protection interventions such as the Social Cash Transfer. There were 8 in depth interviews and 4 Focus Group discussions conducted in Samfya, Mansa, Itezhi Tezhi and Mumbwa districts.

3.3 Data analysis

Qualitative data analysis: A framework analysis approach using content analysis based on the program's logic framework and inherent theory of change was applied to identify recurring themes in implementation sites. Audio files and notes from the FGDs, KIIs and In-depth interviews were transcribed verbatim and later imported to NVivo 11 plus software for data management and analysis. This analysis involved categorizing and bundling information to explore and identify patterns within the data. Further, to explore contextual issues, cross case comparisons around major themes was done to ensure differences and similarities are detected and explored in detail.

Quantitative data analysis: The data was summarized into proportions and absolute numbers for the outcomes and demographic characteristics based on the project's Logic framework using STATA 13.

Outcome rating: The different evaluation outcomes were rated using the scale described below.
Table 3: Evaluation outcome rating scale.

Rating	Description
Highly satisfactory	The programme achieved and/or exceeded its objectives without major short comings and the progress can be described as best practice.
Satisfactory	The programme achieved most of its objectives with only minor short comings.
Moderately satisfactory	The programme achieved most of its objectives but with moderate short comings.
Moderately unsatisfactory	The programme achieved most of its objectives but with short significant comings.
Unsatisfactory	The programme did not achieve most of its objectives.

3.4   Ethical considerations

The evaluation was conducted according to the UNEG Norms and Standards for evaluation. As per UNICEF's guidance, official ethical approval was not obtained to conduct the evaluation, as it was part of the routine monitoring and evaluation of the program. The process was done in a manner that ensured that a wide range of stakeholders involved in the programme at different stages were able to participate to ensure inclusion of a broad range of perspectives. Prior to the interviews and FGDs, all participants were provided with adequate information about the evaluation, its purpose, scope, risks and benefits of participation as well as freedom to withdraw. This ensured that participants were able to make informed choices about whether they would be willing to take part. Participants were also informed of how the data they provided would be used. The selection of FGD participants was aligned to the beneficiaries of SCT and other social protection programmes to ensure a diverse representation of community members that are targeted by these services. One category of beneficiaries that were included in the FGDs were child-headed households which are defined as households headed by child younger than 19. However only those who were 18 or 19 were invited to take part in the FGD.

All identifiers within the transcripts and notes were removed to ensure anonymity of participants was maintained. Research assistants who were involved in data collection and transcription were trained on how to conduct data collection in an ethical manner. They signed non-disclosure agreements that stipulated restrictions on who they could share the data with (the Consultant) to maintain privacy of the participants.

Once the data collection and analysis were completed, a validation meeting was held on 23rd October 2019 at the Ministry of Community Development and Social Services, with representatives from the different ministries, UN organizations and Cooperating Partners to discuss the evaluation findings. The meeting was an opportunity to corroborate the key themes that had been identified during the evaluation and potential areas of the report that needed to be looked into further.

3.5   Limitations and evaluation responses

The UNJPSP's results framework provides clear measures for different indicators that could be directly extracted from available reports. However, some indicators that are more process related could not be adequately measured quantitatively e.g. "increased political and public support for linkages between social assistance and agriculture." In such cases where information gaps arose as a result of extracting data from secondary sources, such gaps were filled through subsequent interviews and focus group discussions. Another limitation was the fact that the evaluation was being conducted at the time donors had withdrawn funding and most services had been slowed down or delayed including SCT. This situation could have affected evaluation participants at all levels with beneficiaries at community level complaining mainly about how funds have been unpredictable with no mention of the positive aspects of the program. At the Ministry level, there were instances where participants were hesitant to discuss particular aspects relating to programme implementation, due to the fact that some cases still with the courts of law. Some of them opted not to answer some questions. To mitigate this, we interviewed more people at each of the levels to ensure a broader range of perspectives is captured. There is also an issue of staff attrition at all levels where most people who started the programme are no longer working on the programme for various reasons and potential recall bias due to the time elapsed since the end of the programme. To mitigate this, we included both the current and former staff on the programme in our interviews as some of the new people found did not have adequate information. The evaluation put in place various other measures to minimize potential biases that may have arisen in the collection and analysis of data. In order to maintain data consistency, transcription and translation was done by a team of research assistants who were involved in data collection and fieldwork. This ensured that the information being collected during the interviews was accurately reflected in the transcripts. To address probable contextual bias such as pro-programme bias, the evaluation, used a balanced approach when dealing with staff who were involved in the implementation of the UNJPSP from the different institutions as was determined by the plan set out in the inception report.

Part 2: Evaluation Findings

4. Relevance

Evaluation question: To what extent has the UNJPSP been relevant in its overall goal of improving the well-being of marginalized and vulnerable populations in Zambia?

The UNJPSP was relevant in its coherence to Zambia's national development policies and programmes under the National Social Protection Policy. The evaluation rated the Programme's relevance to be satisfactory.

4.1 Programme relevance.

4.1.1 Appropriateness of programme logic and results framework

The evaluation reviewed the revised programme documents to determine how appropriate the design of the programme had been in realizing the overall goal of the GRZ-UNJPSP. The evaluation assessed the outcomes to gauge whether they were specific, measurable, achievable, relevant and time bound (SMART). The outcomes under each pillar were clearly defined and respective outputs were found to be suitable in meeting the outcomes. The outputs were specific and had quantitative or qualitative measures suitable to the category of support that was being received.

In order to determine the most suitable approaches and activities to undertake for the UNJPSP, the programme development process was participatory with the engagement of different stakeholders at various stages. Stakeholders who were involved included MCDSS, IOM, ILO, UNICEF, WFP, DFID, Irish Aid, Governments of Finland and Sweden. The four implementation strategies which included policy and programme design to create an enabling environment, system strengthening, knowledge creation and communication and advocacy were thought to be adequate in achieving the results within the three-year duration of programme implementation.

The programme did face difficulty in realizing some of its targets due to

i. withdrawal of donor funding as a result of misuse of funds meant for disbursement to beneficiaries under the SCT Programme

ii. scale up of the social cash transfer which resulted in allocating more resources to the social assistance pillar compared to other pillars to ensure the process had adequate technical support from the UNJPSP

iii. delay in the legislation processes

iv. delay in identifying or hiring staff to work on the program as per organogram. Recruitment of some positions continued through the final year of the programme.

Four implementation strategies:
Policy and programme design to create an enabling environment, System strengthening, Knowledge creation, Communication and advocacy

The design and formulation of the UNJPSP was relevant in supporting the implementation of the National Social Protection Policy, this is reflected in the outcomes of the programmes and its outputs which not only mirror the pillars of the policy but also provide technical assistance to different aspects of implementation that required additional strengthening. The project outputs and outcomes within the results framework had time and budget allotments to ensure that results would be achieved within the three-year programme duration, however the project did not receive full funding. Some indicators were able to meet their targets or make significant progress towards attaining the desired results. However, absence of measures to identify and address implementation challenges in a timely manner during the implementation period resulted in failure to reach targets in some of the indicators. The programme did not have the implementation research embedded to ensure continuous data and reports use as well as operation research to guide improvement.

4.1.2   Programme assumptions and risks

During the initial development of the UNJPSP, a risk assessment was conducted to identify potential risks that would hamper effective delivery of technical assistance and accompanying strategies to try address them. Some of the strategies developed to address potential risks have been instrumental in ensuring successful implementation of the programme. These include the social protection weeks, development of the integrated framework of basic social protection services, training of ministry officials from ministries other than MCDSS and holding high level policy dialogue meetings (2). One of the risks that was not adequately addressed and had a large bearing on the effectiveness of the programme was the risk related to financial management systems that had to be strong to avoid any possible misapplication of funds. This will have to be adequately addressed for all subsequent programmes. There is need for the strengthening of financial management systems and putting in place robust financial controls to support effective management and monitoring of the scale up of social protection programmes.

4.1.3   Stakeholder engagement

The process of designing and formulating the UNJPSP involved discussions between Cooperating Partners, UN agencies and government ministries through the GRZ-CP Planning missions and subsequent engagement to determine the nature and scope of the joint programme. The GRZ-UN Joint programme brought together different stakeholders whose expertise in various areas provided strategic support to the design and implementation of the different pillars of the National Social Protection Policy. Through interactions with the different ministries as part of the evaluation, it was felt that the objectives and the activities that had been set out in the programme documents, were relevant to their respective Ministry's mandates and strategic directions as they enhanced their ability to provide effective social protection services. Despite promoting greater participation of ministries in programme implementation, there was limited involvement of ministries during the initial stages of planning and development of the joint programme. The programme could have ensured continuous engagement with respective line ministries throughout the process to ensure greater participation and better alignment of the joint programme to their priorities. On an intervention level, the development of M-Tech and the grievance mechanism for the SCT programme provide good examples of how ongoing stakeholder engagement can result in the formulation of sustainable outputs.

During the implementation of the Joint programme, platforms such as the Steering Committee and the Technical Consultative Forum were put in place to ensure effective and efficient delivery of technical assistance. These have provided an opportunity for the different actors to play an active role in the review of programme activities, progress achieved and provide input that could be used to guide effective implementation such as approval of work plans. The committee met biannually and there was active participation by the different stakeholders to ensure enhanced coordination. Additionally, the Financial Technical Committee would have been a good opportunity to enhance the financial management especially for the SCT programme, but it did not have regular meetings.

4.1.4 Comparative advantage of the UN Agencies and the government ministries

The UN Agencies that formed part of the Joint Programme, possessed a comparative advantage with regard to providing technical assistance and institutional capacity strengthening. Joint programmes by nature are closely linked with the idea of supporting emerging policies in collaboration with government on one side, and a range of other actors; bilateral and multilateral organizations, the private sector, NGOs and communities on the other, to serve as a vehicle for implementation of key policy objectives. Where possible they will seek to mobilize national capacity to manage policies and programmes in a manner that is accountable to the public, in partnership with the donor community and other relevant stakeholders. UN is better positioned than any other organization to play this role owing to its intrinsic nature of working with different stakeholders. The UNJPSP was able to draw upon the experience of the different UN agencies to guide different activities within the pillars of the joint programme such as capacity building, development of targeting and monitoring systems, development

of institutional frameworks and adoption of a multisectoral approach in the implementation and coordination within the Joint Programme, including enhancing synergies and collaboration among government line ministries.

4.1.5 Replicability of programme approaches

There are various outputs within the programme results framework that involved piloting activities in a few districts with the goal of scaling up nationally. Examples of these include single window service, grievance mechanism, linkage to Food Security Pack and the Diversion programme. The evaluation found that most of the pilots were in their initial stages (e.g. training completed or setting up institutional structures) and would require additional support, if they were to be completed. Their replicability is thus unknown as they have not been completed for necessary lessons to be drawn. Nonetheless the buy in from government institutions arising from the results show the possibility of scale up.

Participant drawing the coordination web for social protection during the TRANSFORM District Training in Mongu as part of the Single Window Initiative.

ILO Zambia/2019/Mshanga

4.2 Strategic relevance

4.2.1 Policy alignment

Generally, the UNJPSP has been relevant to the national development priorities as envisioned in the Seventh National Development Plan (3) and the National Social Protection Policy (4). All programme implementation strategies, activities and approaches were structured to ensure that they facilitate the realization of strategic objectives of these policies. A pillar by pillar description of the programmes strategic relevance is described below.

Coordination:

One of the areas where the Joint programme has played a critical role is enhancing the coordination among key actors in the implementation of social protection services. This is in line with the 7NDP call for strengthened coordination within the sector as a means of improving the livelihoods and welfare of vulnerable populations. The development of the Integrated Framework of Basic Social Protection Programmes, the Zambia Integrated Social Protection Information System (5) and the Single Window service delivery approach (6) exhibit ways in which the programme has supported coordination at both policy and operational levels. Furthermore, the Social protection bill though not yet enacted implies a clear coordination strategy which was elaborated in 2016 and would ensure the sustainability of efforts to promote coherent and unified service delivery in the sector. Unfortunately, the bill has not yet been enacted and the strategy not operationalized. Moreover, the enactment of the National Health Insurance Act on its own rather than as a section of the Social Protection Bill may have led to fragmentation of coordination efforts.

The UNJPSP supported the development of the NSPP monitoring and evaluation framework (7). Support was also given to the reporting for the Seventh National Development Plan cluster 2 on poverty and vulnerability reduction. The UNJPSP's support the development of the Social Protection Coordination Unit as defined in the draft Social Protection Bill was not realized. Going forward the support could be aligned to the government development approach through Clusters.

Social assistance

As one of its strategic objectives under the poverty and vulnerability pillar, the 7NDP also targets to improve the coverage and targeting mechanisms of social protection programmes. The UNJPSP support was essential in promoting a more efficient targeting and registration systems through M-Tech and introduction of the disability certification. This has led to an unprecedented scale-up of the SCT programme to national scale, bringing the caseload from 180,000 before the programme to 632,327 at the time of the evaluation. The SCT has also been an avenue that has promoted linkages with other services and programmes such as Adolescent Sexual Reproductive Health Rights in the SCT-HIV linkage, Supporting Women's Livelihood as a graduation approach in the GEWEL programme and Keeping Girls in School under the same, as well as the Services Efficiency and Effectiveness for Vulnerable Children and Adolescents (SEEVCA) programme. Aiming to make social protection nutrition sensitive has been operationalized in developing Nutrition Sensitive Social Protection Guidelines and training materials and constituting a TWG. This has contributed to the 2018 Nutrition Summit, at which the head of state promised to prioritize nutrition spending in national budgets. It remains to be seen how the nutrition potential of social protection will be unlocked going forward.

Social security

The UNJPSP supported the enactment of the National Health Insurance Act which is in line with the NSPPs goal of promoting Universal Health Coverage (8). Furthermore, the Programme has been aligned to the 7NDP's objective of improving pension reform in Zambia through supporting actuarial assessments of the pension schemes in Zambia. The project has supported analytical studies and communication strategies to promote extension of social protection coverage to the informal economy. The Programme also supported development of communication materials which intended to bring domestic workers within the umbrella of social security schemes. At policy level the project supported development of a national strategy on extension of social protection to the informal economy that is under consideration by government.

Protection

The development of the Best Interest Determination Guidelines, the National Diversion Framework and the Anti-human trafficking communication Strategy (9) have been essential in providing guidelines on how best to ensure the most appropriate actions are taken when dealing with vulnerable populations such as migrants, children and victims of abuse. This is in line with both the NSPP and the National Child policy (10) which seeks to promote a child friendly justice system as well as protection and promotion of the rights of migrant children and prevention of human trafficking.

