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## DEVELOPMENT COOPERATION PROJECT DOCUMENT

Improving synergies between social protection and Public Finance Management



**Country:** Republic of Angola

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**Time frame:** 44 months

**Budget requested:** 821,750 EURO

**Resource partner:** European Union

## EXECUTIVE SUMMARY

Social protection coverage in Angola is very limited even though it is a middle-income country. This is particularly due to the lack of a comprehensive social protection policy, a weak coordination of institutions and programs, underinvestment in social protection, inadequacy of mechanisms, tools, and benefits, and limited capacities. Moreover, a sustained decline in oil prices since 2014 has had a strong impact on the country's oil-dependent economy. The Government was forced to implement fiscal consolidation that included cuts in expenditure including basic public services, the implementation of value of added tax (VAT) (since October 2019) and the negotiation of additional debt. The austerity measures may lead to further deterioration in different social indicators.

The Government is aware of these problems and has given a high priority to social sectors by establishing objectives, goals and targets in the 2018-2022 National Development Plan. Overall, the Plan aims at increasing social protection in an equitable and sustainable way.

In this context, the Project "Synergy between Public Finance Management and Social Protection" defines four interventions that, if correctly designed and implemented, would have a positive impact on the level of social protection coverage in Angola and all the Government actions in the field to achieve the NDP goal: (i) supporting the development of a Social Protection Policy, through an Assessment Based National Dialogue (ABND) process including identification of coverage gap, cost estimations to establish a social protection floor and fiscal space analysis to identify options to fill the financing gap; (ii) **Conduct a series of strategic actions for the preliminary implementation of a performance-based budgeting model in social protection institutions** (iii) Improving coordination of the social protection system; and (iv) strengthening the capacity of public institutions to improve budgeting and delivery of social protection services. The project also foresees the opportunity to introduce expenditure-side components of the PFM equation in order to strengthen efficiency and effectiveness, improve impact and maximise the benefits of available resources and build further support for social protection programming.

## 1. BACKGROUND AND JUSTIFICATION

### 1.1 Relevant country and sector-specific background

#### *Demographic conditions*

Angola's population is estimated at 32 million in 2020 with an average growth rate of 3.3% in the past years. Projections for 2030 would expect a total 41.7 million people living in the country. Life expectancy was 60.4 years in 2017 partly explained by the infant and child mortality rates, among the highest in the world. According to the World Bank, by 2016, the infant mortality rate was 96 per 1,000 live births and the child mortality rate was 156.9 per 1,000 live births.

#### *Recent macroeconomic and fiscal performance*

The Republic of Angola is the third-largest economy in Sub-Saharan Africa and the second largest oil producer in Africa. Between the end of the civil war in 2002 and 2014, Angola was one of the countries with the highest economic growth rates in the world (8.2% on average

between 2004-2014, according to the World Bank), but this situation changed due to the fall in oil prices, particularly after 2014. The reduction in oil prices triggered a series of negative macroeconomic effects resulting in stagflation (41.9% inflation rate in 2016 and a 8.8 point increment in unemployment rate up to 28.8% of the economically active population according to the National Statistical Institute of Angola), currency market imbalances, local currency depreciation, reduction of international reserves, and reduction in the investment.

As expected, the high dependency on oil also affected the public finances. The tax revenue decreased in GDP terms between 2013 and 2017 although in the last 2 years it experienced a slow but positive recovery. It is projected that Central Government revenues will reach 20.4% of GDP in 2020 according to IMF<sup>1</sup>. The decline in total revenues significantly hit the fiscal balance. After experiencing fiscal surpluses that ranged between 6.8% and 10.2% of GDP during the first years of the decade, the budget went into deficits of an average of 4.3% of GDP in 2014-2018. The public debt has been increasing since the last decade, reaching 70.5% of GDP in August 2018 and 90.1% of GDP in July 2019. Consequently, the debt service started growing and imposed a significant burden on the budget, limiting the capacity of the Government to allocate more funds to much needed infrastructure and social investments. In fact, debt services represent double the size of current social protection budgets. The grave impact of the mismanagement of public funds during the years of high oil prices is still being felt by the Government and consistent efforts are being made address structural corruption through a national campaign to fight corruption which is being led by the President and key institutions such the Attorney General's office.

Under those circumstances, the Government was forced to implement a fiscal consolidation process that included expenditure cuts in procurement and public investments, the implementation of VAT (since October 2019) and the negotiation of additional debt. Although the expected fiscal results for 2020 and beyond suggest a reversion of the negative path observed in the last 5 years, this may come with a deterioration in different social indicators. Both conditions, poverty and inequality may negatively absorb the effects of the fiscal consolidation program by three means: water and electricity subsidy reduction/elimination, the launch of the VAT and the progressive cuts in the social assistance budgets. By 2018 the fiscal deficit accounted for 2.8% of GDP (half of the size observed in 2014), but more years of discipline are considered necessary and this may affect the ability to create fiscal space for social protection purposes.

### *Social sector performance and social budgetary evolution*

Poverty, as measured with international poverty lines, was estimated at 30.3% of the total population while the Gini coefficient was calculated at 0.42 (2008). A recent study by the Oxford Poverty and Human Development Initiative reported that 51% of the Angolans experience multidimensional poverty with 36.6% under extreme poverty. In 2015, Angola ranked 150 (out of 188) in terms of Human Development. In a similar line, the Multidimensional Overlapping Deprivation Analysis (MODA) points out that 99% of the children in Angola suffered at least one deprivation, being children in rural areas who suffer the most (five or six deprivations simultaneously). These deprivations include nutrition, health, malaria prevention, sanitation, housing, water, exposure to media and education<sup>2</sup>.

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<sup>1</sup> See Table 9 of IMF (2019) First Review of the Extended Arrangement Under the Extended Fund Facility...

<sup>2</sup> In detail, the following dimensions and indicators are included in MODA to measure child deprivation: **Nutrition** (Infant and Young Child Feeding and Micronutrients Consumption - Vitamin A); **Health** (Full Immunization and Skilled Attendants

Malnutrition is one of the areas that children suffer the most with 1.8 million infants aged 0 to 4 being poorly nourished. Approximately 75% of the children under 18 years old suffer from three to seven deprivations at a time. Geographical disaggregation demonstrates that the project provinces of Moxico, Uige and Bie are amongst the most deprived of Angola for health and nutrition under 2 years old, and for education from 12-17 years old. In terms of social protection programs coverage, population above pensionable age receiving old-age benefits in Angola is 14.5 per cent which is well below the Sub-Saharan Africa average of 22.7 per cent (ILO WSPR 2017-19).