Disability

The National Disability Policy (11) and the NSPP both call for the safeguarding and promoting the right to adequate standard of living and social protection as well as adequate access to opportunities to people with disabilities. The UNJPSP supported this through knowledge creation activities geared towards providing evidence necessary for guiding programme and policy design. This included the publication of the National Disability survey (12) and the evaluation of the efficacy of the targeting of the SCT for persons with disability (13). The project also supported the disability information management system (DMIS). Moreover, ILO supported the development of easy to read versions of the NSPP and the Disability Policy.

4.2.2 Donor priorities

There was good will from the donor community to support the implementation of the joint programme as evidenced by the pledges and disbursements. There were however cases of late disbursements of funds as a result of delayed finalization and approval of annual reports as some of the cooperating partners linked disbursement with satisfactory reporting[3]. There was also a greater focus on SCT under social assistance pillar as this was considered top priority to GRZ with an ambitious target of putting 700,000 people on the programme by 2018. This interest led to reduced focus to other pillars under the social protection policy implementation plan.

> There was also a greater focus on **SCT under social assistance pillar** as this was considered top priority to GRZ with an **ambitious target of putting 700,000 people** on the programme by 2018.

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[3]*Freeland., 2017. Mid-term review of the Government of the Republic of Zambia- United Nations Joint Programme on Social Protection report.*

5. Equity and social inclusion

Evaluation question: To what extent was the UNJPSP equity sensible with regard to the dimensions of human rights, gender, age, disability, wealth and equity?

In terms of ensuring that the Programme upheld principles of equity and supported delivery of interventions to the most vulnerable populations, the evaluation found the UNJPSP moderately satisfactory.

5.1 Alignment to norms and agreements

In the review of the UNJPSP programme documents and activities show that the key human rights conventions are implicitly included in their design and implementation.

Table 4: UNJPSP alignment to different human rights conventions

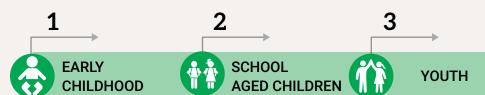| Convention	Inclusive action targeting convention articles
International Convention on Economic, Social and Cultural Rights	The programme supported activities to promote the right to social security including social insurance and the right to health under the convention through the National Health Insurance Act. This included strides to include maternity benefits as part of social security and pension reforms.
Convention for the Elimination of all forms of Discrimination Against Women	Under the social security pillar there were various outputs put in place to promote special protection measures for women during maternity. The programme also supported protective shelters.
Convention on the rights of the child	The programme also put in place different mechanisms to ensure that the best interests of children are upheld such as through the Guidelines for Best Interests determination for vulnerable child migrants in Zambia. This includes the measures to ensure a more child sensitive juvenile justice system.
Convention on the Rights of the Persons with disabilities	Through the Social cash transfer programme, the inclusion of Persons with disability as a targeting category, increased their access to social protection programmes. The programme also supported the development of the DMIS as well as the National Disability Survey which provides data that is useful in ensuring disability sensitive policy and programme design.

5.2 Inclusive design of social protection programmes

5.2.1 Beneficiary targeting and the life cycle approach

The UNJPSP programme document does not explicitly state that it would apply a lifecycle approach in its design but it supported different programmes that were aligned to addressing risks that are faced during different stages of life. By doing so, it ensured that a broad range of people who may need support at different stages in life are able to be identified and included on the programme. (Figure 3). Examples of ways in which the UNJPSP has achieved this includes;

1

EARLY CHILDHOOD

There has been minimal support to the coverage of very young children by social protection programmes by the UNJPSP, but work done on the IFBSPP and the SCT has paved the way for a stronger focus on this group in the successor programme which has a dedicated nutrition pillar for the first 1000 Days.

2

SCHOOL AGED CHILDREN

Within the Social assistance pillar, the Home Grown School feeding programme that provides meals to children in schools as a means of encouraging school attendance and improving educational outcomes.

3

YOUTH

To factor in children who may be orphaned or vulnerable may be responsible for taking care of their families, one of the categories supported by the SCT are child headed households. In addition to this the UNJPSP through the work within the protection pillar has made strides in ensuring that the needs and dignity of vulnerable populations such as children within the justice system and migrants are addressed. Through the formulation of frameworks that guide service provision such as the Best interest determination guidelines, the diversion framework and rehabilitation of protective shelters to ensure that they are not put in detention centers where they may be vulnerable to further abuse.

4

WORKING AGE

The Joint programme has supported activities centered around social security and work injury reforms and extension of social security to workers within the informal sector.

5

PREGNANCY

ILO and the Ministry of Labour have been able to conduct work in extending maternity protection into social security and promote working mother's access to maternity benefits which may reduce the discrimination in terms of hiring women. The maternity protection scheme is also expected to increase opportunities for women to be involved in economic activities. Maternity protection is important in protecting the health and well-being of children and their mothers.

6

PROGRAMMES FOR OLD AGE

One of the strategic areas of improving the livelihoods and welfare of vulnerable populations within the 7NDP that has been supported by the joint programme is pension reforms to facilitate income protection for individuals after separation from productive life. Furthermore, age is used as one of the targeting criteria for the social cash transfer ensuring inclusion of the elderly people. In the SCT, households with members 65 and older are the largest beneficiary group.

7   **GENDER**

8   **DISABILITY**

9   **POLICY**

One of the categories which receive support under the SCT, are female headed households which have three or more children. Additionally, in some districts SCT beneficiaries are provided with bursaries under the Keeping girls in school programme to encourage them complete their education and prevent early marriages. ILO worked with NAPSA to design interventions to encourage women working in the informal sector or with low paying employment such as domestic workers to join social security schemes. Through the protection pillar, the programme also targeted persons vulnerable to or who have been trafficked. Women and girls are disproportionately targeted by traffickers for labor and sexual exploitation.

People with disabilities are targeted within the SCT and receive double the amount given to recipients without disabilities.

The mapping exercise carried out to develop the integrated framework of basic social protection programmes contributed to wider acceptance of the life-cycle approach and highlighted gaps especially for children.

5.2.2   Social protection programmes that are responsive to local needs

For social protection programmes to effectively reach target populations, they have to be designed in a manner that takes into consideration the prevailing conditions. Where there is limited information to drive the development of appropriate programmes, evidence generation is necessary. The UNJPSP has supported studies whose findings would be useful in the development of policy frameworks or the improvement of current programme design or delivery. These include the ILO supported study on the targeting efficacy of the SCT on persons with disability and the H-WELL study on Violence Against Children (14). An example of an actionable finding from the SCT study is that current communication materials were not in accessible formats for persons with disabilities, in which case future development should consider more comprehensive formats to cater for everyone. The project management structures such as the Technical consultative forum and steering committee provided a platform for design and realignment of project activities that are responsive to local stakeholders needs and priorities.

5.2.3   Participation in design and implementation

A good example of involvement of other government institutions in social protection programmes is the leadership of Zambia Agency for Persons with Disabilities (ZAPD) in the social protection programme under the disability pillar. The goals of this pillar under the NSPP is to ensure that people with disabilities are able to have increased access to social protection services and have equal opportunities for development. The implementation of activities under this pillar was done by ZAPD in collaboration with ILO. ZAPD not only has the mandate and expertise in addressing disability issues, but also has an advocacy role by representing people with different forms of disability. The utilization of communities as sources of local knowledge has been useful in the design of activities such as development of communication materials for the SCT programme and the grievance mechanisms to ensure that they are culturally competent.

OLDER PEOPLE
- Targeting for SCT
- Actuarial assesment for Pension reform

SCHOOL AGED CHILDREN
- Home Grown School Meals

WORKING AGE
- Extension of social security to informal sector
- Targeting for SCT

YOUTH
- Targeting for SCT
- Diversion Framework
- BID guidelines

PREGNANCY
- Inclusion of maternity protection into social security

Center:
- Grievance mechanisms
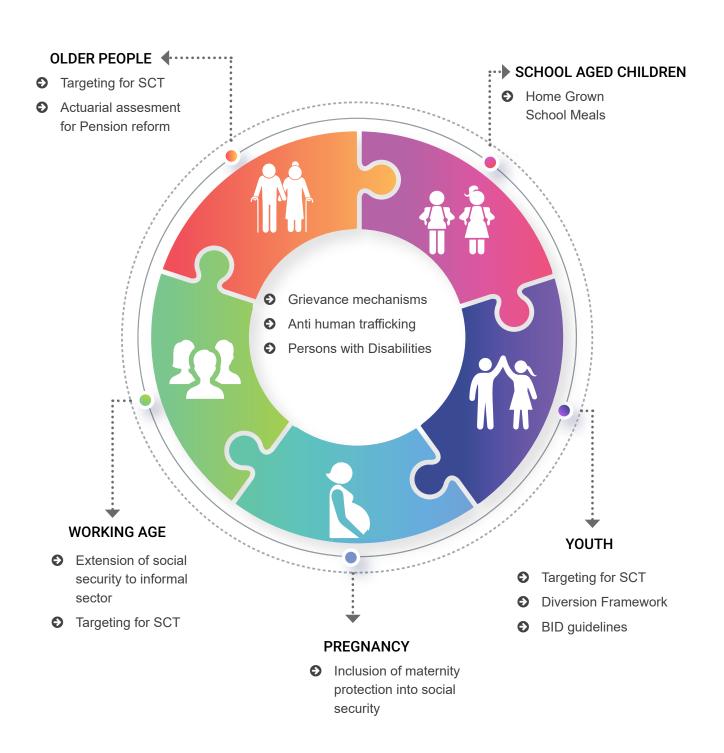- Anti human trafficking
- Persons with Disabilities

Figure 3: Lifecycle mapping of select interventions under United Nations Joint Programme on Social Protection

5.3 Inclusive coverage

5.3.1 Innovative approaches to service delivery

A good example of one of the ways in which the UNJPSP has supported improvement in the quality of social protection programmes is by the use of M-Tech rather than paper-based system for the enumeration of potential beneficiaries of SCT programme as it helped in identification of a huge caseload within a short period of time which would have otherwise been difficult. It helped improve the targeting model used for the SCT as well as reduced inclusion and exclusion errors thereby ensuring that the most eligible vulnerable populations are able to get the required services. The use of relevant government departments is an innovative approach in supporting sustainability and roll out of interventions.

5.3.2 Use of existing community structures

Programme activities were implemented through existing structures at district and community levels including structures such as CWAC, ACC and DWACs. These structures are drawn from the communities, with beneficiaries being able to freely talk to the committee members whenever issues of concern arise. This has been of importance in enhancing monitoring and accountability of services. The CWACs for instance are responsible for conducting sensitization, to create awareness about existing services and how best to access them.

5.4 Inclusive and participatory accountability mechanisms

5.4.1 Development of Grievance Mechanisms

One of the indicators under the UNJPSP was the development of cross pillar grievance mechanism.

This was achieved through the development and initial piloting of the grievance mechanism under the SCT programme which can provide a framework through which the beneficiaries raise concerns they may have with the manner social protection services are implemented. One area in which this can be critical is in promoting more gender sensitive programming, especially in communities where women do not normally actively participate in decision making. The development of the social protection monitoring and evaluation framework will enhance accountability of social protection programmes to ensure effective delivery and impact of social protection programmes (7).

5.4.2 Community involvement in monitoring and evaluation

The UNJPSP has promoted various avenues through which communities and stakeholders are involved in monitoring and evaluation of programme supported activities such as the Joint Annual Reviews, the Social Protection Weeks and field monitoring visits/spot checks. These ensure collection of information from different stakeholders who are able to identify strengths and weaknesses in current service delivery which has played a role in adapting implementation strategies being applied.

5.4.3 Disaggregated data

The collection and reporting of data that is disaggregated provides a good opportunity to identify programmes that are not effectively reaching some categories of vulnerable people and formulate strategies to ensure that they are being meaningfully engaged in the implementation of the programme. The programme results framework requires disaggregation for some indicators but this is just for age and gender. For example, aside from SCT which collects data on beneficiaries who are persons with disability, there is very limited data on how other programmes reach or impact them. It would be instrumental for data to be disaggregated by age, gender, disability, pregnancy/breastfeeding status and where possible income quintile.

6. Effectiveness

Evaluation question: To what extent were the outcomes and objectives of the UNJPSP achieved?

The effectiveness of the UNJPSP was rated moderately satisfactory.

6.1 Review of programme design and implementation

The implementation of the programme was guided by the results framework and the Annual work plans that were developed consultatively. In response to drastic changes within the implementation context and under the guidance from its Steering Committee, the programme was able to put in place different remediation measures. The most significant change that was observed was the withdrawal of funding, to which a reprogrammed budget note was developed and used. The budget also included a new livelihoods and empowerment pillar which was not in the initial programme document. The four UN Agencies that formed the initial joint programme at the time of programme design, did not have adequate technical expertise to provide support to the implementation of activities under this pillar of the NSPP, as such it was not included. Subsequently FAO and MCDSS developed a concept note detailing the technical assistance that FAO would be able to provide to the UNJPSP in increasing the coherence between agriculture and social protection programmes which was adopted by the Steering Committee on 10th July 2017.

The programme also considered different recommendations that were made as part of the mid-term review which necessitated the review of the results framework to make it more coherent and the adoption of a combined financial and output tracking template.

6.2 Programme achievements in attaining its objectives

6.2.1 Building capacity for policy and programme design

The UNJPSP has facilitated the development of capacity of government ministries to be able to effectively develop social protection programmes and policies. This can be seen through: -

- **Inter-regional lesson sharing** - The programme provided support for government officials to visit South Africa from where they were able to learn from their disability inclusive social protection programming. On the other hand, the work that was carried out on the development of the Guidelines for Best Interests determination for vulnerable child migrants in Zambia, was among the first of its kind in the region and many countries have been able to learn from Zambia (15).

- **Technical expertise on policy analysis**- another avenue through which the programme has helped provide technical assistance to the government ministries is strengthening the expertise of the relevant officials in policy analysis. Examples of ways in which this has been accomplished is through support to ZAMMOD to develop their capacity in conducting simulations on the impact and resources needed to provide appropriate social protection programming (16) and support towards the generation of evidence necessary for inclusive policy development as seen in the development of position paper on the inclusion of maternity protection within the draft Social Protection Bill and extension of social security to workers in the informal sector.