Social expenditures show a mix of results. Health and education budgets recovered in 2019 (as a percentage of total budget) after three years of decline. However, in real terms, the expenditure on education fell 2.4% compared to 2018 while the expenditure on health grew 33.2%, while 35% of the country's health spending is borne by households direct payments to health services (an upward trend since 2010 when it was only 19%), acting as a major cause why population in need forgo care and creating an additional poverty risk. Education still does not recover its 2015 participation in the overall budget. Of all the social expenditures, social protection experienced the most difficult conditions in recent years. While in 2015 this category represented 13% of the total budget, by 2019 it accounted for only 5%. In the long-term, the budget for social protection moved down from 7.8% of GDP in 2010 to an estimated 1.0% in 2019. The elimination of subsidies is the main driven factor explaining this pattern. In the same period, they decreased from 6.2% to 0.33% of GDP and just in 2019, transfers for the vulnerable population had a 50% reduction. Only the old-age component of social protection increased its budget in 2019 while other areas such as support to victims of violence has unstable allocations that fluctuate from year to year. All these tendencies show a misaligning with the goal of poverty reduction to 22% in 2022, especially because these cuts are mainly affecting children and the young population.

It is important to note that the removal of subsidies is part of the extensive macroeconomic reforms within the IMF's agreement with Government of Angola however the Government is expected to relocate funds to support the direct assistance of the most vulnerable families who will be impacted particularly by the fuel subsidy removal.

## 1.2 Problem Analysis (1 page)

The Basic Law on Social Protection (Law 7/04 of October 15, 2004) was a significant milestone in the history of social policy in Angola by providing the first legal framework to organize the sector. As such, this legislation structures the social protection system in three levels: **basic social protection; compulsory social protection; and complementary social protection.** The last two are based on the premise of social insurance, associated with employment and financed by the contributions of workers and their employers. In practice, they benefit only a minority of the employed population in the formal sector of the economy in a society where the population involved in the informal economy is still very significant

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at Birth), **Malaria Prevention** (Insecticide Treated Mosquito Net), **Sanitation** (Improved Toilet Facility and Sharing of Toilet Facility), **Housing** (Housing Materials, Solid Cooking Fuel and Overcrowding), **Water** (Drinking Water Source, Water Treatment and Water Distance), **Exposure to media** (Access to Information Devices) and **Education** (School Attendance, Grade-for-Age and Primary School Attainment). Final indicators may vary according to child age.

(informal employment accounts for 94.1% of total employment, including agriculture).

A number of non-contributory programs are in place, funded by Government in collaboration with some donors. The most important are: (i) *War-related Programs* for Socioeconomic and Productive Reintegration of Ex-military and assistance to Ex-Combatants With Disabilities of War; (ii) *Social Care Services* consisting in support for Victims of Violence seeks to prevent domestic violence and support the victims of domestic violence, and support for Gender Issues and Promotion of Women , aims to sensitize and mainstream gender issues; (iii) **The Kikuia Card Program (CK) created in October 2014 in response to the financial and economic crisis.** It aims to provide basic consumer items for the poorest households in the country, in the form of specific electronic cards for exchanging products at specific stores selected by the government; and (iv) **The Municipalization of Social Action** promotes a decentralized operational model of social action, with social services that are closer to citizens and promoting social inclusion.

Whereas the War-Related Programs, Social Care Services have largely been financed by the national funds, the Kikuia Card Program was funded from direct budget support from the World Bank. The Municipalization of Social Action is part of the Apoio à Protecção Social em Angola (APROSOC) project which is financed by an EU grant project with limited co-financing from the Government

In general, the non-contributory programs in Angola have low coverage especially among vulnerable groups like children and informal economy workers while there is no response of the system to unemployed. These conditions seem to be the result of both institutional design, political and strategic governance models, limited administrative and delivery capacity and financial aspects. A highly fragmented sector without adequate inter-institutional coordination mechanisms affect the political, strategic and operational decision-making efficiency given the complications that emerge from multiple institutional objectives working independently or without one single line of action. In addition, it seems critical to improve managerial practices within institutions. The sector needs better data to improve the monitoring and control of social programs and the formulation of new initiatives based on rigorous evidence. A renewal of information systems seems to be paramount. Finally, the current financial conditions of the Government where fiscal consolidation is expected to continue being part of the agenda may represent a challenge for the sector and its financing. If the budgetary tendencies observed since 2015 remain in the next 5 years, then the social protection budget more likely will decline with continued negative consequences on the most vulnerable. Even if the effect of subsidies elimination is considered, the budget for social assistance purposes fell by one-third since 2016. This urges a call to start discussing about fiscal space for social protection as a way to protect the future allocations to the sector. This is a challenge in the face of fiscal consolidation. On one hand, as it was already stated, the objective of reducing poverty may be limited if the sector's budget continues falling. So there is a need to align poverty targets with increasing budgets. On the other hand, controlling social protection budgets would be part of the fiscal discipline agenda that is suggested to avoid a debt crisis in the near future. The sector finds itself in the middle of the two opposite forces. Yet, creating fiscal space is not the only single condition to achieve substantial poverty impacts. If the corresponding institutions do not implement changes in the Public Financial Management process like budgeting (and, in particular, in the planning-budget articulation), then the overall effects on population may be reduced.



It is therefore important to build political support and demonstrate clearly the investment case for increasing funds towards the social protection framework in Angola and the importance of maximizing the efficiency and the effectiveness of existing resources. By building capacity for planning and budgeting, improving the public finance management analysis and implementing instruments to support monitoring efficiency, effectiveness and impact it will provide the country's leadership with clear evidence-based information and guidance for decision making on social protection policy and programmes. Through improved coordination of the various actors in the social protection and the capacity building approach, the groundwork is to be set to improve not only the performance of the social protection sector but also increase the coverage and reduce vulnerability in the country.

### **1.3 Stakeholders and Target Groups (1/2 page)**

The expected final beneficiaries of the Project are those people who are excluded or inadequately covered by social protection schemes and programs (contributory and non-contributory), and their family members. Given the defined interventions, this group would include poor families, children, women, people with disability, the unemployed and workers in informal and rural economy.

The Project's direct beneficiaries are the public institutions of Angola that are involved in the development and implementation of the national social protection floor and the way they are financed and managed. In particular, the Ministry of Public Administration, Labor and Social Security, the National Social Security Institute, the Ministry of Health, the Ministry of Education, the Ministry of Social Action, Family and Women Promotion, the Ministry of Planning and the Ministry of Finance will benefit from capacity building and institutional strengthening activities. The first five have oversight responsibility for the administration of contributory and non-contributory social protection, employment and health programs. In the case of the Ministry of Planning and the Ministry of Finance, they have responsibilities in the adequate identification and definition of objectives and targets, the follow-up of the programs according to the National Development Plan, the appropriate allocation of resources (funding) and the establishment of rules to promote not only an ethical administration of the funds but the maximum impact on the final beneficiaries.

There are also other key instances that will benefit from the project. For instance, the National Assembly of Angola, particularly those commissions on social affairs and budgetary aspects, may benefit from new approaches on the effects of social protection for overall population welfare and the importance of creating fiscal space to sustain these initiatives in the long-run. Municipalities, as active participants of the APROSOC component on the municipalization of social services, may also receive direct training to improve delivery capacities. Specific workers' and employers' organizations and civil society groups involved in development and implementation of the national social protection floor and in reducing social exclusion in Angola are also envisioned as part of the beneficiaries. Additional entities may include the Ministry of Administration and State Reform, the Ministry of Defence, the Ministry of Ex-Combatants and Veterans of the Motherland (MACVP) and the Ministry of Territorial Administration.