- **Cross ministerial linkages**- The activities under the UNJPSP often involved linkages between different ministries and departments. For instance, within the livelihoods and empowerment pillar, the promotion of joint initiatives between the Ministry of Agriculture, Fisheries and Livestock and the Ministry of Community Development and Social Services as a means of promoting integration of agriculture and social protection provide a good example as to how such linkages can promote transformative social protection.\

6.2.2 Strengthening national level design and implementation capacity

By bringing together a broad range of actors who are involved in providing social protection services within one programme and promoting active participation within programme activities and meetings, the UNJPSP facilitated enhanced coordination within the social protection sector. The development of the Integrated Framework of Basic Social Protection Programmes (17) and the National Social Protection Policy Monitoring and Evaluation Framework provide guidelines to not only strengthen effective coordination but also ensure that a strong monitoring and evaluation mechanism is in place. The development of enhanced delivery systems such as ZISPIS, and Single Window Services initiative provide additional opportunities for potential synergies between different services and institutions to be explored and strengthened. The Joint Programme has also supported the strengthening of targeting mechanisms under the SCT programme (18).

6.2.3 Improving local level delivery capacity

The programme has built the delivery capacity of relevant district and community workers at sub national level to efficiently and effectively deliver social protection services.

- **Delivery infrastructure**- The UNJPSP has facilitated the development of approaches that are geared towards the improvement of service delivery such as the use of M-Tech during registration of the SCT programme and the use of alternative payment methods which are aimed at improving cash payments to beneficiaries such as the use of the ZANACO payment mechanism

that was rolled out in Lusaka district. 3194 beneficiaries were reached through this system. Furthermore, through the support of WFP, beneficiaries without National registration cards were provided with suitable cards which they used as proof of identity during disbursements thereby enhancing accountability.

- **Human resources- T**he programme supported the placement of various staff within different ministries including MCDSS and MoGE who were responsible for specific tasks such as the development of the Diversion Framework (19), facilitating support to the HGSM programme or the SCT scale up. At district level the programme supported the program officers for the SCT programme.

- **Training-** The Joint programme has also supported coordination at sub national level by working within the established structures within MCDSS such as the DWAC, the Area Development Committees and the Community Welfare Assistance Committees. Capacity building through the TRANSFORM which provides leadership training to district level officers as well as helping them to identify coordination challenges within their districts and formulate work plans to address them within their resources. Training initiatives such as TRANSFORM have equipped government officials especially at sub national level with skills to be able to identify social protection coordination challenges arising within their districts, formulate work plans and define solutions based on resources that are readily available to them. The development of the national diversion framework in the absence of adequate laws on diversion addresses a clear gap in providing alternative avenues of directing children who come into contact with the law to appropriate social protection programmes. The diversion programme is in its initial piloting phase of implementation with training manuals developed and training for the key stakeholders within the justice system conducted. The pilot is underway in 4 districts and in areas where it is being implemented there has been a reported increase in the knowledge in child justice administration and more cognizance of sensitivities when dealing with children who

come into contact with the law. Additionally, there has been training of disability focal point persons within different ministries to facilitate disability mainstreaming, training in targeting for social cash transfer as well as training of officials from ministries such as Agriculture on the importance of social protection. These have helped improve their capacity to provide these social protection services.

⊙ **Communication-** The programme has enhanced communication and awareness on issues relating to social protection through Social Protection Weeks, SCT Communication strategy which included communication materials such as the fact sheets, Radio and TV programmes on SCT programme; and the anti-human trafficking communication strategy. There is also knowledge sharing as part of coordination platforms within the Joint Programme as well as high level meetings with key policy makers to raise awareness on the importance of social protection programmes.

6.3 Programme achievements in attaining its outcomes

6.3.1 Coordination

> **Outcome:** *Optimal coordination and coherence between the pillars of the NSPP.*

The programme has made significant progress towards supporting enhanced coordination within the social protection sector. The most significant changes that have been accomplished through the support of the joint programme include the launch of the Integrated Framework of Basic Social Protection Programmes which was launched towards the end of the programme, the annual Social Protection Weeks and the enactment of the National Health Insurance Act. Additionally, the work to gather lessons for the Single Window service has been implemented in six districts across the country which exceeds the initial plan of piloting it in five districts. However, even with increased advocacy and efforts to highlight the importance of allocating resources to the social

protection sector, the proportion of GDP allocated to social protection programmes is still below the 1.7% overall target set by the joint programme. Substantial progress was made between mid-term and the end of the programme with regard to the drafting of the SP bill that was submitted to Government for enactment. This bill is currently with the Ministry of Justice. The enactment of the National Health Insurance Act on its own rather than as part of the Social Protection Bill was somehow a setback to enhanced coordination within the social protection sector.

6.3.2 Social Assistance

> **Outcome:** *Poor and vulnerable households receive regular and predictable transfers.*

The proportion of households that are covered by the SCT programme rose from 180,000 at baseline to 632,327 households at the end which was a tremendous scale up within a short period of time. The proportion of the population who were receiving PWAS reduced between mid and end of programme due to reduced funding available for the programme from 6544 to 3288 and providing only educational support[4]. There was very little variation in the number of schools going children who were covered by the Home-Grown School Meals during the Programme's implementation period from 1,000,000 to 1,060,770. This particular indicator fell below its intended target of covering 1,750,00 children. Some of the reasons as to why this indicator fared poorly include- inadequate budgetary allocation needed to reach targeted number of learners, delayed or no release of funds and poor accountability mechanisms at provincial, district and school levels.

> Number of schools going children who were covered by the Home-Grown School Meals during the Programme's implementation period from **1,000,000 to 1,060,770**. This particular indicator **fell below its intended target of covering 1,750,00 children**.

[4]*Ministry of Community Development and Social Services, 2019 Joint Annual Review Report.*

Outcome: *Social assistance benefits are effectively and efficiently delivered.*

This was one of the outcomes which received a lot of technical support by the joint programme as a result of the scale up of the SCT. The development and roll out of the M-Tech technology ensured that all districts in which SCT was being implemented used M-Tech during the registration process and the data was entered directly into the MIS after registration reducing the time taken to register potential beneficiaries. Moreover, the targeting model that was developed helped ensure that the model was more inclusive. The SCT Grievance mechanism is being piloted in 5 districts, 2 more than were initially planned. There was little progress made in promoting timely and predictability of payments to SCT beneficiaries and timely delivery of food assistance to beneficiaries of HGSM.

6.3.3   Social Security

Outcome: *Workers benefits from inclusive and comprehensive social security.*

Minimal progress was made for this outcome. The National Health Insurance scheme has yet to be fully operationalized.

Outcome: *Social security benefits are efficiently and effectively delivered.*

Substantial progress was made towards the attainment of this indicator. The National Health Insurance Act was enacted although additional support measures such as actuarial assessment and development of an M & E framework necessary for the operationalization of the National Health insurance scheme were not completed. Due to inadequate funding there was no progress made in the establishment of mechanisms to ensure that working mothers have access to maternity benefits between mid and end of the programme. Existing actions that had been completed included development of a position paper on the inclusion of maternity protection within the Social Protection Bill and development of communication materials to be used for sensitization and awareness raising among key stakeholders. Nevertheless, significant

progress was made in activities geared towards the extension of social security towards workers in the informal economy. This was accomplished through evidence generation from studies on extensions to workers in the agriculture, domestic work and construction sectors and development of a national strategy on extension of social security.

6.3.4   Protection

Outcome: *Vulnerable populations protected from all forms of violence, abuse, discrimination, exploitation and neglect.*

At the beginning of the programme there were no clear guidelines of alternative sentencing and diversion within the justice system. The programme supported the development of the National Diversion Framework and accompanying training manuals for key stakeholders. The Diversion programme is being piloted in 4 districts, exceeding the initial target of three districts. In these districts, 42 divergent service providers and 14 Social Welfare officers have received training. An accreditation framework for the diversion framework was also developed as well as harmonized data collection tools. The programme also strengthened national and district coordinating structures for vulnerable migrant's protection, capacity building of 329 CWACs members on migrant protection, development of BID guidelines for protection of vulnerable migrant children and capacity building of the national BID panels as well as the development and roll out of national communication strategy on mixed migration and human trafficking. Through the enhanced system, 800 migrants were assisted during the three-year programme period, compared to the target of 150. In addition, the programme is helping in the development of a National Referral Mechanism and the Case Management system for vulnerable migrants to ensure they receive the most appropriate protection services. This however has not been finalized due to budget reduction.

> **800 migrants** were assisted during the three-year programme period, compared to the target of 150.

> **Outcome:** *Integrated, equitable and comprehensive prevention and response provided to violence, abuse, exploitation and neglect.*

Two protective shelters were refurbished with the support of the programme. The initial plan was to refurbish three shelters however upon assessment of the quality of facilities at the shelter in Sesheke, it was found that extensive amount of work was needed to make sure that the shelter was in good condition. As such a decision was made in consultation with the Department of Social Welfare to use funds set aside for the third shelter to complete the refurbishment of the Sesheke shelter. Additionally, under this indicator, findings from the Zambia Health and Wellbeing Survey were expected to be used to generate a policy framework for violence against children. The final study report was launched in November 2018 and a consultative meeting to develop a response plan to the findings was held in June 2019.

6.3.5   Livelihoods and Empowerment

> **Outcome:** *Vulnerable households and individuals improve and diversify their livelihoods strategies through enhanced access to different forms of capital.*

As part of improving the capacity of the government staff on the coherence between agriculture and social protection, various ministry officials have received training and FAO has supported capacity needs assessment to tailor the training provided to address the needs of the ministries. Furthermore, FAO supported the impact evaluation of the Food Security Pack which highlighted various factors hampering the effectiveness of the programme such as lack of consistent targeting mechanisms, late distribution of inputs and poor monitoring and evaluation systems. The UNJPSP also supported the pilot exploring the use of an e-voucher system to improve input procurement and distribution efficiency within the FSP programme[5]. Support was also provided towards the development of the

centralized Zambia Integrated Social Protection Information for the management of the SCT and FSP programmes which marked a shift from the mostly paper-based system used by the FSP programme and through which the e-voucher payment mechanism will be operationalized[6]. Linkages between the Social assistance programmes and livelihood and empowerment programmes were also supported through the Keeping Girls in School bursary programme and the GEWEL programme targeting women in rural areas.

6.3.6   Disability

> **Outcome:** *Persons with disabilities have greater access to basic social services and social protection programmes.*

According to ZAPD there are 6000 persons with disability who are registered on the DMIS. The total number of persons with disability who receive SCT has increased from. 36,146 at baseline to 70,030 by the end of the programme. The target for persons with disabilities who should be beneficiaries of the SCT programme, under the NSPP is 10% of the total caseload, in this sense the target was surpassed. However, it was lower than the UNJPSP target of 90,000 beneficiaries.

> **Outcome:** *Disability awareness and capacity to undertake disability assessment enhanced among GRZ staff in social protection sector.*

Under the support of the UNJPSP a disability assessment tool was developed in line with the Convention on the rights of persons with disabilities. Initial training of ZAPD staff has not yet been done but 10 ZAPD officers are currently using it. The training on the use of the disability assessment tool is expected to be extended to MCDSS staff. To ensure the new tool's impact on promoting broader participation of persons with disabilities, aligning the tool used for SCT scale-up campaigns with the new tool will be cardinal, as the current tool used for the SCT, though updated in 2017, still uses a medical approach to disability rather than the social model of the convention and the Zambian Disability Act.

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[5]*FAO. Project proposal of Pilot project of the Food Security Pack Programme.*

[6]*Process evaluation of the piloting of the use of the Zambia Integrated Social Protection Information System (ZISPIS) under Social Cash Transfer (SCT) and the Food Security Pack of the Ministry of Community Development and Social Services (MCDSS).*

6.4   Factors affecting the realization of programme outcomes and outputs

Facilitators

- Increased political will towards the implementation of social protection programmes
- Favourable implementation climate
- Availability of funds during the first half of the programme
- Supported development of an enabling environment for social protection
- Strengthened institutional capacity
- Increased coordination and effective partnerships
- Penetration of ICT infrastructure and capacity to manage sustems

Barriers

- Inadequate funding due to withdrawal inhibited the completion of some of the joint programmes activities during the second half of the programme
- Rapid scale up of the social cash transfer programme as opposed to phased implementation that promoted continuous learning and improvement
- Delayed enactment of the Social Protection Bill
- Staff turnover within government ministries
- Staff turnover within the UN agencies
- Different procurement and logistics systems across different UN agencies

Figure 4: Factors shaping the implementation of the UNJPSP.

7. Efficiency

Evaluation question: To what extent were the UN Joint Programme's results achieved in relation to the available resources?

The evaluation found the efficiency of the UNJPSP to be satisfactory, with programme activities implemented using available resources and adaptive measures taken in response to changes in the implementation context.

7.1 Institutional Arrangements

Overall the technical assistance provided by the UN Agencies towards the implementation of social protection programmes was adequate. Working within the existing structures in different ministries such as the CWACs under MCDSS, enhanced the efficiency of the programmes. Funding for activities in the annual work plans was in most cases released in a timely manner particularly in the first half of the programme. However, the existence of different processes and procedures among the different UN Agencies (e.g. Procurement procedures), coupled with government institutional procedures sometimes affected the implementation of joint activities and the extent to which some outputs were realized.

During the implementation of the programme there was a limited focus on the use of results and data generated to drive decision making and guide improvements in the implementation process due to weak monitoring systems and lack of in-built continuous quality improvement systems to ensure data drives programme improvement. Despite conducting a risk assessment during the design of the programme that helped with identification of potential mitigation measures, there was no sufficient inbuilt mechanisms in the programme to promptly identify and address emerging risks and performance issues during programme implementation. The Steering Committee did help provide guidance in cases where risks did arise such as guidance on reprioritization of resources after withdrawal of funding; but its guidance has been more reactive than proactive owing to its dependence on the bi-annual meeting updates.

7.2 Planning

As part of the joint programme, annual review and planning meetings were conducted to identify the extent to which progress was being made in different pillars and plan for the next year. The different actors were actively involved in the development of feasible work plans. This was important as it promoted the joint ownership of goals, outcomes and results of the UNJPSP. The Annual Work plans were used as guides which eased tracking and reporting on current activities and made room for changes to be made where necessary. Following the Mid-term review, the Programme's results framework was adjusted to promote greater coherence across the different pillars and to have more results based work plans. One of the concerns brought up during the stakeholder interviews, however, was that the work plans were still too broad with ambitious targets to achieve within the duration of the programme. To put this into perspective, when you look at the results framework, it has both 'upstream and downstream' indicators that were expected to be achieved. Upstream indicators are those at policy implementation level that may require new laws to be passed or indeed change of existing laws to support the implementation of the policy either as whole or part of it. These indicators may also include the development of various implementation frameworks prior to commencement of actual implementation. These indicators are a pre-requisite for the actual implementation to begin from which the downstream indicators will be drawn. These are indicators that measure the actual implementation. In future programmes, we would recommend that targets are set in a realistic and cascaded manner,

keeping in mind that these laws are drafted by the same government and approved by the same parliament. It may therefore not be realistic to set targets that may require enacting multiple laws within the same timeframe.

Delays in disbursements and complete withdrawal of funds earmarked for specific activities interrupted implementation. Gaps created by the withdrawal of funding meant that the different agencies had to reprioritize the activities that could be implemented within available allocations. However even with these changes some activities could not be completed within the lifetime of the joint programme. Particular interests by different donor and government led to the prioritization of some pillars over others and this affected the funding and implementation of activities in other pillars.

7.3 Programme Financing (budgeting, disbursements and cost effectiveness)

The total amount of contributions towards the UNJPSP during its implementation was $11,495,397.94 which was $1,931,000.06 than what was initially envisaged in the programme document.

Given the multi-stakeholder nature of the programme and the complexities involved in achieving most of these deliverables, the programme was implemented in a relatively efficient manner even though some indicators lagged behind while others performed well. There were limited systems in place at baseline for most of these indicators and a lot of effort had to be put in to build consensus and implementation frameworks and this took lot of time prior to actual implementation of some components of the programme.

Table 5: UNJPSP Programme budget performance against status of targets.

Target achieved	Significant progress	Minimal progress	No progress

Output	Budget allocation (USD)?	Utilization 2015-2019	Budget performance	Target achieved within budget
Social Protection Act, Social Health Insurance and subsidiary legislation enacted	139012	91749	66%	National Health Insurance Act.
Integrated Framework for Social Protection Programmes designed and approved	232853	55225	23.70%	Integrated Framework for Social Protection programmes launched.
Social Protection Monitoring and Evaluation strengthened, and National Social Protection Policy evaluated and revised	426580	319623	74.90%	NSPP M&E Framework launched.
National Social Protection Coordination Strategy implemented	426580	182596	42.80%	Social Protection Bill not enacted.
Single Window Services operationalized at district level	240000	79417.91	33.10%	Pilot in 6 districts.

Social Protection Management Information Systems Strengthened	1120282	1256117.04	112.10%	Support provided for M-Tech, ZIAMIS, ZISPIS, DMIS.
Communication strategy on social protection developed and implemented	410301	358969.02	87.50%	Social Protection weeks held & SCT Communication strategy developed.
Cross-Pillar Complaints Mechanism operationalized	288430	134113.74	46.50%	Piloted in 5 districts but initial stages so no evaluation to inform scale up.
Targeting mechanisms for social assistance programmes strengthened	1953193	1828514.84	93.60%	Targeting model improved, SCT brought to national scale.
Home-Grown School Feeding Programme strengthened and linked to other social protection interventions	329326	305725.39	92.80%	HGSM implementation framework developed after institutional capacity assessment
Shock-Responsive Social Protection System strengthened	115000	50000	43.50%	In-depth Vulnerability Assessment Report launched. Response Action plan developed
SCT payment system and financial management strengthened	767093	676159.53	88.10%	Use of NRC by beneficiaries during payment with WFP providing supports to provision of cards to beneficiaries who did not have them and Financial management package developed, Launch of the Zanaco payment mechanism in Lusaka and support
Linkages between social assistance programmes and other social services (i.e. HIV/AIDS and nutrition) established	91866	18866.01	20.50%	Training of Health workers and peer educators for linkages. Nutrition implementation guidelines and communication strategy developed.
Training in administration and operational elements of delivering social assistance provided	106780	99600.54	93.30%	TRANSFORM Training workshops held.

NHI key features and strategies for implementation are defined and the basis for systems development are in place	50632	51320	101.40%	NHI Bill enacted
Pension reform adopted and changes implemented	63714	58910	92.50%	Actuarial valuation of pension schemes conducted.
Maternity branch of social insurance introduced in the revised social security legislation, designed and rolled out nationwide	78952	3016	3.80%	Communication materials developed, capacity building of key stakeholders and position paper on inclusion in social protection bill.
Innovative policy proposals on the extension of social security to workers in the informal economy (including domestic workers) developed and approved	155779	110592	71%	Two feasibility studies on extensions to informal workers, development of National strategy for extension to informal workers.
Informed design of complementary social protection and agriculture programmes piloted.	114497	17009	14.90%	Pilot proposal developed by FAO with MOA, MOFL and MCDSS for integrated services done. Impact evaluations conducted.
Increased political and public support for linkages between social assistance and agriculture	49497	15558	31.40%	Livelihood profiling done.
Increased understanding of the linkages between agriculture and social protection and how to strengthen these	14497	10368.08	71.50%	Training of ministry officials in social protection done
Mechanisms in place and operational for a coordinated and comprehensive response to human trafficking and the protection of vulnerable migrants	391564	319719.63	81.70%	Coordination strengthened up to sub national level, refurbishment of shelters.

Evidence-based case management framework in place for vulnerable groups (focusing on persons who have experienced violence, abuse, exploitation and neglect) with preliminary implementation underway	276585	99971.94	36.10%	BID guidelines and National Referral mechanism developed.
Rights-Based Juvenile Justice System Strengthened	305770	230773.98	75.50%	Developing and piloting of the National Diversion Framework.
National Disability Survey completed and taken up in policy making	99954	107187.47	107.20%	NDS launched
Assessment on barriers faced by people with disabilities in accessing social protection and other basic services provided by the government	65653	64151	97.70%	Study report launched
Disability awareness enhanced and disability mainstreamed in selected areas of social assistance, social security and social protection	93964	13022	13.90%	Disability Focal Points trained ZAPD officers trained on DMIS and 10 ZAPD officers using the assessment tool.
Capacity of ZAPD and other key disability institutions enhanced at central and decentralized levels	190101	142913	75.20%	ZAPD strategic Plan developed
UNJPSP {Administration and Coordination)	60000	26518	44.20%	
UNICEF Staff costs	1669873.4	792497.63	47.50%	
ILO Staff costs	1070409	825268.17	77.10%	
IOM Staff costs	294552	244761.95	83.10%	
WFP Staff costs	390000	278253.54	71.30%	
FAO Staff costs	13425	9094.1	67.70%	
7% Programme Support Costs	776468.62	715158.86	92.10%	
Total Programmable Cost	**12873183.02**	**9592741.37**	**74.60%**	

7.4 Monitoring and evaluation

The UNJPSP implementation was guided by its results framework and the annual work plans. The process of monitoring and evaluation was inclusive and participatory bringing together different stakeholders both through the Steering committee meetings and as part of Joint Annual Reviews. These encouraged inclusion of a wide spectrum of perspectives ranging from the programme implementers to the beneficiaries at community level. Monitoring was however not adequately done as there was no M&E framework in place for the policy. This has meant the programme was only able to effectively monitor its own performance, but not gauge its immediate impact on sector performance. The programme had no M&E team specifically to monitor programme activities. The NSPP M&E framework has since been developed and a process had begun to check the extent of how the framework was operationalized from 2015 to 2019 even though the draft framework had not been launched MCDSS under which monitoring falls, indicated that it was difficult to collect data from other ministries in the absence of the NSPP M&E framework. In this regard programme monitoring relied mainly on individual reports from various stakeholders prior to technical consultative meetings and the steering committee meetings.

7.5 Reporting

While activity level implementation was monitored by the respective implementing partners (usually one or two UN and one or two Ministries), the monitoring of the broader programme was less effective. The Steering Committee met every 6 months for half a day, and reviewed overall progress on activity implementation. It did not systematically consider the broader structure of the programme in terms of synergies, duplication, convergence, sequencing and prioritization. The one systematic exercise conducted in this regard was the Mid-Term-Review which prompted a very thorough reflection on bringing different outputs into coherence. As a result, the output structure was simplified but also made more cross-cutting in approach, which has improved the monitoring efficiency. Due to the funding constraints in the last year, the ultimate value add of this improvement was difficult to assess. During the course of the

UNJPSP, reporting templates were generated to encourage consistent reporting across all pillars. The Joint Financial and Output tracking reporting template which was developed after the MTR promoted more results focused reporting. The presence of a single reporting template for donors also promoted easier, more focused and easily adaptable reporting. However increased demand for reporting in 2018, as result of the allegations of funds for the SCT programme, to the donors took up time that ought to have been spent on programme implementation activities. There was a feeling from some donors that they felt left in the dark about the progress of programme implementation and this is something that could be resolved through adapting the single reporting template by including all relevant information the donor needs and determining the appropriate reporting frequency.

7.6 Communication

Coordination Platforms such as the Steering Committee and the Technical Consultative forum were an opportunity through which progress and information that pertains the programme could be shared internally. Meetings were held every six months and there was active participation by the different ministries. The meetings were an opportunity through which the different actors were able to share information on their activities which helped in increasing awareness on different outputs and outcomes. Apart from these programme level meetings, there were many other regular meetings between UN agencies supporting a particular pillar with line ministries where programme progress and implementation issues were discussed. Among the UN agencies, newsletters which provided brief status reports, also facilitated interagency communication. In view of the above, internal communication seemed to have been good. With regards external communication however, the only available communication mechanisms are the Social Protection Weeks and the Joint Annual Review which take place once every year and the high-level policy dialogues. Social Protection Week is a platform which permitted the sharing of information around social protection programmes being supported by the UNJPSP with an external audience. The social protection week is open to members of the public, Civil Society Organizations and the media and so is the Joint Annual Review.

Although Social Protection Weeks is a good starting point, it is far from being adequate in raising awareness to communities and their opinion leaders as well as other important stakeholders in the social protection programming in these communities.

7.7 Coordination

7.7.1 Coordination with Government Ministries

Government ministries were effectively engaged in the implementation of the UNJPSP. The ministries were represented in the Steering Committee which ensured that they were involved in the monitoring of the programme activities. In addition, the government led Joint Annual Reviews was a good opportunity for joint assessment of social protection programmes under the social protection pillar. Government ministries however feel they needed to have greater participation during the initials planning phases and development of the programme design and approaches to ensure greater alignment with the ministries' priorities.

The UNJPSP has promoted the development of individual and institutional relationships that have facilitated stronger collaboration by having regular meetings, open communication channels such as progress meetings with Ministries and having joint work plans. This, therefore has promoted greater accountability by government ministries towards attaining programme goals. There was a shared interest among the different actors to actively meet their programmes objectives and encouraged ownership of the programme. However, in some cases, government departments felt coordination could be improved. MCDSS for example, as a coordinating agency as well as an implementing partner for the lion share of activities, was involved in the programme through multiple departments. Concerns were raised however about missing coordination between the departments, where government wondered whether the right entry points were always observed, when activities were directly implemented with the programme departments rather than channeling the support through the planning department, which has the overall coordination role. When this protocol is not followed, possible duplication of efforts in some aspects of the programme becomes inevitable.

7.7.2 Coordination with UN agencies

There are strong relationships between the UN agencies. Communication of progress is enhanced by having regular meetings and newsletters that facilitate communication. The evaluation found that the UN agencies had little knowledge of the activities happening within each pillar outside those they had primary interest in, which reduces opportunities for potential collaboration across the UNJPSP with increased potential for duplication of efforts on some crosscutting aspects of the programme. There was duplication of efforts observed among the different UN agencies particularly in information systems work due to the absence of clear strategies that could help identify and catalyze synergies.

7.7.3 Coordination with Donors

Generally, the coordination with the donors was good. Issues arising from alleged misappropriation of funds under Social Cash transfer programme resulted in loss of donor confidence which resulted in increased reporting and meetings with technical staff from the cooperating partner staff. The stakeholders felt that the time taken to write these reports and provide progress updates was not an efficient use of their time as they could not focus adequately on programme activities. On the other hand, donors would like to see Steering Committee and the Technical consultative forum work to review the implementation of the UNJPSP in a more robust manner.

7.7.4 Gaps in coordination structures

i. High level political support and commitment to multisectoral collaboration: One of the challenges in terms of the Steering Committee's composition is that for most of the line ministries, representation is often at director level rather than the Permanent Secretary level. This does not promote higher level buy-in which is critical for the successful implementation of the programme.

ii. Existence of clear mandate: In discussions with the stakeholders, they pointed out the current coordination structures were largely appropriate for their role. However, some concerns were raised that there was overlap and duplication in the roles of the Steering Committee and the Technical Consultative Forum.

iii. Steering Committee and the Technical Consultative Forum meetings: It was felt that these platforms ensure there is information sharing but they do not always provide an opportunity for robust critique of the strategies and approaches that are being used in programme activities. These platforms could also be used as opportunities to promote identification of potential synergies.

iv. Inadequate financial and human resources for implementation: there was low staffing levels and low staff capacity to implement the programme especially during the first half of the programme. Hiring of staff was equally slow and continued up to the last year of the programme. High staff attrition from the programme at all levels also affected the implementation and institutional memory in some cases was lost. During the final year of the programme, two of four donors withdrew funding and this affected programme implementation.

v. Clear objectives and identified co-benefits among partners: It were pointed out that there was duplication of efforts among the actors. Within the space of three years, the programme has worked with about four or more information systems sometimes supported by different UN agencies; the SCT MIS, DMIS, ZIAMIS and ZISPIS and this is aside M-Tech which is a stand-alone IT solution that was developed to assist with targeting. There should be clear roles and responsibilities for the different institutions and where necessary joint strategies should be formulated to help guide implementation, identify potential synergies and promote more efficient use of resources. For instance, despite targeting similar populations, programme activities under the UNJPSP did not have shared identification database yet ZAPD developed the DMIS and SCT also collects disability data during registration using M-Tech. An example of how this can be accomplished is through the development of a clear ICT strategy that would promote interconnectivity within different systems and encourage information exchange while reducing the likelihood of duplication of efforts. SCT MIS does not feed into the DMIS data to ease the identification of persons with disabilities despite ZAPD issuing disability certification

PS Stephen Mwansa (first from right), Chair of the Poverty and Vulnerability Cluster, launches the Integrated Framework of Basic Social Protection Programmes.

ILO Zambia/2019/Caribuni Investments

8. Sustainability and impact

Evaluation question: To what extent are the strengthened social protection structures likely to continue delivering benefits after its completion of the UNJPSP?
Are there any indications that the UNJPSP has contributed to the social protection sector?

The GRZ-UN Joint Programme alignment to the pillars of the National Social Protection Policy has laid a foundation which will be critical in the effective delivery of social protection programmes beyond the lifetime of the programme. The Programme's sustainability was rated as satisfactory.