In the case of training and capacity building activities, the project considers three levels of active participants: decision makers responsible for the definition and financing of the social policies at policy and strategy levels; management and senior staff and technical officers from ministers and municipalities involved in the execution of policies. Also, it is visualized that representatives of organizations of the civil society like associations, national and international NGOs and organizations of employers and workers would be invited to workshops and courses. With the social partners, particular emphasis will be given to the essential role that they play in social dialogue with the governments regarding social protection.

## Stakeholder mapping

Name of Stakeholder Group	Functions, characteristics and roles	Position related to the problem		Implication for Design and Implementation Stages
		Positive aspects	Negative aspects	
Ministry of Public Administration, Labor and Social Security (MAPTSS)	<ul style="list-style-type: none"> <li>- In charge of design and implementation of contributory social protection programmes</li> </ul>	<ul style="list-style-type: none"> <li>- Strong political leadership</li> <li>- National and local entities</li> <li>- Management of existing social programmes</li> </ul>	<ul style="list-style-type: none"> <li>- Limited technical capacities of staff</li> <li>- Lack of presence in some districts.</li> </ul>	<ul style="list-style-type: none"> <li>- Co-Lead government partner in the implementation of the project</li> <li>- Consultation in the design and implementation of the project</li> </ul>
Ministry of Social Action, Family and Women's Promotion	<ul style="list-style-type: none"> <li>- In charge of design and implementation of non-contributory social protection programmes</li> </ul>	<ul style="list-style-type: none"> <li>- Strong political leadership</li> <li>- National and local entities</li> <li>- Management of existing social programmes</li> </ul>	<ul style="list-style-type: none"> <li>- Lack of human and materials resource</li> <li>- Limited technical capacities of staff</li> <li>- Limited capacity in leadership</li> <li>- Lack of presence in some districts.</li> </ul>	<ul style="list-style-type: none"> <li>- Co-Lead government partner in the implementation of the project</li> <li>- Consultation in the design and implementation of the project</li> </ul>
Ministry of Finance	<ul style="list-style-type: none"> <li>- In charge of the design and implementation of Government budget</li> </ul>	<ul style="list-style-type: none"> <li>- Budget allocation</li> <li>- Fiscal space for social protection</li> </ul>	<ul style="list-style-type: none"> <li>- Implementation of macro economic reforms with social impact</li> </ul>	<ul style="list-style-type: none"> <li>- Co-Lead government partner in the implementation of the project</li> <li>- Consultation in the design and implementation of the project</li> </ul>
UN Agencies	Technical and financial assistance to the Country	<ul style="list-style-type: none"> <li>- Implementing interventions that contribute to the JP.</li> <li>- Existence of the UNCT and Social Cohesion thematic group as part of the UNDAF.</li> <li>- Capacity to mobilize human resources within the system at local, regional and global level</li> </ul>	<ul style="list-style-type: none"> <li>- Reduced number of staff in the PUNOs.</li> <li>- Limited existent resources to support scale up</li> <li>- Limited experience in JP</li> </ul>	<ul style="list-style-type: none"> <li>- Design of the PRODOC</li> <li>- Technical Assistance for the implementation of the project using regional and global support</li> <li>- Mobilization of funds for scaling up and out.</li> </ul>



		<ul style="list-style-type: none"> <li>- Good relations with national counterparts</li> <li>- Capacity to leverage support from other partners</li> </ul>		
Vulnerable population	<ul style="list-style-type: none"> <li>- Multiple vulnerabilities</li> <li>- Exclusion from social protection programmes (low coverage of SP programmes)</li> <li>- Social excluded: lack of participation and voice</li> </ul>	<ul style="list-style-type: none"> <li>- Social protection intervention have started being implemented, increasing awareness of the importance of social protection programs</li> <li>- Some vulnerable population are already covered by social protection programs</li> </ul>	<p>Lack of community-based and collective organizations that include the vulnerable.</p> <p>Reliance on short term development projects.</p>	<ul style="list-style-type: none"> <li>- Views of beneficiaries from previous interventions to inform the design</li> <li>- Participate in the Local Committee for the implementation of the JP</li> <li>- Participate in the monitoring of the JP</li> </ul>
Ministries of Health and education	<ul style="list-style-type: none"> <li>- Ministries responsible to implement sectoral policies</li> </ul>	<ul style="list-style-type: none"> <li>- Coordinate the provision of health services,</li> <li>- Committed to the implementation of the DHIS2,</li> <li>- Coordinate the provision of school, including child education and inclusive education</li> </ul>	<p>Lack of human resources at the district level (health and education)</p> <p>Differences in the quality of services across districts.</p>	<ul style="list-style-type: none"> <li>- Consultation in the design of the project</li> <li>- Provide health services to the beneficiaries</li> <li>- Involved in the implementation</li> </ul>
Social partners	Representation of workers and employer	Can play more than one role within the same project. For example, social partners may be providers of services (delivery agency), target populations (recipients or ultimate beneficiaries), as well as having an oversight and strategic role (governance).	<ul style="list-style-type: none"> <li>- Limited capacity in social protection</li> <li>- Lack of representation of workers in informal and rural sector</li> </ul>	<ul style="list-style-type: none"> <li>- View of beneficiaries from previous interventions to inform the design</li> <li>- Participate in the Local Committee for the implementation of the project</li> <li>- Participate in the monitoring of the project</li> </ul>

CSO	Representation of population	Can play more than one role within the same project. For example, CSO may be providers of services (delivery agency), target populations (recipients or ultimate beneficiaries), as well as having an oversight and strategic role (governance).	<ul style="list-style-type: none"> <li>- Limited capacity in social protection</li> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- from previous interventions to inform the design</li> <li>- Participate in the Local Committee for the implementation of the project</li> <li>- Participate in the monitoring of the project</li> </ul>
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## 1.4 ILO/UNICEF Comparative Advantage

Implementing jointly the Action on social protection and public finance management builds on the complementarities and synergies between ILO and UNICEF. As a tripartite and standard-setting organization, the ILO brings a sound normative and conceptual framework for social protection policies as well as specialized technical expertise, tools and methodologies for social protection costing and financing and ample experience in strengthening policy and legal frameworks through social and national dialogue. This fits perfectly with UNICEF's strength of strong country presence, operational, analytical and programmatic experience. UNICEF's technical expertise on multidimensional poverty, social protection systems building including cash transfers, public financing for social protection, gender responsive and disability sensitive social protection and thematic work on education, nutrition and their humanitarian nexus work, including work on shock responsive social protection, also complements ILO's technical strengths of actuarial work, legal frameworks, public financing, contributory systems, informal economy workers, persons with disability and life cycle approaches.

A Decent Work Country Programme was adopted by ILO constituents in 2019, with the extension of social protection as its first outcome. An ILO National Commission composed of Government and social partner representatives has been established and is available to support the implementation of the project. In addition, under the ACTION Portugal project, the capacity of the constituents has been strengthened in the field of social protection.

The material from previous ILO projects that has been designed and/or translated into Portuguese, including technical documents and training manuals, audio-visual and other knowledge products, will support the implementation of this project.