8.1 Mechanisms promoting sustainability of programme achievements.

8.1.1 Strengthened institutional frameworks and enabling environment

The GRZ-UN Joint Programme has supported the development of various strategies, guidelines and frameworks and that will be critical to the implementation of social protection programmes. This is because the strategies put in place promote increased coordination within the sector, provide guidelines for service provision where they were previously lacking, strengthen the monitoring and evaluation of social protection programmes and set the ground for the development of more inclusive policy options. These strategies and frameworks are user friendly and do not pose a threat to the achievements garnered during the Programme's implementation period. Moreover, the creation of a conducive policy environment will be further strengthened once the Social Protection Bill in enacted.

Table 6: Frameworks and strategies developed through UNJPSP support

Pillar	Strategy developed
Coordination	⮞ Integrated Framework of Basic Social Protection Programmes ⮞ Draft Social Protection Bill ⮞ Draft Coordination Strategy ⮞ District Level package of the TRANSFORM leadership and transformation training ⮞ National Social Protection Policy Monitoring and Evaluation Framework
Social assistance	⮞ Home Grown School Meals Implementation framework. ⮞ Updated SCT Guidelines ⮞ Strengthened Financial Management Tools and procedures for SCT ⮞ SCT Communication strategy ⮞ Nutrition Sensitive Social Protection Guidelines

Social security	→ National Health Insurance Act
	→ Support towards development of the National Strategy on extension of social security
Protection	→ National Diversion Framework
	→ Guidelines for Best Interests determination for vulnerable child migrants in Zambia
	→ Best Interest Determination Guidelines
Disability	→ ZAPD Strategic Plan
	→ New Disability Assessment Tool
Livelihood and Empowerment pillar	→ Assessment of the Food Security Pack
	→ Livelihood profile of Rural Households in Zambia

8.1.2   Improved institutional capacity

The UNJPSP has also helped develop institutional capacity necessary to effectively provide social protection services that can be sustained even after the joint programme.

- → **Systems:** The development of the various management information systems such as the Disability MIS and the Zambia Integrated Social Protection Information System ought to ease the collection and storage of beneficiary related data which will facilitate the process of identification and selection of potential beneficiaries. This will help improve monitoring and analysis of data to guide programme improvement. By having this done centrally, it improves the delivery of services and promotes greater coordination across institutions and services. Furthermore, implementation of the single window initiative though only piloted in a few districts has had the potential of improving local coordination. The development of the grievance mechanism under the joint programme and subsequent piloting in a few districts provided an opportunity to develop responsive services by considering the perspectives of the target populations. In the case of vulnerable migrants, the development and adoption of the Best Interest Determination guidelines

makes it easy for service providers to choose the correct course of action especially in the case of child migrants. The database that links the vulnerable individuals being handled through different line ministries could however not be completed during the lifetime of the Joint Programme. The strengthening of the identification and referral systems for vulnerable migrants as part of the case management system has been essential to ensuring that their basic needs such as access to shelters are met.

- → **Staff capacity/Expertise** - Government officials from different ministries both at national and sub national levels have received extensive training on different aspects of social protection. Ranging from training in disability inclusion, to delivery of the social cash transfer programme and the diversion framework, the programme has helped to equip service providers with the knowledge and skills necessary to effectively deliver services to beneficiaries.

- → **Involvement of community opinion leaders**; various communication strategies including community sensitizations have improved their understanding and participation in social protection programmes.

8.1.3 Integration of programme strategies into future government planning

By ensuring that the programme is aligned to the national development policies and priorities in its approach and implementation strategies, adoption of some of its processes into government planning is made easier. A good example is the single window service as a measure of how integrated service provision can feed into the 7NDP's goal of enhanced coordination. Another example is the Home-Grown School Meals implementation framework which helps the School Health and Nutrition directorate under the Ministry of General Education to be able to fully plan and deliver benefits to beneficiaries as it has a food tracking strategy.

8.2 Factors inhibiting the sustainability of programme achievements

8.2.1 Financial sustainability

The current government contribution to the Social protection programmes is low and the UNJPSP had little success in expanding sustainable financing for social protection programmes. In the ideal sense social protection programmes should be cost effective in the long run because it provides assistance in various forms that can protect the poor and vulnerable from shocks that could impoverish them even further. However, if one looks at the social cash transfer for instance, retargeting of beneficiaries cannot occur at the moment because current beneficiaries have not been receiving timely and predictable transfers that can hasten their graduation from the programme. This is compounded with the fact that most of the focus has been on the SCT, making additional programmes which provide benefits such as PWAS suffer from lack of funding as it was directed towards scale up of SCT. There is a need therefore to lobby for increased government funding towards social protection programmes.

8.2.2 Socioeconomic and Environmental factors

The programme has so far done a good job to sensitize both the members of the public and the political class about social protection programmes and their potential impact on improving the livelihood of poor and vulnerable people in

Zambian communities. The programme has also documented lessons learnt and used them to improve programming. In spite of all these however, the sustainability of the programme will depend on the continued political will that will ensure increased budgetary allocation for social protection programmes and any change in political priorities could jeopardize the sustainability of the programme. Environmental factors such as climate change and its effects on many sectors of the economy such as agriculture could push more people into poverty rendering them more vulnerable thereby increasing the number of people needing assistance and making the programme more expensive to a government which is also struggling to keep the economy on its feet under the stressful effects of climate change

8.3 Unexpected changes

The implementation of the UNJPSP resulted in a number of unexpected changes. Within the social assistance pillar, through the support provided towards the improvement of delivery systems predominantly under the SCT programme and identifying innovative approaches to payment disbursement, there has been an increased interest towards ensuring proper SIM registration by Telecommunication Regulator to ensure payments go to the right beneficiaries. In addition, under the protection pillar, as part of improving protection services to vulnerable migrants, one area which was not under the initial programme design but was eventually supported was the facilitation of community reintegration of migrants. This saw direct assistance being provided to the migrants in a manner that ensured the benefits could be extended to their respective communities. This was done through helping beneficiaries with reintegration support such as shops or livestock.

Part 3: Conclusions and Recommendations

9. Conclusions and Lessons learnt

Given the circumstances under which the programme was implemented, the programme can be said to have been effective. There is still some work to do in terms of the development of legislation but, funds allowing, the raised awareness of social protection among stakeholders coupled with the capacitated government ministries staff and the current political will, are important ingredients to have the frameworks developed and operationalized. Financial management systems will need to be strengthened in future to ensure funds are used for intended purposes to improve efficiency. The programme did well to leverage the prevailing political will to rapidly scale up the SCT programme but this made it vulnerable to fraud as there was no commensurate scale up of robust financial management systems. For future programmes, it is critical to encourage greater participation of government ministries in the initial stages of developing the programme design and approach to promote development of feasible work plans, encourage greater participation and programme ownership.

9.1 Strengths

Performance of the UNJPSP programme implementation over the entire period

Generally, the implementation was effective and was aligned to all pillars of the NSPP. In some pillars considerable progress was made in the attainment of outputs and outcomes with some exceeding overall programme targets. However, some pillars lagged behind due to various factors some of which were beyond the scope of the programme.

Relevance of the joint programme interventions

One would conclude that the programme was generally a success as it managed to support the development of a variety of institutional frameworks that are aligned to NSPP and the 7NDP and these will form the basis for future scale up of the implementation of the social protection programmes.

Strengthening national level design and implementation capacity

The Joint Programme has provided extensive support in terms of training and capacity building to equip government officials with adequate skills to effectively provide social protection services. Training has ranged from disability inclusion, to delivery of the social cash transfer programme and the diversion framework

Integration of recommendations from the mid-term review

MTR recommendations received a management response including the action such as the revision of the results framework. This was however not fully implemented due to withdrawal of funding after the MTR which called for reprioritization of activities to manage the crisis.

9.2   Weaknesses

- The programme had a large number of activities and processes that needed to be completed within a short amount of time. This was within government structures that may have other competing priorities.

- Monitoring and evaluation systems at programme level was not optimal in the absence of a robust M & E framework.

- Interruption of funding meant that some activities were delayed or not undertaken altogether.

- Implementation of social protection programmes is dependent on the political climate which could shift priorities.

- Attrition of trained staff form Ministries implementing social protection programmes and UN staff.

- Capacity building of community volunteers with no clear plans of how to retain them may affect sustainability.

- Inadequate funding during the second half of the programme due to withdrawal of funding.

9.3   Lessons learnt

01 **Joint planning:** annual joint plans were all inclusive and this promoted accountability and ownership of the programme

02 **Working through existing government structures:** strengthening structures in existing systems promotes sustainability beyond the joint programme

03 **Leveraging comparative advantage of different UN agencies:** different pillars were supported by different UN agencies based on their expertise and this smoothened knowledge and skill transfer as well as the implementation.

04 **Ensuring institutional frameworks speak to the national development policies:** all frameworks developed were aligned the 7NDP and other government policies. This promotes buy-in and ownership as well as sustainability.

05 **Using a multisectoral approach throughout programme implementation:** bringing together all stakeholders involved in social protection sector ensures that the programme remains relevant to local needs, provided an opportunity for identifying synergies and increased knowledge sharing that promoted greater collaboration.

06 **Harmonized tools for financial and output tracking:** these make it easy for monitoring expenditure and progress of the programme.

07 **Development of guidelines to strengthen implementation of multisectoral initiatives:** the development of the Integrated Framework of Basic Social Protection Services is essential as it provides guidance on ways different stakeholders can work implement joint activities.

08 **Knowledge generation:** the programme supported knowledge generation and this is critical in delivering evidence based programmes and formulation of guidelines.

09 **Increased awareness of social protection:** platforms such as the Social Protection Weeks provide a good opportunity to disseminate the work being done in different programmes and projects being implemented in the sector.

10. Recommendations

The development of the recommendations was an iterative process. During the interviews and the field visits, stakeholders were asked which areas of the programme that they would like to see adjusted to improve programme implementation and impact. This was synthesized with the observations made during the analysis of secondary data.

01 | **Strengthen Joint Programme Monitoring and Evaluation as a way of tracking progress and identifying inequalities in service delivery** | **Priority: High priority**
Directed to: Coordinating agencies – UNICEF and MCDSS

Operational requirement/actions

➡ Strengthen existing M&E unit or have a dedicated programme M&E team that coordinates with individual M&E teams in different UN agencies and ministries

➡ Promote use of harmonized monitoring and evaluation tools and make reporting more regular, timely and easier.

➡ Ensure the collection of data that is disaggregated by age, gender, disability and where possible income and poverty status. Data collection tools should be harmonized to ensure that information on all key data elements is collected across all ministries that are providing social protection services.

➡ Integrate implementation research and continuous quality improvement strategies into the programme lifecycle to promote timely identification of implementation challenges and development of strategies to address them.

02 | **Increase awareness of Social Protection** | **Priority: High priority**
Directed to: UN agencies and Government ministries with coordinating agencies as leads

Operational requirement/actions

➡ Development of an integrated social protection communication strategy.

➡ Strengthen the advocacy and Communication outside of the social protection weeks and conduct Ongoing community sensitization on the importance of utilizing social protection programmes.

03   **Strengthen Coordination**

Priority: High priority

Directed to: UN agencies and Government ministries

Operational requirement/actions:

Enhancement of the existing coordination structures under the Poverty and Vulnerability Reduction Cluster of the Seventh National Development Plan which is chaired by the Office of thee Vice President. This will promote ease in sharing of information and adequate follow up when tracking progress of activities.

04   **Strengthen the capacity of programme management structures**

Priority: Moderate priority

Directed to: Steering Committee

Operational requirement/actions:

- ⟳ Promote critical review of the implementation strategies and approaches being used by the programme by the Steering Committee and the Technical consultative forums.

05   **Strengthen financial management processes**

Priority: High priority

Directed to: UN agencies and Government ministries

Operational requirement/actions:

- ⟳ Improvements in the process of contracting of third-party consultants under the joint programme to ensure efficient use of resources.
- ⟳ Strengthening financial controls to ensure efficient use of resources through improved financial management processes
- ⟳ Enhance flexibility of funding allocations of the joint programme especially with regard to staffing. Some UN agencies expressed the need for additional staff to ensure programme activities run smoothly but there were restrictions in terms of budget allocation to staffing.

06

Greater level of inclusion of government ministries at programme design stages

Priority: High priority

Directed to: UN agencies

Operational requirement/actions:

- ➡ Greater inclusion of a variety of stakeholders from the initial planning phase to the implementation phases to promote development of feasible work plans, greater participation and ownership.

07

Extension of capacity building to other key actors beyond the government

Priority: Moderate priority

Directed to: UN agencies and Government ministries

Operational requirement/actions:

- ➡ In addition to providing training to National Level officials in the ministry, additional capacity building is necessary for stakeholders involved in implementation at district and community levels. The training should also include Civil Society Organizations who play critical roles in implementation.

08

Put in place strategies to promote timely disbursement of funding by the cooperating partners.

Priority: Moderate priority

Directed to: Cooperating partners

Operational requirement/actions:

- ➡ Improved engagement and reporting to Cooperating partners will ensure they are always aware with the plans and progress of programme implementation. This will likely improve the timeliness of funds disbursement.

09

Secure additional funding for social protection programmes

Priority: High priority

Directed to: UN agencies and Government ministries

Operational requirement/actions:

- ➡ Identification of avenues for more sustained funding towards social protection sector as well as lobbying the government for additional funding.

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Annexes

Annex 1: Terms of Reference

SUMMARY

Type of Contract (tick the appropriate box)	Institutional Contractor	Individual Consultant International	Technical Assistance to IP (individual)
Title	End of Programme Evaluation		
Purpose	To conduct an end-line evaluation of the United Nations Joint Programme on Social Protection (2016-2019)		
Level and Expected Fee/ Budget Ceiling	Level and expected fee: HR to advise fee rates Budget ceiling: USD 50,000		
Location	Lusaka and field in Zambia and homebased		
Duration	40 working days		
Start Date	June 20, 2019		
Reporting to	Chief Social Policy and Research – UNICEF		
WBS / Grant No	4980/A0/05/700/001/009 GC		

BACKGROUND

The Government of Zambia through the Ministry of Community Development, Mother and Child Health (now Ministry of Community Development and Social Services) launched the National Social Protection Policy (NSPP) in June 2014. The objective of the NSPP is to protect and promote the livelihoods and welfare of people suffering from critical levels of poverty and deprivation and/or vulnerable to risks and shocks. With the approval and launch of NSPP the UN, cooperating partners and Government partnered and developed the GRZ-United Nations Joint Programme on Social Protection (UNJPSP) to provide technical support to the Government of the Republic of Zambia (GRZ) in implementing the National Social Protection Policy. In addition to the financing the UNJPSP, Cooperating Partners (CPs) are providing additional technical assistance (direct budget support) to Government for the implementation of the NSPP for the period 2016-2018. Support was rendered towards achieving gains in coordination, social assistance, social security, protection and livelihoods and empowerment, in accordance to the NSPP and 7National Development Plan.

Partners in the UNJPSP include:

➔ Government of the Republic of Zambia (GRZ)

⦿ Ministry of Community Development and Social Services (MCDSS)

⦿ Ministry of Labour and Social Security (MLSS)

⦿ Ministry of Health (MOH)

⦿ Ministry of General Education (MOGE)

⦿ Ministry of Gender (MOG)

⦿ Ministry of Youth and Child Development (MYCD)

⦿ Ministry of Home Affairs (MOHA)

➔ United Nations Country Programme Zambia

⦿ International Labour Organization (ILO)

⦿ International Organization for Migration (IOM)

⦿ United Nations Children's Fund (UNICEF)

⦿ World Food Programme (WFP)

⦿ Food and Agriculture Organization (FAO)

- Cooperating Partners
  - The Government of Finland
  - The Government of Ireland
  - The Government of the Kingdom of Sweden
  - The Government of the United Kingdom

The UN country programme teams partnered with various Government ministries to achieve these gains. To highlight some of these partnerships; UNICEF and WFP partnered with MCDSS to strengthen beneficiary enrolment, management information systems, support linkages to social services, provide coordination between SP programmes, develop a communication strategy and grievance mechanism. Whereas ILO partnered with MLSS and MOH to enact the National Health Insurance Act and IOM partnered with Ministry of Home Affairs to build places of safety for vulnerable migrant populations. FAO worked with MCDSS to implement an expanded food security pack initiative. This support builds on over a decade of successful and well-coordinated partnership that has resulted in solid evidence which has culminated in enhanced Government leadership including a significant budget increase. And massive scale up of the flagship social protection programme, the Social Cash Transfer, that reached national scale by the end of 2017 with over 632,000 beneficiary households enrolled from only 181,000 in 2015 (just before the start of the GRZ-UNJPSP).

The total budget of the 3-year UNJPSP is USD 13.6 million of which 11,674,081 were disbursed by and spent. The original end date f 31 December 2018 was extended on no-cost basis by three months bringing the end date to 31 March 2019.

The purpose of this assignment is to evaluate results of interventions and programming under the UNJPSP at time completion. The results of this review are expected to be shared at a partners meeting scheduled for August 2019.

JUSTIFICATION

A mid-term review of the UNJPSP was conducted in 2017 and led to substantive revision of the organization of the programme. Therefore, a full process evaluation at the end of the joint programme is imperative in order to have external and independent insight into the performance of the programme, lessons learned for future programmes and assessment on the implementation of the MTR recommendations.

OBJECTIVES / TARGET

The overall objective of the assignment is:

To provide an external independent assessment as to whether the UNJPSP has met its objectives.

The specific objectives of this assignment are:

1. Review performance of the UNJPSP programme implementation over the entire period but with emphasis on the time since mid-term review (i.e. September 2017 to end of programme in March 2019);

2. Review of the relevance the joint programme interventions to National, Community and Regional priorities,

3. Assess the effectiveness of the capacity building activities to strengthen government capacity to design and implement programmes under the National Social Protection Policy; as well as the effectiveness of work focused on supporting the development and strengthening of systems underpinning the programmes (such as grievance mechanism, financial management, mobile registration systems);

4. Provide key lessons learnt, best practices and recommendation for incorporation into the planning for a successor programme on social protection support towards the GRZ.

5. Assess the extent to which the programme is equity sensible: has targeted the poor, hard to reach communities, including marginalized groups

This evaluation is commissioned by UNICEF as the lead UN agency of the UN Joint Programme, in cooperation with the Cooperating Partners who funded the UN Joint Programme and the Ministry of Community Development and Social Services as lead Government agency. Findings

and recommendations of the evaluation will be consulted by the participating UN agencies, the donors and the relevant ministries as informed by the membership of the UNJPSP Steering Committee. While the UN under UNICEF leadership will issue a management response, the overall lessons learned, and best practices will inform future programming around social protection by Government and Partners.

DESCRIPTION OF THE ASSIGNMENT (SCOPE, CRITERIA, QUESTIONS, METHODOLOGY, AND QUESTIONS)

To meet the objectives and targets listed in Section 3, the consultant will undertake the evaluation guided by the following:

Evaluation Scope:
The scope of the evaluation will be at national level with interaction with provincial, District and Community level stakeholders. A sample of four Districts in two provinces will be visited to be identified in consultation with the evaluation consultant, and the Ministry. Drilled down further one community in each district will be engaged through focus group discussions. Therefore, two provinces, four districts and four communities will be visited. Rural and urban areas will be randomly selected.

At community level, both females and males will be spoken for gender balance and where possible children (under adult consent) benefitting from programming may also be interviewed. Also, various stakeholders at national level (likely in Lusaka) will be met for key informant interviews.

Evaluation Criteria:
The evaluation criteria are effectiveness, relevance, gender, equity and efficiency. Efficiency to also tackle sustainability or replicability by Govt.

Questions:

1. Was the performance of the UNJPSP implementation improved, when compared against the Programme Document and the MTR revision and MTR Management Response?

2. Was the UNJPSP relevant and effective in reducing welfare inequity?

3. Did the UNJPSP display gender justice?

4. Was the programme, design and implementation, child sensitive?

5. Did the capacity building and systems development interventions under the UNJPSP perform and integrate well with existing government systems; Are these interventions sustainable?

6. Was the UNJPSP implementation gender sensitive and based on equity principles?

7. Was the UNJPSP administration, governance, planning; budgeting and coordination (including reporting; coordination with donors and with government) efficient?

Methodology:
The Consultant will conduct secondary data review. This will include the review relevant programme documents and past evaluations. Consequently, mixed data collection should be undertaken. A quantitative portion by way of cost effectiveness and expenditure analysis. In terms of qualitative data collection, the consultant is expected to conduct Key Informant Interviews with Implementers/Stakeholders and in-depth and Focus Group Discussions with beneficiaries. Following the analysis of data collected the consultant will present at an evaluation meeting, where findings will be refined and finalized.

Gender and Human Rights, including child rights:
The consultant is expected to consider the Human Rights Based Approach in the evaluation and assess the programme using human rights based, including child rights and gender rights criteria. That is a child's right to dignity and freedom in accordance to the convention of children's rights, human rights freedom of thought and expression according to the UN Universal declaration of human rights. As well as, the gender lens of every woman and girl being entitled to live in dignity and in

freedom, without any fear. And to asses that gender justice, which is indispensable for development, poverty reduction, and is crucial to achieving human progress, was applied.

Ethical Considerations:
Ethical aspects of the evaluation which include, among others, data collection from human subjects and their consent should be covered in detail in the technical proposal. UNICEF has a set of ethical principles, and checklist regarding research and evaluations which must be upheld. The evaluation team will come into contact with human objects which may include children and should take precautions to protect the rights and wellbeing of any children.

Limitations of the Study:
Though not anticipated, it is possible that key stakeholders may not be available for interviews. There may also be time constraints in the field (community level) for beneficiary focus group discussions, depending on distance to randomly selected site. Also, there may be unavailability of some disaggregated data.

EXPECTED DELIVERABLES

Tasks	Expected outputs	Days	Tentative Timeframe (in weeks)
Document Review	Inception Report detailing work plan, timeframe and methodology and instruments/tools for draft data (qualitative and quantitative) collection to be used.	11 Days	June 28th
Stakeholder/Key Informant Interviews and Field Visit	Draft Desk Review Report	20 Days	July 26th
Presentation of the Draft Desk Review Report to the UNJPSP Evaluation Meeting	Presentation at UNJPSP Evaluation Meeting	2 Days	July 30th
Final Desk Review report after validation during the UNJPSP Evaluation Meeting, incorporating other presentations made at the UNJPSP Evaluation meeting (if any)	Final Report (details below)	7 Days	August 7th
		TOTAL: 40 Days	

Document Review (11 days):
The Consultant will examine relevant documents, including programme design documents, all relevant plans and reports (technical and financial assistance reports), minutes of meetings and consider previous evaluations and research conducted.

An inception report summarizing the key findings of the document review and outlining an approach and methodology for the in-country activities, including KII and FGD guides, shall be produced and shared with the evaluation in advance of the interviews and the evaluation meeting.

Stakeholder/Key Informant Interviews and Field Visits (20 Days):
The Consultant will interview relevant implementers of the UNJPSP, Cooperating Partners, Civil Society, and Beneficiaries in order to collect feedback. The consultant will visit at least two districts to interview relevant local stakeholders (community, District and provincial level).

Presentation at UNJPSP Evaluation Meeting (2 days):
The Consultant will present a draft report in PowerPoint. This will include the inception report on the document review, findings from the stakeholder/key informant interviews and recommendations for future possible Joint programmes. Participants of this meeting may seek clarity on findings or methodology, and it is expected that the consultant will fine tune the report thereafter.

Finalization of Report (7 days):
After the meeting, the consultant will finalize the report, incorporating feedback from the validation and other reports/presentations (if any) made to the meeting by other stakeholders. The findings and recommendations must clear and comprehensive to allow use in advocacy campaigns.

REPORTING REQUIREMENTS

The expected structure of the inception report and the final report is outlined below:

- Cover page
- Executive Summary
- Acronyms
- Description of the UNJPSP and related project document
- Purpose, scope and objectives of review
- Methodology
- Specific findings regarding
  - Performance of the UNJPSP implementation against the Programme Document and the MTR and MTR Management Response
  - Review of the performance, effectiveness and sustainability of interventions under UNJPSP
  - Efficiency of the programme administration, governance and coordination
    - » Reporting
    - » coordination with donors
    - » coordination with UN agencies
    - » planning
    - » budgeting
  - Analysis of expenditure/cost efficiency and effectiveness and sustainability of the UNJPSP interventions
- Conclusions
- Overall Recommendations to improve the performance and relevance of future UN programming in the sector and UN Joint programmes for Social protection
- Specific Recommendations regarding administration, governance and coordination
- Specific Recommendations regarding the intervention programming context and required alignments

The Consultant is required to append the following items to both reports:

- Terms of Reference
- Data collection instruments

- List of documents/publications reviewed and cited
- Lessons learnt
- Joint Programme best practices

The Consultant is required to further append the following items to the final report, which should be a minimum of 40 pages long:

- List of meetings/consultations/field visits attended
- List of persons or organizations interviewed

Any further information the Consultant deems appropriate can also be added.

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

PROJECT MANAGEMENT

The Consultant will work with relevant Government Ministries, participating UN agencies and Cooperating Partners, as well as other intervention stakeholders, including beneficiaries. The consultant will report and be accountable to the UNICEF Zambia Chief Social Policy and Research (SPR). To ensure quality members of the SPR team will provide guidance throughout the process and quality assure the reports as they are submitted by the Consultants.

LOCATION AND DURATION

- This consultancy is both home-based (desk review and write-up of final report) and on-site in Zambia (stakeholder interviews, presentation at the workshop) which will require at least 2 weeks' time in the field.
- The presentation of the inception report shall be made to the UNJPSP Evaluation Workshop in Lusaka between May 15 and 25th which will require the Consultant to be a key participant to present and engage in the validation, adding context/findings not included in the presentation as the need may arise.
- The assignment should begin April 1st and conclude June 5th, 2019.

PAYMENT SCHEDULE

Payment	Conditions
Inception report based on the document review	50%
Final Evaluation Report, reviewed and accepted by the supervisor	50%

QUALIFICATION/SPECIALIZED KNOWLEDGE AND EXPERIENCE

The review will be undertaken by an established organization with a mix of national and international consultants. The lead Consultant must have the following qualifications:

- Master's degree in Social Sciences, Social/Public Policy Management, Economics or related social Protection graduate qualifications

- A minimum of 8 years of professional experience in designing, implementing and managing social protection programmes, preferably in Africa, including at least 5 years specifically in evaluation of SP programmes
- Demonstrated expertise and capability in technical assessment of social protection delivery systems, related national policies and knowledge of government operational framework.

- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Understanding of the development context in Zambia will be an advantage
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines, through a proven track record.

Upon selection but prior to commencement of evaluation, the consulting team must all undertake the UNICEF-provided Ethical Considerations Course.

EVALUATION PROCESS AND METHODS

CVs of interested candidates will be short-listed and reviewed and ranked according to the scoring criteria below. Due to the high significance of the task, only candidates with at least 75 points will be considered.

Scoring criteria		
Item	**Evaluation Criteria**	**Points**
	Technical Evaluation Criteria	
1	Master's degree in Social Protection, Public Policy Management, Economics or related social science graduate qualifications	15
2	A minimum of 10 years of professional experience, specifically in evaluating international development initiatives in the area of social protection, preferably in Africa	25
3	Demonstrated expertise and capability in technical assessment of social protection delivery systems, related national policies and knowledge of government operational framework.	20
4	Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.	15
Item	**Evaluation Criteria**	**Points**
	Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.	
5	Knowledge and experience of evaluation of government-to-government programmes.	15
7	Excellent communication and interview skills. Excellent report writing skills. Demonstrated ability to deliver quality results within strict deadlines	10
	Total	**100**

ANY OTHER INFORMATION

None.

ADMINISTRATIVE ISSUES

The Consultant will be contracted by UNICEF and report directly to the Chief Social Policy and Research on all technical issues related to the tasks and deliverables within this ToR.

UNICEF will refund, directly to the Consultant, the return flight ticket (economy class) and DSA, at Zambian standard rate, for the in-country travel.

The Consultant will not have access to any other UNICEF resources such as office space or IT equipment, this includes laptop.

POLICY BOTH PARTIES SHOULD BE AWARE OF

- Under the consultancy agreements, a month is defined as 21 working days, and fees are prorated accordingly. Consultants are not paid for weekends or public holidays.
- Consultants are not entitled to payment of overtime. All remuneration must be within the contract agreement.
- No contract may commence unless the contract is signed by both UNICEF and the consultant or Contractor.
- For international consultants outside the duty station, signed contracts must be sent by fax or email.
- No consultant may travel without a signed contract and authorization to travel prior to the commencement of the journey to the duty station.
- Unless authorized, UNICEF will buy the tickets of the consultant. In some cases, the consultant may be authorized to buy their travel tickets and shall be reimbursed at the "most economical and direct route" but this must be agreed beforehand.
- Consultants will not have supervisory responsibilities or authority on UNICEF budget.
- Consultant will be required to sign the Health statement for consultants/Individual contractor prior to taking up the assignment, and to document that they have appropriate health insurance, including Medical Evacuation.
- The Form 'Designation, change or revocation of beneficiary' must be completed by the consultant.