More specifically, ILO's comparative advantages in supporting States in the area of social protection include:

- Policy design and development of social protection strategies: The ILO conducts research on different aspects of the design and implementation of social security systems and can draw lessons from direct experiences in 183 member States.
- Statistical, financial and actuarial analysis and advice: The ILO's Social Protection Department has developed various tools to support social protection floor activities at the country level, in particular through actuarial social protection expenditure and performance review models and social budget models.
- Capacity building: The ILO trains social protection actors as well as the staff of national social security administrations and institutions to develop the expertise needed for the effective and efficient implementation of social protection systems.
- National dialogue and consensus-building: The ILO facilitates the national dialogue process to assist countries in building consensus on national priorities and measures to be taken to formulate and implement their social protection strategies.
- Advocacy: The ILO provides and regularly updates promotional materials related to the extension of social protection. It organizes conferences, seminars and workshops at the global, national and regional levels to inform constituents and the general public about the importance of social protection.

UNICEF has extensive experience in social protection systems, building far beyond the lenses of child-sensitivity. UNICEF has a widespread in-country presence and is the largest implementer of EU social protection programmes (e.g. Lesotho, Angola, Nepal, and Turkey). It leads most of the donor coordination on social protection at country level. UNICEF's Global Social Protection Framework is founded on four principles:

***The best interests of the child*** – UNICEF supports rights-based approach to social protection rooted in the Convention on the Rights of the Child, and all our work in social protection is informed by this core principle;

***Progressive realization of universal coverage*** – UNICEF supports the progressive realization of universal coverage, which involves helping countries to identify and expand programmes while recognizing the different capacities, contexts and challenges that countries face:

***National systems and leadership*** – UNICEF supports nationally-owned and led systems, and only in exceptional cases, including in some humanitarian contexts, would UNICEF consider supporting implementation of temporary social protection programmes outside of government collaboration

***Inclusive social protection*** - UNICEF is committed to inclusive social protection that is responsive to the needs of all children and sensitive to particular characteristics and identities which can increase the risk of exclusion, including gender, disability status, ethnicity, HIV status, and geographic location.

UNICEF's 10 key action areas in supporting social protection systems and their child-sensitivity are as follows:

Action Area 1: Child poverty analysis, impact evaluations and systems assessment

Action Area 2: Policy and strategy development, coordination and financing

Action Area 3: Expanding and improving cash transfers for children

Action Area 4: Connecting cash transfers to information, knowledge and services

Action Area 5: Expanding and improving health insurance

Action Area 6: Supporting childcare and adolescent employability

Action Area 7: Strengthening the social welfare workforce and direct outreach to families

Action Area 8: Strengthening integrated administrative systems

Action Area 9: Strengthening national shock-responsive social protection systems

Action Area 10: Linking humanitarian cash transfers to social protection systems

UNICEF is also engaged in advocating for a more efficient and effective use of public funds and increased its capacity on PFM issues and developed a Public Finance for Children (PF4C) guidance<sup>3</sup>In Angola, UNICEF has successfully published budget briefs since 2016 in partnership with the CSOs and has been leading dialogues on the importance of the link between PFM and the support to the social sectors including the social protection floors in the

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<sup>3</sup> [https://www.unicef.org/socialpolicy/files/UNICEF\\_Public\\_Finance\\_for\\_Children.pdf](https://www.unicef.org/socialpolicy/files/UNICEF_Public_Finance_for_Children.pdf)

country. UNICEF's detailed understanding of the country context, excellent relationship with the stakeholders including the Government and experience in the design and implementation of social protection projects are concrete comparative advantages.

## **1.5 Project Contribution to National Development Plans, EU budget support operation, UNDAF/UNSDCF, SDG**

### **1.5.1 Cross-linkages to existing/or planned EU budget support programmes**

There are direct and indirect links between the project and a series of national and international policy initiatives. In broad terms, the project focuses its impact on the improvement of the Angolan social protection system and any positive result here will derive in equally positive effects in several SDGs. Social protection floors are based on the idea that everyone should enjoy at least basic income security enough to live, guaranteed through transfers in cash or in kind, such as but not limited to pensions for the elderly and persons with disabilities, child benefits and universal health coverage. In this regards, the scope of the project, even at the country level, contributes to the Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals (USP2030) and supports its 2019 [Call to Action](#).

Although there is still no Budget Support project from the European Union Delegation to the Government of Angola, the entity is currently funding a technical assistance on Public Financial Management implemented by the IMF. According to the IMF (2019: 10), "*the authorities will prepare PFM legislation to support the adoption of a medium-term fiscal framework (SB); strengthen budget execution and internal controls; start publishing detailed quarterly fiscal reports by end-2019; improve management of public investment projects (PIPs) and adhere to a prudent borrowing strategy to finance PIPs; and foster transparency in public procurement*". In this regard, there is a strong connection between the proposed project and the PFM-IMF-EU initiative given that both share the same rationale and areas of interest (i.e. better budget execution, transparency, etc) although in the former there is a clear particular interest in social protection areas.

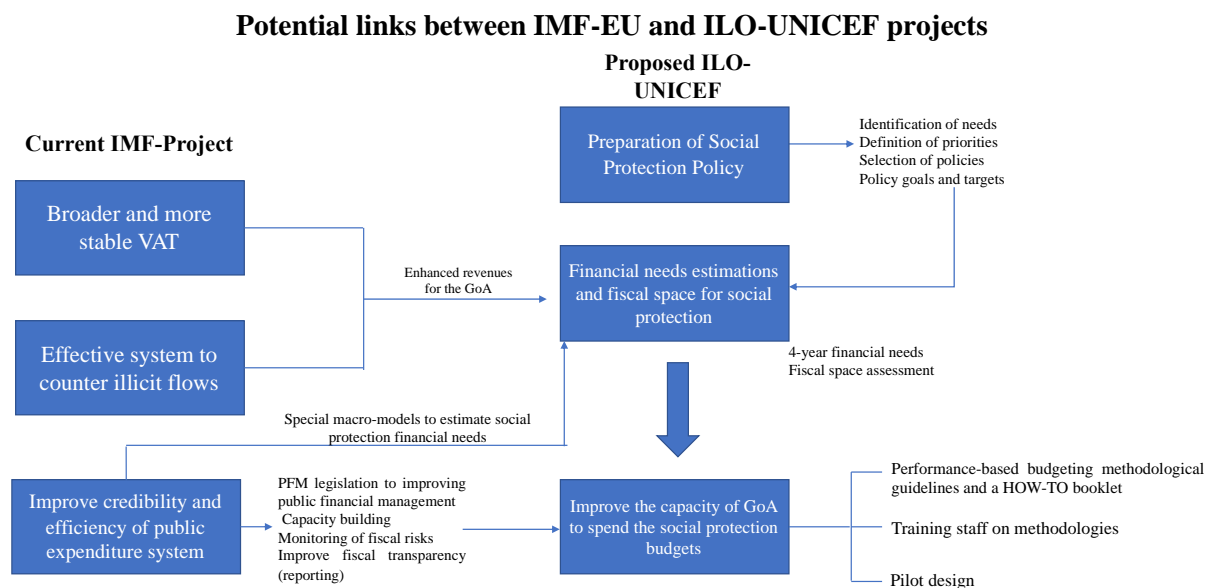
In relation to the former, the European Union (through the European Development Fund) is currently financing the Economic Governance Support Programme (CRIS number: AO/FED/040-911) that includes actions at three areas: public finance management (budget planning), anti-corruption organizations and institutions and domestic revenue mobilization. This IMF-EU Project pursues three specific objectives:

- To improve credibility and efficiency of public expenditures, public investments and fiscal transparency.
- To provide a broader and more stable VAT revenue base for the budget.
- To develop an effective system to counter illicit financial flows.