Annex 2: List of interviews conducted

Organization	Individual interviewed
MCDSS	Kennedy Mumba Edmond Mwakalombe Cosmas Lukupulo Irene Munga Steve Chiwele Bernadette Malungo Manzunzo Zulu Ebby Sichembe Ruth Mwale Clement Chibuta Muyongo Lumba Gift Makungu Linda Wagamama
MCDSS Provincial and District levels	Musa Phiri Modesta Phiri Tembo Musenga Jackson Ngalande Grace Milton Chinyata Sakamuna Enoch Robert Mazunda David Kubwita
MLSS	Victor Chikalanga
MoH	Dr. Mpuma Kamanga
Ministry of Fisheries	Nicholas Mwale
Ministry of Home Affairs, DMMU	Mulenga Sikona
Ministry of Youth	Chimuka Hamusunse
MoGE	Malalo Muchangwe Mulandika Tresphor Chanda
ZAPD	Julien Mwape Inger Mutenekwa
UNICEF	Samson Muradzikwa Daniel Kumitz Towela Ndhlema Daphne Francois Ngosa Kaloto Leta Paul Quarles van Ufford
IOM	Bertha Nguluvu
WFP	Allan Mulando Adrian Kasonde Emily Heneghan Kasoma
ILO	James Canonge Luca Pellerano Patience Matandiko Mwenya Kapasa
FAO	Moses Chibole
DFID	Makda Getachew Abebe
Embassy of Sweden	Jonas Wikstrom
Embassy of Finland	Matti Vaananen
Embassy of Ireland	Milimo Mwiba
Communities	Mumbwa, Mansa, Samfya, Itezhi Tezhi districts: Social Protection programme beneficiaries, PPMs & CWACs.

Annex 3: List of field visits

Date	Level	Location
Sunday 25th August	Provincial	Luapula
Monday 26th August	Provincial	Mansa
Monday 26th August	District	Mansa
Monday 26th August	Provincial	Kabwe
	District	Mumbwa
Tuesday 27th August	District	Mansa
Tuesday 27th August	District	Mumbwa
Wednesday 28th August	District	Samfya
Wednesday 28th August	District	Itezhi Tezhi
Thursday 29th August	District	Samfya
Thursday 29th August	District	Itezhi Tezhi

Annex 4: Programme Theory of Change

Impact
Well being and (child) poverty, intergenerational transmission of poverty, resilience, food security, human capital, child/maternal mortality, HIV prevalence, labor market participation, protection and cohesion

Outcome

Behavioral

Intra household decisions on benefits, use through allocation of cash, time, capital, skills and labor and decisions on service use.

Access to water and sanitation, access to markets and income earning opportunities, credit

School enrolment and attendance, health care utilisation, meal sufficiency/dietary diversity and infant and young child feeding

Institutional

Coverage of social protection programmes SCT, SHI, HGSF, FSP, Livelihood and empowerment, child protection statutory services

Performance of social protection system Inclusion and exclusion error, disability mainstreamed in social protection programmes, timely secure and regular payment or transfer of cash or in kind benefits, adequate referral and linkages between social protection services and with basic social services, child sensitive social protection services and effective coordination at central, subnational and community levels.

GRZ Outputs

Integrated national social protection system

Policy financing

GRZ and CP budget allocation

Integrated policy, programme and legislative development

Social protection delivery mechanism

UN Technical assistance Targeting mechanism, grievance mechanism, payment mechanism, MIS & M&E, coordination and governance mechanism, communication and sensitisation, linkages, case management and referral mechanisms and human resource capacity development

UN Outputs

UN Technical Assistance Evidence, policy advocacy, policy dialogue, policy and technical advice

Outcome to Impact assumptions
Availability of basic social services
Social protection not negatively impacting social cohesion
Adequate private sector and local economy supply response
Adequate agricultural policy and extension services to smallholder farmers and no negative community impacts

Outputs to Outcome assumptions
Political will and commitment to scaled up social protection
Political momentum to scaled down regressive subsides
Relevance and quality of technical assistance for systems building
Continued implementation on NSPP
Adequate availability of human resources
Effective coordination

Annex 5: Evaluation Matrix

Evaluation outcome	Evaluation question	Specific sub question	
Relevance	To what extent has the UNJPSP been relevant in its overall goal of improving the well-being of marginalized and vulnerable populations in Zambia?	⚙ To what extent was the design, objectives and strategies used by the programme relevant to local country needs and priorities? ⚙ To what extent was the UNJPSP aligned to national policies, strategic plans and frameworks? ⚙ To what extent were project activities and outputs appropriate and consistent with the Programme's goals and objectives? ⚙ To what extent were contextual factors taken into consideration when designing and delivering the programme? ⚙ To what extent have project activities been relevant in improving the provision of social protection services in Zambia?	
Equity	To what extent was the UNJPSP equity sensible with regard to the dimensions of human rights, gender, age, disability, wealth and equity?	⚙ To what extent was the programme design aligned to Human Rights, gender, age, disability, equity norms and agreements and national policies seeking to address these issues? ⚙ To what extent was the programme design and implementation informed by and responsive to the needs and interests of all targeted stakeholders? How were these needs assessed? ⚙ To what extent was the programme design and implementation achieved though participatory approaches? ⚙ To what extent did the Programme's results framework and theory of change incorporate the different dimensions of human rights, gender, age, disability, wealth and equity. ⚙ To what extent did the Programme's have indicators to track progress in the dimensions of Human Rights, gender, age, disability, wealth and equity. ⚙ To what extent did the programme collect data and analyze data that was disaggregated by sex, age, location and disability, socio economic status? ⚙ To what extent was the data collected and analyzed in a manner that captures differences in the manner in which the programme affects people of different age, sex, gender, wealth, location and disability? ⚙ To what degree were sufficient resources allocated to the integration of dimensions of Human Rights, gender, age, disability, wealth and equity into programme design, monitoring and evaluation of the intervention? What was its priority in the budget? ⚙ To what extent did the programme develop a sustainability plan to support changes in the dimensions Human Rights, gender, age, disability, wealth and equity after the end of the programme? ⚙ To what extent did the programme envision an impact on Human Rights, gender, age, disability, wealth and equity? ⚙ To what extent were any unintended impacts on the various target beneficiaries considered during the design stages?	

Data sources & data collection methods	Measure indicator of progress
Key informants' interviews: Government Programme staff, UN Agencies Project documents.	Implementation level of each pillar in terms of; ◉ Coverage ◉ Policy development and revision ◉ Stakeholder engagement
Key informants: Programme staff, implementing partners and community members. Project documents.	⚙ Inclusion of the norms into programme document and activities ⚙ Engagement of vulnerable populations and/or their representative groups ⚙ Proportion of vulnerable people in the dimensions of Human Rights, gender, age, disability, wealth and equity being reached by intervention

Effectiveness	To what extent were the outcomes and objectives of the UNJPSP achieved?	⚙ To what extent has UNJPSP achieved its strategic goal and objectives as described in the programme result framework?	
		⚙ To what extent were the implementation strategies used by the programme effective in achieving its outcomes?	
		⚙ What were the main facilitators and barriers during the implementation of the programme? How were these addressed?	
		⚙ To what extent did the project contribute to an improvement in programme outcomes?	
Efficiency	To what extent were the UN Joint Programme's results achieved in relation to the available resource?	⚙ To what extent were the resources allocated adequate to achieve program objectives?	
		⚙ To what extent were the resources used as intended?	
		⚙ To what extent have the outputs delivered within the allocated resources (inputs such as funds, time and human resources)?	
		⚙ To what extent was the project adjusted throughout its implementation period to align it with emerging priorities/ needs and to ensure support for best practice? What was the process taken for this adjustment? (Implementation science driven program)	
		⚙ To what extent were the resources designated to the programmes converted into results?	
		⚙ Could better results be achieved with the same or fewer inputs or doing things differently?	
		⚙ Are there other more feasible ways to implement the project that would be more economical?	
		⚙ What aspects of the implementation were done well?	
		⚙ To what extent were the systems put in place as part of the programme improve the monitoring, response and program quality and delivery of social protection services?	
Sustainability	To what extent are the strengthened social protection structures likely to continue delivering benefits after its completion of the UNJPSP?	⚙ Were there any observable changes- intended or unintended during the duration of implementation?	
		⚙ Could the observed changes be directly attributed to the programme or were they due to external factors?	
		⚙ To what extent did the operating context have an influence on the programme or vice versa?	
		⚙ To what extent has the program contributed in strengthening provision and access to social protection systems in the country?	
		⚙ Which areas of the programme are clearly sustainable? What lessons can be learned from them?	
		⚙ What are the key factors affecting the achievement or non-achievement of the Programme's outcomes?	

	Activity reports, and Programme reports, performance data. Project documents Key informant interviews with Programme staff and community members.	UNJSP program and outputs (see annex 5)
	Interviews with programme staff. Budget and expenditure analysis. Shifts in budget allocation. Evaluations and internal reports.	✿ Expenditure vs outcomes ✿ Value for money
	Key Informant interviews. Activity and progress reports. Focus Group discussions. Beneficiary in depth interviews.	✿ Improvement in socio-economic status of beneficiaries ✿ Number of beneficiaries coming out of the vulnerable bracket ✿ Service delivery systems in place

Annex 6: Programme Outcome Tracking Matrix

Indicator	Overall programme target	Baseline	
Coordination Pillar **Outcome1.1:** Optimal coordination and coherence between the pillars of the NSPP ensured			
Number of districts offering a single window service approach for social protection	5	0	
Pieces of harmonized legislation	Comprehensive Social Protection Bill enacted.	No integrated social protection legislation	
Legislation for social health insurance, maternity and pension reforms	Legislation is amended and consistent with the new NHI Law	Existing legislation do not take SHI/maternity/pension reforms. into consideration	
National events to improve knowledge of SP among the general public and key stakeholders	The general public& key stakeholder's increased awareness and support of social protection programmes	Social Protection week held	
Number of times MPs refer to key social protection terms in parliament parley	Social protection frequently referred to in Parliament parley	564	
Integrated framework for social protection programming and financing developed and implemented	Incremental implementation in line with MCDSS Strategic Plan and 7NDP Medium term sector financing framework developed	No framework	
Number of engagements to inform key stakeholders on the policy implication of standalone and combined policy options	Key stakeholders appreciate the findings on impacts of standalone and combined agriculture and social protection policy options and are taking steps to use these findings to inform policy.	Prevalent bias against double dipping and view that programmes should operate with distinct target groups.	
Proportion of Gross Domestic Product (GDP) allocated to Basic Social Protection Programmes (%)	0.6	0.4	
Social Assistance **Outcome 2.1:** Poor and vulnerable households receive regular and predictable transfers			
Proportion of population covered by SCT	700000	180,000 households	
Proportion of population covered by PWAS	200,000	20,050	
Proportion of population covered by HGSM	1,750,000	1,000,000	
Evidence generated on the standalone and joint impacts HGSF and MA/CASU	Impact Assessment Study completed		

Mid-term status	End of programme status	Rating against overall target
0	Pilots conducted in 6 districts alongside TRANSFORM training.	Exceeded the initially targeted 5 districts. However, evaluation to inform scale up wasn't conducted.
Draft bill presented to the Ministry of Justice	Draft bill is still with the Ministry of Justice.	Draft Bill has not yet been enacted.
NHI Bill presented to the National Assembly of Zambia	National Health Insurance Act, 2018.	The Bill was enacted and subsequent communication strategy developed.
Social Protection week held	Social Protection weeks held consistently over the 3-year duration of the joint programme	Social protection weeks provided an opportunity for awareness raising.
779	0	Heightened awareness of social protection
Framework finalized and costed	Framework approved	Integrated Framework for Basic Social Protection launched.
Impact evaluation completed and final report submitted	3 engagements to disseminate research findings and advocate uptake of policy options	
0.6	0.6	Below the overall target of 1.7%
535000 households	632,327 households	Massive scale up but slightly below. Target of. 700,000 households.
6544	3288 Education support	
972,355	1,060,770	Below the target of 1750000
Data Collection	Impact Assessment study completed	Completed

Outcome 2.2: Social assistance benefits are efficiently and effectively delivered			
Proportion of SCT implementing districts using MIS for registration	100%	0%	
Number of districts operating a grievance system	Pilots in 3 districts conducted and roadmap for scale-up developed	SCT grievances mechanism not operational	
Targeting effectiveness of SCT		Incapacitated households model has significant exclusion errors	
Indicator 2.2.6: Decrease in time it takes to register beneficiaries through mobile technology	Data immediately imported into MIS after enumeration is complete		
Quantity/Tonnage of commodities supplied to HGSM	40,950 MT	23,400 MT	
Social security **Outcome 3.1:** Social security benefits are efficiently and effectively delivered			
National Social Health Insurance Management Scheme operational, including mechanisms to register beneficiaries and to pay health providers	Key features of the SHI scheme are finalized. Assessment of organisational arrangements and technical options of key SHI functions.	Procedures and tools to ensure cost-efficient implementation of SHI do not exist	
Mechanisms to ensure working mothers have access to maternity benefits operational	Maternity protection policy developed and reflected in legislation. Mechanisms for operationalization are developed.	Feasibility study on establishing a Maternity Social Insurance Cash Benefit Scheme	
New mechanisms in place to extend social security to informal economy workers	Mechanisms to cover specific group of informal economy workers developed and approved	Absence of specific mechanisms to provide social security benefits to informal economy workers	
Protection **Outcome 4.1:** Vulnerable populations protected from all forms of violence, abuse, discrimination, exploitation and neglect			
Diversion Programmes in line with Diversion Framework scaled up	National Diversion Framework piloted in 3 districts	No Diversion framework	

100%	100%	Completed
Preparations started for pilots in 2018	Pilots begun in 5 districts.	Pilots in exceeds targeted 3 districts and are ongoing.
Targeting model strengthened with improved self-targeting, disability and chronical illness on palliative care certification, trainings of officials, tracking by mobile technology and by inclusion of three additional categories		Targeting mechanism is improved.
Instant data entry through use by mobile technology. Data registered in Web Portal and manually migrated to MIS.		Data imported into MIS after data entry.
NHI Bill in Parliament.	NHI Bill Enacted.	Despite enactment additional work such as actuarial assessments and development of M&E Framework not. Done.
Position paper is finalized & Maternity Protection is added in the Social Protection Bill. Social dialogue and awareness raising of Social Partners. Communication materials for sensitization campaigns developed	Suspension of additional actions.	
Two ongoing studies on extension to workers in construction & agriculture finalized. New strategy for extension to domestic workers –media campaigns on going. On-going research on characteristics of workers in the informal economy. Review of legislative framework focusing on informal sector.	Policy proposal of a "simplified social security coverage rate" in the construction sector developed. Finalization of studies on extension to workers in agriculture and construction. Support towards development of the National Strategy on Extension of social security.	Mechanisms have been put in place through the development of various strategies. Ongoing evidence generation
Diversion framework finalized and validated by stakeholders.	National Diversion Framework was launched and piloted in 4 districts	Pilot exceeded the targeted 3 districts.