As a result of those three objectives, the Project was initially structured around three components. The first component includes activities that lead to concrete results in the following areas: a PFM draft legislation prepared and discussed; an enhanced capacity for macroeconomic and fiscal forecasting in terms of people trained, models delivered or worked out; the preparation of medium-term projections for investments that are included in the budget; the definition of work methods and systems for identification, monitoring and management of fiscal risks and the preparation of a list, formats and coverage of fiscal reports. In relation to Specific Objective 2, the project visualizes results in terms of a draft leg-regulatory framework

and its respective electronic systems; the preparation of recommendations for proper VAT enforcement; the elaboration of a draft VAT compliance plan and an enhancement of the capacity of small taxpayers to comply with their VAT obligations. Finally, Specific Objective 3 would point to the design of a national asset forfeiture system.

Multiple links may exist between this project and the proposed ILO-UNICEF initiative described as part of this document. The figure below shows the structure of the IMF Project and the potential links with the envisioned ILO-UNICEF Project, especially its PFM module. In this line, activities related with the estimation of the financial needs of the social protection policy and the preparation of a fiscal space assessment would benefit from the outcomes of the three components. Component 1 may provide direct inputs to the financial needs exercise through forecasting modeling (i.e. a specific module of the macro-models on social protection expenditures) and training activities. Components 2 and 3 related with VAT and illicit flows may bring some insights and numbers for the fiscal space study. Finally, there is one module on improving the capacity of the Government of Angola to improve social protection spending. Links may come from IMF Component 1 through the PFM legislation capacity building and fiscal transparency that would lead to the preparation of performance-based budgeting guidelines and a pilot exercise. The PFM legislation is critical to promote the adoption of budget practices which allow for planning for the medium term and performance-based budgeting



### 1.5.2 Contribution to National Development plans

The project will also contribute to several internal policy initiatives like the recently approved **National Development Plan (NDP, 2018-2022)** and the **Apoio à Protecção Social em Angola (APROSOC) project**. In relation to the NDP 2018-2022, the plan aims at fighting poverty through Cash Transfers and the decentralization of social services. Approved in May 2018, the new NDP for the next four years consists of 25 policies and 83 programs structured around 6 strategic pillars:

- 1) Human development and well-being
- 2) Inclusive sustainable economic development



- 3) Infrastructures for development
- 4) Consolidation of peace, good governance and decentralization
- 5) Harmonious territorial development and,
- 6) Stability and Angola's international role

The National Development Plan (2018-2022) addressed the key priorities of social protection, including the promotion of social and productive reintegration of the most vulnerable and excluded groups and the contribution to equitable and sustainable development by promoting the reduction of social, economic, cultural and territorial asymmetries.

A second link can be traced in the pilot project APROSOC, funded by the European Union (EU) and implemented by UNICEF, that consist in the municipalization of social services and Cash Transfers to benefit children under 5. Both programs are included in the NDP 2018-2022 as means to reduce poverty. It is widely recognized the importance of a Cash Transfer program in reducing poverty. Several of the activities planned jointly with civil society in APROSOC, as part of the component of the “communitarian projects” are given priority in the NDP, specially, the social protection networks, to protect and promote the rights of the children, as well as nutrition, Community Led Total Sanitation (CLTS), early childhood education and universal birth registration, school feeding program among others

Under the goals of the program, two are significantly important and also linked to APROSOC: **i) to improve the budgeting in function of the needs of individual municipalities and, ii) to extend involvement of the Agentes de Desenvolvimento Comunitário e Sanitário (ADECOS) in social affairs.**

Furthermore, civil society participation in formulating and evaluating policies is also included, with special relevance for the strengthening of civil society dialogue councils, as well as in the incorporation of CSOs in the participatory budget, intended to be introduced to all municipalities. The APROSOC project will provide a solid basis for the building upon the advocacy opportunities created by the project and will support the dialogue based on evidence of the implementation of social protection initiatives at the local level.

### **1.5.3 Contribution to other objectives/strategies**

Other initiatives that are important to link with during the implementation of the project for better coordination and impact of the expected results:

- UNICEF's work on Public Finance for Children (PF4C) with four local NGOs on Budget Briefs
- The Decent Work Country Program (2019-2022) which counts on technical support from ILO and focuses on the extension of social protection to informal economy
- The Social Protection Inter-Agency Cooperation Board (SPIAC-B), the leading global coordination mechanism of development partners on social protection
- The World Bank will launch a cash transfer-program in May 2020. The program is designed to mitigate the impact of subsidy reforms on the most vulnerable families. The program aims at compensating one million low-income families by the end of the first year of implementation for the impact of subsidy removals. It is estimated to cost

US\$320 million, financed by a loan from the World bank. If successful, the Government intends to continue to fund the program from the budget after the first year.

- The IMF agreement will continue to be an influence in the PFM work in the country as the implementation of the macro-economic reforms will dictate the measures that can be adopted by the Ministry of Finance and Ministry of Economy and Planning with regards to planning and budgeting and as well the execution of the budgets.

## 2. PROJECT STRATEGY

### 2.1 Introduction (1/2 page max)

The overall goal of the project is to support the development of a sustainable social protection system, including a national social protection floor in Angola for progress towards the achievement of SDG target 1.3. To achieve this the implementation strategy of the project is structured around the following interventions: (i) supporting the adoption of a Social Protection Policy, through an Assessment Based National Dialogue (ABND) identification of coverage gap, cost estimations to establish a social protection floor and fiscal space analysis to identify options to fill the financing gap,; (ii) Improving coordination of the social protection system; and (iii) strengthening the capacity of public institutions to improve budgeting and delivery of social protection services.

The proposed project aspires to contribute to enhancing compliance of Angola's social protection system with international principles and standards such as the Social Protection Floors Recommendation (No. 202) which provides that national social protection floors must include basic social security guarantees that ensure effective access to essential healthcare and a basic level of income that allows people to live in dignity throughout the life cycle. R202 further calls for country-specific systems that are consistent with their particular national circumstances, which ought to be revised according to people's needs and should involve the participation of all stakeholders. It provides guidance on monitoring in order to assist countries to assess their progress towards enhanced protection and to improve the performance of national social protection systems.

Moreover, the initiative presents the following cross cutting aspects that relies at the heart of its strategy, namely i) tripartism and social dialogue, ii) gender equality, iii) inclusion of persons with disabilities, and iv) good governance, sustainability, transparency and accountability.

### 2.2 Narrative Theory of Change: from Intervention to Results. A sample Theory of Change Visualisation is attached as Annex A

Angola's social protection system' coverage is very limited especially due to the lack of a comprehensive social protection policy, a weak coordination of institutions and programs, the limited fiscal space for social protection, inadequacy of mechanisms tools, and benefits, and limited capacities. The country is aware of these problems and has elevate the political awareness about the sector by establishing objectives, goals and targets in the 2018-2022

National Development Plan. Overall, the Plan aims at increasing social protection in an equitable and sustainable way.

The Project defines four interventions that, if correctly designed and implemented, would have a positive incidence in the level of social protection coverage in Angola and all the Government actions in the field to achieve the NDP goal. The first intervention aims at supporting the adoption of a Social Protection Policy by Cabinet. Currently, the country has already a draft policy that has not been adopted so this is a good opportunity to review it and fill informational or policy gaps as required. This first output is fundamental to organize the future work of the Government and related agencies around one single vision with clearly defined areas of intervention. The approach considered in this project, however, does not limit to support the formulation of the Policy but it includes other elements, say, the financial dimension of the plan (i.e. additional funding required to implement the policy) and the political process for its approval based on the 2030 Agenda. In this regard, the project considers of high importance the introduction of 1) a costing exercise to measure the amount of resources required to implement the policies according to different packages of benefits (3-5 scenarios perhaps including universal coverage with full package of social protection benefits); 2) a fiscal space assessment to evaluate potential sources of funding as well as the political, economic, financial and equity feasibility of each measure; 3) a clear identification of PFM barriers and integration of PFM data to promote an informed discussion on how to enhance the impact of government spending on the population and 4) an advocacy strategy on how each of these activities will be used to build government support to resource and implement a social protection strategy.

The second intervention is interested in improving the capacity of social protection institutions to formulate budgets that would support the achievement of policy objectives. As such, the component has a close connection with the previous one in the way that it conceives “financing” as a two-part process: a) the first one is the generation of enough funding for the social protection sector and b) the second process deals with improved budget execution (effective spending) and consists in the establishment of tools and mechanisms to formula performance-based budgets. The second component, therefore, includes the preparation of a set of guidelines (conceptual and practical) to formulate performance-based budgets, the delivery of training sessions and workshops and the development of an Action Plan, including a pilot test, to proceed with the corresponding implementing activities.

The third intervention links intervention 1 with the political dimension required to transform the draft document into a validated document resulting of an extensive social dialogue. Instead of ad-hoc mechanisms, the Project considers of critical importance the establishment of permanent bodies that integrate multiple political and social visions. A Social Protection Coordination Group constituted by such entities like the Ministry of Labour, the Ministry of Finance, the Ministry of Planning, the Social Security Institute and the Ministry of Social Action, among others) can be the permanent political and governance forum to exchange

opinions on program design, align institutional interests and coordinate implementation activities, among other things.

The fourth intervention focuses on strengthening the technical capacities of the relevant public institutions that will be involved in the process of policy implementation. Four thematic areas would be considered, say, **performance-based planning and budgeting, social protection service delivery, implications of COVID-19 pandemic for social protection programmes and use of statistical evidence for policy formulation, design, evaluation and informing decisions on financial allocations and prioritization through the budget process**. These three fields were selected on the grounds of several reasons. First, given the conceptual orientation of the project around “social protection and Public Finance Management”, it results of high importance to discuss not only about fiscal space and alternative sources of funding but also around the importance of “good spending” to maximize the impact of allocated resources in the potential beneficiary population. In particular, it seems highly recommendable to start a formal discussion regarding institutional transformation in planning and budgeting processes to reinforce the link between goals and targets, funds and results. Second, improving the capacity of the entities to deliver services to the population is another relevant piece of work because social protection systems require institutions to have functions like payment, complaint and appeals mechanisms, social and beneficiary registries, M&E, and communication being functional and coordinated to effectively reach the population. Two cases, municipalities (given the new approach of municipalization of social services adopted by the Government of Angola) and the Ministério da Acção Social, Família e Promoção da Mulher (that will, sooner or later, be fully in charge of the cash transfer program called Valor Criança, now under UNICEF), are examples of institutions that require strong delivery capacities to fulfill their mandates with the highest possible efficiency. Third, the final area of capacity building concentrates in the use of social protection statistics for policy purposes. Given that other actors like the World Bank are currently developing information systems initiatives for the social sector of Angola, the Project considers necessary to provide the Ministerial staff with training in the understanding and use of social protection data for improved planning and budgeting, fund allocation and prioritization and policy formulation and evaluation.

## **2.3 Expected results**

### **2.3.1 End-of-Project Outcomes**

By the end of the project, Angola will have a Social Protection Strategy duly approved by a diverse number of social and political actors (including the Cabinet) in a context of dialogue and political coordination and institutions with improved financial management and delivery services capacities to proceed with its implementation.

### **2.3.1 Outputs**

The expected outputs for this project are:

1. A Social Protection Policy submitted to the Government of Angola for endorsement and approval with the following contents:
  - An inventory of social protection programs and benefits and an assessment of coverage levels, financing levels and coverage gaps by initiative

- A costing exercise of social protection with 3-5 scenarios according to different packages of interventions as well as identify financing gap based on current allocation of resources
  - A fiscal space analysis with political, economic and equity evaluation of each alternative
  - A process of evidence-supported inclusive national dialogue based on the results and conclusions of the previous components (international empirical evidence on social protection investments, coverage gaps, costing, fiscal space) and international standards. This process should be involving all relevant stakeholders for awareness raising, policy design, implementation and system administration
  - An advocacy strategy to influence political and social actors about the importance of elevating social protection coverage and financing
2. A series of strategic actions are conducted for the preliminary implementation of a performance-based budgeting model in social protection institutions
    - The conformation of a Ministry of Planning-Ministry of Finance-Social Protection sector commission to organize the work around performance-based budgeting in the sector
    - An evaluation of the budgeting cycle in the Angolan public sector, including such aspects like budget formulation and execution
    - A conceptual, methodological and practical (How-to) booklet to understand the roots of the new model and the way to proceed with its implementation
    - A series of training sessions to prepare social protection staff members on the fundamentals of performance-based budgeting
    - The development of a piloting plan to launch the implementation process of the new budgeting model among selected social protection institutions
  3. A social protection policy coordinating mechanism (with political actors as established above) duly implemented and under operation
  4. National capacities for the design, implementation and monitoring of social protection policies and programmes are strengthened
    - Reinforced institutional capacities in PFM systems and social protection service delivery mechanisms, including implications of COVID-19 pandemic
    - Reinforced national capacities on the use of social protection statistics for policy use
    - Promote a rights-based approach, that is, an approach that is in line with international human rights and social security principles and standards, where social security becomes a right, anchored in a strong legal framework that sets out the rights and responsibilities of persons protected and actors/bodies responsible for the design and implementation of the social protection systems, and integrates a mechanism to claim rights

### **2.3.2 Results and activities**

The key results of the project include the adoption of a social protection policy in Angola duly costed and a providing provision of financing. Also, the country would enjoy an implemented social dialogue agenda in a renewed decision-making body that, as part of the main activities that will conduct, has the responsibility to discuss and approve the social protection policy.