Proportion of identified victims of trafficking and vulnerable migrants who are provided with protection services, according to standardized systems and procedures	70% of identified victims of trafficking and vulnerable migrants are provided with protection services.	10%	
Outcome 4.2: Integrated, equitable and comprehensive prevention and response provided to violence, abuse, exploitation and neglect.			
Number of districts with protective shelters meeting minimum standards 2	0		
Policy framework to respond to Violence Against Children (VAC)	Policy framework drafted;	No VAC response policy framework	
Livelihoods and Empowerment **Outcome 5.1:** Vulnerable Households and individuals improve and diversify their livelihoods strategies			
MoA, MoLF and MCDSS undertake joint engagements to deliver services to poor small-scale farmers.	2	0	
Number of households benefitting from FSP	80,000	30,000	
Number of SCT beneficiaries benefitting from Keeping Girls in School bursaries	11,000	0	
Number of programmes linked to FSP		No programmes are linked to FSP, but FSP refers clients to FISP after 2 years	
Disability **Outcome 6.1**: Persons with disabilities have greater access to basic social services and social protection programmes.			
Number of persons with disabilities registered in Disability MIS or SCT MIS/SRB		None	
Number of persons with severe disabilities receiving SCT	90,000	36,146	
Outcome 6.2: Disability awareness & capacity to undertake disability assessment enhanced among GRZ staffing social protection sector (at national, provincial and district levels)			
MCDSS and ZAPD officers implement a new, CRPD-compliant disability assessment/awareness tool		None	

		800 migrants assisted.	This went beyond the targeted 150.
	1	2	Two of the three places of shelter were refurbished: Chikumbi and Sesheke
	H- WELL survey report drafted.	H- WELL survey report launched in November. Consultative meeting to develop a Response plan on H-WELL held in June 2019.	Policy framework based on the VAC findings not developed.
	n/a	2	
	No new inputs,	27,650	
	14,551	16,082	Exceeded initial target of 11,000.
	FSP study and impact assessment conducted and pilots under development to link FSP to SCT and HGSM	FSP draft pilot design completed.	Evidence generation to inform linkage of FSP to other programmes is underway.
		75% on DMIS 6000 individuals	
	78,784	70,030	Significant progress but below expected target.
		10	Some training has been done.

Annex 7: Data collection tools

Key Informant Interview Guide- UN Organizations' & Government Ministries

Organization

1. Is your organization involved in the implementation of the GRZ-United Nations Joint Program on Social Protection?

2. What role does your organization play within the implementation of the GRZ-United Nations Joint Program on Social Protection?

3. What programmes and interventions for UNJPSP is your institution specifically implementing? Describe the target groups of these programmes and activities, the delivery channels and whether they are currently being implemented.

Program design

1. Was any analysis done to ensure that the programme was child, age, disability and gender sensitive? If yes- what kind of analysis was done? If no- why was none undertaken?

2. To what degree do you feel that the design and implementation of the programme promoted the equality of these vulnerable populations?

3. Do you think that the design and implementation of the programme on the ground has resulted in better access to social protection services by these vulnerable groups? Why do you think this is the case?

Relevance

1. Have there been any changes in the social protection sector over the past three years that the programme has been operating? If yes, what have been the most significant changes you have observed? Why do you feel that these changes are significant?

2. Do you feel that the program in its current form is responsive to the country's social protection needs and priorities? If no- why not. If yes- How has the programme been relevant to these needs?

3. What are some of the ways in which the programme can it be made more responsive to local needs and priorities?

Effectiveness

1. To what extent do you think that the UNJPSP has strengthened the implementation to existing social protection actions by supporting national policy in general or through specific policy areas?

2. To what extent has the programme supported the expansion of existing action by supporting policy areas that ensure vulnerable populations are able to receive services?

3. Has the programme met its goals and objectives as defined in the programme documents? Why would you say so?

4. In what ways has the programme led to changes in: -

   a. The number of poor and vulnerable households receiving regular and predictable transfers.
   b. Social assistance benefits being effectively and efficiently delivered.
   c. Workers receiving benefits from inclusive and comprehensive social security.
   d. Social security benefits being effectively and efficiently delivered.
   e. Vulnerable populations receiving protection.
   f. Development of Integrated, equitable and comprehensive prevention and response systems.
   g. Access to social protection services by people with disability.

5. To what extent has the programme contributed to the development of social protection systems that are adequate, inclusive, accessible and sustainable?

6. Has the programme promoted linkage across different social protection services? In what ways? Has this been successful?

7. What challenges has the programme encountered in trying to achieve the intended goals?

Efficiency and cost efficiency

1. Would you consider the programme to have been implemented in an efficient manner? Why would you say this is the case?

2. To what extent are the costs of the program justified, given the outputs and outcomes that have been achieved?

3. Are current delivery systems for social protection services efficient? If no- why do you say so? If yes, why? Are there ways through which they could be improved?

4. What other possible modes of delivery can you think of and why do you think they could be batter?

Quality improvement

1. How did your organization measure progress on outputs and outcomes to understand the actual contribution of programme in meeting its desired results?

2. Prior to implementation of the programme was there a baseline evaluation conducted with which current progress and achievements can be compared?

3. What procedures are used to identify implementation strategies that are not effective? How do you go about changing them?

4. Is there a system in place that monitors changes in implementation processes to see if they are resulting in improvements and ensures that any improvements are sustained? If yes- please give a description of the available system.

5. Did your organization have any quality improvement activities that were implemented as part of the UNJPSP? What kind of activities were implemented?

6. What kind of data was collected to inform quality improvement for the UNJPSP?

7. To what degree did these activities improve the quality of program implementation? Were these quality improvement activities found to effective? If yes, which ones?

Coordination

1. What coordination mechanisms such as committees, task force or interagency working groups that deal with social protection that are you involved in at the national level, provincial, district or community level? How are they structured? What role does your organization play?

2. Have any of these platforms been formed as part of the GRZ- United Nations Joint Programme for Social Protection? If yes- which ones?

3. How often do you or a representative of your institution attend meetings of the coordination mechanism? If not, why does your institution never or hardly attend meetings of the coordination mechanism?

4. What other organizations form a part of these committees, task force or interagency working groups that address social protection - and what are their roles and responsibilities?

5. Could you give examples of decisions made by the coordination mechanism that has been implemented

6. What would you consider as the major strengths and challenges of the current coordination actions in the implementation of the UNJPSP?

7. Does your institution also operate at sub national level? If yes- how do you coordinate activities at subnational level?

8. Are you working with any partners to implement any UNJPSP programmes and activities?

9. Have these partnerships been successful? If yes, please describe how and why you think they were successful

10. What suggestions do you have as to how partners could work together to improve the implementation of UNJPSP programmes and activities? Are there areas that could be improved?

Communication, advocacy & capacity building

1. What training have program staff received in relation to the programme? Did any cover your ability to work with excluded groups?

2. Was the training tailored to meet practical implementation needs?

3. How are the lessons learnt from the programme shared? Are there any challenges in terms of lesson learning?

4. To what degree do you think that the program has been conducive in improving equality outcomes for the most vulnerable populations?

5. How do you share the knowledge you gather from this programme? What are the challenges in terms of knowledge sharing?

Sustainability and reliability

1. To what extent have vulnerable groups in the community been able to access social services as a result of the programme?

2. To what degree has the programme had an effect on improving the professional development/capacity development of program implementers?

3. Are there any mechanisms or systems in place that ensure that the changes brought about by the programme are long lasting? If yes- which are these systems What additional support do you think may be needed to achieve this?

Lessons learnt and future programming

1. What challenges do you face implementing the programme?

2. What changes do you think should be made to the programme more effective?

3. Are there any ways to ensure that the programme is child, age, disabilities and gender sensitive?

4. Is the current level of community engagement adequate? If no, can community members be encouraged to become more involved?

Thank you for taking time to talk to me. Might you have any follow up questions?

Organization.

1. What role does your organization play within the implementation of the GRZ- United Nations Joint Program on Social Protection?

Relevance

1. Have there been any changes in the social protection sector over the past three years that the programme has been operating? Please describe some of the changes that you have seen.

2. How would you describe the commitment of the organizations that form part of the UNJPSP in working towards improving the social protection sector in the country? What barriers and facilitators affect their level of commitment?

3. To what degree would you say the program in its current form is responsive to the country's social protection needs and priorities? How can it be made more responsive?

Coordination

1. The support you provide involves different organizations, each providing different social providing different expertise to work together. In what areas do you think that the collaboration and coordination is most effective across the agencies? Which areas are less effective?

2. To what extent would you say that the current level of collaboration and coordination has resulted in improved programme implementation and overall synergy in the social protection sector in the country?

3. How would you describe the role that coordination platforms such as the steering committee plays in the implementation of the programme? How can they be positioned to better serve the programme?

4. In what ways do you feel that the support your institution provides is complementary to that being given by other cooperating partners?

Sustainability

1. What are some of the ways through which the UNJPSP has contributed to a change in the delivery of social protection services over the past few years?

2. In what ways do you think the UNJPSP has strengthened the government's ability to reach the most vulnerable populations with social protection services?

Lessons learnt and future programming

1. Do you feel that there are ways in which programmes such as the UNJPSP could be implemented to ensure that they strengthen the social protection sector in the country? How can this be achieved?

2. Is there any information that you would like to add that I may have left out?

Thank you for taking time to talk to me. Might you have any follow up questions?

Focus Group Discussion Guide

Relevance

1. What is the main income generating activities in your area?

2. What are the key economic challenges that people face in the community?

3. What are they key social challenges that people face in the community?

4. Are there particular challenges faced by children, younger people, older people or the disabled within your community? Which ones are these?

5. Have there been any observable changes in the social and economic challenges faced by the community over the past few years? Please describe any changes that have been seen.

6. What kinds of support have people within the community received over time from the Government or NGOs? Which forms of support have been the most important and why?

7. Have you received any training or education about the programme? If yes, who provided it? What kind of training or education did you receive?

8. Does the programme provide an opportunity for you to discuss social issues? If yes- Please describe some of the opportunities. What kind of issues have you been able to discuss?

Access and timeliness of social assistance

1. Are you able to describe the cash transfer program that you are a part of?

2. How much cash do you receive? How often? By whom? Is the frequency of receiving it sufficient?

3. How far are the collection points? Are there any safety issues in accessing the cash? Especially for girls, women, the elderly and people with disabilities?

4. To what extent would you say that the payments regular and predictable?

5. Are there any conditions attached to receiving the cash? If yes, what type of conditions are attached to receiving the cash transfer?

6. Aside from receiving cash are you provided with anything else? What additional services do you receive?

7. Do you think that cash is the most appropriate item to provide to vulnerable households? If not what else could be provided?

Accountability and grievance mechanism

1. To what extent do you feel satisfied with the programme and the way it is working in the community?

2. In your opinion would you say that the programme is reaching the most vulnerable people within your community? Why would you say so?

3. Are there occasions where the cash goes to the wrong people? Please give examples of such occasions

4. If you hadn't been selected to be a part of the programme is there an office or person to whom you could raise a compliant?

5. Please describe what processes are in place to ensure that everyone is able to receive the cash that they are entitled to?

6. Do you as a beneficiary have an opportunity to speak with those implementing the programme about the manner in which the program is being managed and delivered? Are there special occasions that allow you to voice your concerns? Do you feel that as a woman, a person with disability, youth or as an older person in the community you are still able to voice your concerns?

7. Is there an official system in place for complaining? Please describe it if present?

8. Do you think that there are ways through which the compliant system could be improved?

9. Have you ever raised a compliant using the system? If yes to whom, about what? If not, why?

10. What happened after you voiced your concern? Have any changes been made to the programme as a result of your complaint?

11. Were you concerned about being victimized/punished as a result of voicing your concerns? Were you punished or victimized?

Linkage to other social services

1. In addition to this programme, what other social protection programmes are available in the community? Can you have access to more than one programmes?

2. Have you been linked to other services and programmes through the cash transfer programme? If- yes which services are you linked to? If-no their services/programmes that you think you should be linked to?

3. In what ways do you think the implementers can help you access these services or programmes?

Sustainability and Future implementation

1. Do you think that the programme will continue to operate in the future? Why?

2. Are there any ways you feel that the implementation of the programme can be improved?

3. How can members in the community become more involved in the programme?

4. Are you involved in the implementation of social protection programmes in your community? What social protection programmes are these? What role do you play?

5. Which organizations do you work with or provide you with the support to implement these programmes? How do you coordinate your implementation efforts?

6. Are you involved in the identification of potential beneficiaries for these programmes? How does the process go? Do you face any challenges in identifying beneficiaries?

7. Do you think that the beneficiaries of the programmes you are implementing are the most vulnerable in the community? If not, which groups are being excluded?

8. Are there any other activities you are involved in such as monitoring? Which activities are these?

9. What challenges do you face in the implementation if social protection programmes?

In-depth Interview guide: Community level implementers.

Date:
Name of interviewee:

Relevance & effectiveness

1. What are the community perceptions on the available social protection programmes?

2. Have you seen any changes in the availability and accessibility of social protection programmes in your community over the past three years? What have been the most significant changes you have observed? Why do you feel that these changes are significant?

3. To what extent do you feel that the social protection programmes that you are implementing takes into account your community's social protection needs and priorities? If yes-in what ways are they relevant? If no-why not?

4. 4.How can the programme be made more responsive to your community's needs?

Coordination

1. Are there any coordination platforms within your community that support the implementation of social protection services? How are they structured? Who are the members? Do they meet regularly?

2. To what degree have these platforms improved the way in which your conduct programme implementation? Could you give examples of some decisions that have been implemented?

3. What are the major strengths and weaknesses of these platforms?

Communication, advocacy & capacity building

1. Have you received any training to help you implement social protection programmes? Which ones? Did any cover your ability to work with vulnerable groups?

2. Do you think the training helped you implement the programme?

3. Has any awareness raising or community sensitization meetings on social protection programmes been conducted in your community? If yes, which ones?

4. Do community members have a platform through which they can implement programme

Lessons learnt and Recommendations

1. Do you think that the programmes you are implementing have been successful? Why, could you give examples

2. What are the main challenges that you face during implementation that may have prevented the programme from being successful? Do you think that these challenges are only faced in your community or are they common in other areas as well?

3. What changes would you suggest to programme implementers on the best ways improve the programme?

Thank you for taking time to talk to me. Might you have any follow up questions?