The Angolan social protection policy will serve as a general framework of policy decision and action for the next years. At the point of approval, the document serves as the national reference of future social protection initiatives; it does not have a legal nature (i.e. it does not get a legal condition after adoption) and its costing does not imply that more social protection budget has been allocated. However, in line with other efforts in this project, the policy should be backed by a political commitment from the Government to allocated increasing periods according to the strategic path of the policy and funding availability. Also, the country would enjoy an implemented social dialogue agenda in a renewed decision-making body that, as part of the main activities that will conduct, has the responsibility to discuss and approve the social protection policy. Finally, the project is expecting to increase the awareness of certain topics (through an advocacy strategy) that should be part of a broader financial strategy for the sector as it is all those issues related to performance-oriented planning. Although constructing capacity building in complex institutions is a difficult task that requires longer periods, the project expects moving up the overall capacity of the social ministries and municipalities to deliver services in a timely and efficient manner.

## **Output 1: Social Protection Policy adopted, costing exercise and fiscal space**

### **General assessment and scenario definition**

- Carry out a diagnosis of the Angolan social protection system, using the CODI-ISPA tool for assessing existing schemes and programs, legal framework, population covered, content and level of benefits, gaps, coordination mechanisms, etc
- 
- Identify the policy options for strengthening and extending social protection towards universal coverage and improving the efficiency and effectiveness of social protection spending
- Present scenarios for different policy alternatives and different approaches to roll out (phases / timing / regional coverage etc)

### **Costing exercise**

- Formulate the methodological approach and assumptions of the costing model
- Collect relevant macro, financial, utilization and socioeconomic data and estimate key parameters
- Estimate the costs of the policy options identified in the last activity of the previous step
- Estimate the financing gaps in social protection for achieving SDG target



## **Fiscal space assessment**

- Identify and assess financing options for the social protection system so to close the gap based on economic, fiscal, social and political feasibility
- Organize national consultations for the validation and prioritization of the policy options, roll-out options and the medium-term plan for implementation and funding

## **Policy and strategy preparation**

- Review the existing draft social protection plan and write down a new policy document based on the results of the social protection evaluation, the budgeting assessment, the cost of the different policy alternatives, the fiscal space assessment and social dialogue. This document may include aspects such as:
  - o Vision
  - o Guiding principles
  - o Objectives and measures by social protection component
  - o Implementation arrangements
  - o Implementation costs
  - o Monitoring and evaluation guidelines
- Preparation of an advocacy strategy for political endorsement of the social protection policy, strategy and financial

## **Output 2: Action Plan for performance-based budgeting**

- Prepare a decree with the creation of the Performance-based Budgeting Committee integrated with staff members of the Ministry of Finance, the Ministry of Economy and Planning, and the social protection sector
- Evaluate the budgeting cycle according to international standards (like PEFA) and the four main phases in which the cycle is divided
- Develop a methodological and conceptual note on the theoretical fundamentals of performance-based budgeting, including components
- Prepare a booklet on “how-to” implement performance-based budgeting in the social protection sector
- Design a training program for the members of the Budgeting Commission
- Formulate an Action Plan with pilot test included to launch performance-based budgeting in a sample of social institutions.

## **Output 3: Coordination of the social protection system is improved**

- Carry out a mapping of coordination mechanisms in social protection and evaluate using SWOT analysis or similar
- Propose an architecture for a multisectoral National Committee for Social Protection

- Define and set up mechanisms of articulation between social protection institutions and programmes, including the program for ex-combatant;
- Develop the multisectorial national Committee's operating tools and procedures
- Develop advocacy for the establishment of the multisectorial national Committee
- Prepare the required normative (either an organic law, presidential decree or similar figure) to provide the Committee with legal support
- Support the functioning of the multisectorial national Committee
- Facilitate inter-ministerial dialogues as well as national social dialogue to discuss social protection policy options, efficiency, effectiveness and impact matters and fiscal space

#### **Output 4: Public institutions with better capacities to improve budgeting and service delivery**

- Apply a country-based diagnostic tool to understand the institutional and staffing profile skills to undertake evidence-based planning and budgeting, efficient and timely spending and accurate financial reporting
- Prepare a Capacity Building Plan for social protection institutions, the Ministry of Planning, the Ministry of Finance and some municipalities that may include the following contents:
  - o Fiscal space analysis and assessment
  - o Performance-oriented planning and budgeting
  - o Financial management
  - o Monitoring and evaluation; indicators and techniques
  - o Implications of COVID-19 pandemic for Angolan social protection system
- Implement different capacity building activities according to previous Plan
- Assess the effects of capacity building on the level of knowledge and skills of the staffing
- Train MASFAMU to incorporate the cash transfer program in line with the municipalization of social services as part of its portfolio of projects;
- Train the ILO Commission with the contents of the advocacy strategy to promote the extension of social security.

#### **2.3.3 Impact**

The impact of this project is identified as extension of social protection to achieve universal coverage ensuring sustainable social protection systems, including floors, and thus contributing to the implementation of the 2030 Agenda. Based on the 2018-2022 National Development Plan, the target is to extend the coverage to at least 40% of economically active population by 2022.

#### **2.3.4 Assumptions**

The proposed outcomes are expected to be a reality if the following assumptions occur:

- The Government of Angola maintains its high interest in promoting social protection coverage
- There is ample participation of government organizations and social groups in discussing policy contents
- Information to proceed with the corresponding calculation is available in a timely manner
- Policy dialogue takes place despite the fragmentation of the social protection institutional set up, even when this is not a focal sector of EU cooperation.
- There is political consensus among the main public social protection institutions to review the decision-making mechanisms and/or create a new one decision body
- The different social groups are actively involved in the process of dialogue
- Coordination at the inter-institutional level is possible and efficient
- There is a massive participation of institutional staff in the capacity building activities
- The government accepts discussing controversial topics like performance-based budgeting

### **2.3.5 Stakeholder Ownership and Sustainability of Results**

#### **2.3.5.1 Description of stakeholder involvement in the elaboration of the proposal**

The process of developing the Angola Country Project Document has seen the continuous participation of both technical and high-level representatives from Government (Ministries of Finance, Labour and Social Security, Social Affairs, Economy and Planning), the National Social Security Institute (INSS), ILO Commission, Workers and Employers' Organizations, Civil Society, EU Delegation, UNICEF and ILO.

The process was kick started by preliminary consultations with Ministries to present the Global Project. Following this initial round of consultations, there have been several meetings and working sessions with stakeholders involved in social protection in Angola including World Bank and IMF to present the objectives of the project and identify the priority areas of intervention.

The majority of the actors met mentioned the same challenges, in particular fragmentation and lack of coordination, limited capacities for a better implementation of social protection programmes, and the importance of the informal economy

The draft of the PRODOC was then shared with them for comment that were integrated the PRODOC was finalized.

#### **2.3.1.1 Ownership in the implementation process**

As part of the project's Inception Phase, a consultation with the key Ministries such as Ministry of Finance, Ministry of Economy and Planning as well as lines Ministries such MASFAMU, MAPTSS and stakeholders such as the World Bank and IMF were interviewed and buy-in for the project objectives was confirmed by all the stakeholders consulted.

Government buy-in will be essential to the success of the project. We will ensure critical engagement with various ministries, considering the multi-sectoral nature of social protection. The MASFAMU and the MAPTSS are hence crucial partner going forwards with implementation of the project. The project interventions will be aligned to ongoing interventions especially the municipalisation of social services and extension of social security to workers in informal and rural sector.

The Ministries of Finance and Planning will also be key, especially for the public finance management aspects and fiscal space for social protection.

The Secretariat of State at the Presidency, in charge of the coordination of social sectors will be a key stakeholder to facilitate coordination and endorsement of the social protection policy. The National Social Security Institute (INSS) will be involved and strengthened for the extension of social security.

Moreover, the ILO Commission in Angola, in charge of the overall oversight of the implementation of the Decent Work Country Program (DWCP) was consulted and is ready to support the implementation of the project through the steering committee. The extension of social protection to workers in informal economy is a key priority of the DWCP and ILO Commission commit to develop a specific action plan for its contribution to the project.

### **2.3.1.2 Sustainability of results**

The project will bring needed expertise to the formulation and implementation of social protection policies and programmes in the context of national dialogue. These programmes are clearly anchored in Law 7/04 of October 15, 2004, which established three components: Basic Social Protection, Compulsory Social Protection, and Complementary Social protection, in national priorities and lead by relevant Ministries. National ownership and broad-based consultation will be key to attaining sustainable social protection reforms.

Ultimately, sustainability will be achieved by the coordination mechanism, the national policies and strategies and Government financial commitments over multi-year plans to implement key social protection programmes. The involvement of social partners and civil society, and the dissemination of information at large will be critical in ensuring understanding and ownership of social protection reforms. The project will assist in building national capacities for social protection monitoring that will assist the country in measuring progress in social protection expenditure and performance (coverage, adequacy of benefits, efficiency, etc.).

### 2.3.6 Risk Analysis

Ref	Risk statement. The event we do not want to see and its potential impact on objectives	Comment Explain how the risk might arise and the importance of the impact	Measures currently in place to address this risk	Impact	Likelihood	Total	Additional risk response for the attention of the implementation team and the Steering Committee.
1	The fiscal situation does not improve and this affects the relative position of social protection	If fiscal conditions do not improve and the path to restore sustainability takes longer than expected (or the path is sustained on the grounds of austerity), then the discussion around social protection financing and fiscal space creation may lose importance in the next years	(1) The fiscal consolidation strategy that the country has adopted in past years (2) Reinforce the evidence-base with financial and SP budgetary analysis and policy	5	3	15	(1)
2	Fragmentation of the social protection system complicates dialogue and coordination of key policy discussions	Difficulties to integrate a new coordinating mechanism may come from the multiple institutions and programs existing in Angola and lack of political will.	(1) Communication and awareness plan (2) Individual meetings with relevant actors for moral persuasion	3	2	6	(1)

Ref	Risk statement. The event we do not want to see and its potential impact on objectives	Comment Explain how the risk might arise and the importance of the impact	Measures currently in place to address this risk	Impact	Likelihood	Total	Additional risk response for the attention of the implementation team and the Steering Committee.
3	Information availability is scarce or difficult to access for calculation purposes	The type of information required for costing and fiscal space analysis is very specific and usually not available in our countries. Also, there are barriers to some specific categories, especially financial ones.	(1) Information request at early stages of the project trying to involve the INE from the very beginning of the project (2) Define a list of information to be needed and assess its availability vis-à-vis the stock of INE data and other potential sources (3) Use of secondary sources of information (4) Make strong advocacy with institutions	4	3	12	(1) The SC should support the search of information by requesting data officially
4	Social protection is regarded as a non-prioritized topic	Social protection may be considered as a secondary issue in the political agenda and this may have an impact on its placement at the moment of deciding on resource allocation. If, in addition, non-popular measures like the elimination of subsidies are effectively implemented, then there is a potential risk of social unrest if the situation worsens.	(1) Strong communication and visibility campaigns (2) Definition of “marketing” agenda of those ministries with social institutions under administration (3) Reinforce the evidence-base with financial and SP budgetary analysis and policy	3	1	3	(1)



Ref	Risk statement. The event we do not want to see and its potential impact on objectives	Comment Explain how the risk might arise and the importance of the impact	Measures currently in place to address this risk	Impact	Likelihood	Total	Additional risk response for the attention of the implementation team and the Steering Committee.
5	Capacity building activities are not very attractive for staffing	Depending on the contents of the courses, the methodology and the lecturers, these activities may not generate motivation to participate	(1) Motivation strategies among public employees (2) Application of top-notch curricular strategies	2	3	6	(1)
6	Social protection is subject to political cycles	2021 is electoral year in Angola and the relative positioning of the social protection issue in the national agenda may vary according to the party in power. This may affect the overall programming of the project	(1) Elevate topic during campaign to force parties to publicly provide support to the SP	4	3	12	(2)

### 3. MONITORING

#### Monitoring and Evaluation framework

A comprehensive monitoring, evaluation, and learning system will be designed for technical and financial monitoring, to track delivery of project results and support learning for continuous improvement of the project design. Participatory monitoring, evaluation, and learning techniques will be integrated into the overall programme M&E system to ensure that all key stakeholders, actively participate in the monitoring process for joint decision making and learning. Annual workplans and a Performance Plan will be developed and continuously monitored by way of quarterly reviews which will provide regular reports on progress of activities and the attainment of outcomes. Document reviews/expert analysis will be used to extract and compile baseline data from existing sources and other available administrative records from etc.

The project will continuously report on progress to national stakeholders and will inform routinely the ILO, UNICEF and EU on deliverables and milestones achieved.

The M&E system will collect and analyze data on the following key results (i) laws and policies (ii) capacity building of stakeholders (iii) coordination and oversight mechanisms at national and local levels.

A mid project and end of project evaluation will take place following the procedures, rules and regulations of the ILO. The project will ensure that monitoring processes are in place to generate the needed information to contribute to the midterm and final evaluations.

## 4. INSTITUTIONAL FRAMEWORK AND IMPLEMENTATION ARRANGEMENTS

### 4.1 Institutional Framework

The ILO/UNICEF partnership will be the implementing unit of the project. ILO and UNICEF will be jointly responsible for the delivery of the stated outputs and will each be responsible for the administration, management and timely reporting for their respective budget allocations. As the lead agency, the ILO is responsible for the overall coordination of activities, consolidation of reports and submission to ILO HQ. The Social Security Specialist from the Decent Work Team in Yaoundé and the Chief Social Policy and Social Protection Specialist of UNICEF in Angola will provide technical backstopping of the project. Technical support will also be provided by SOC PRO at ILO HQ for specific outputs. To implement the Work Plan, a **Project Management Unit (PMU)** must be created. The main objective of the PMU is to manage and coordinate the project according to workplan considerations and the budget allocated for those purposes.

**An internal Steering Committee (SC)** will oversee the implementation and progress of the project. This Committee will be composed of the European Commission, the ILO-UNICEF and representatives from the Ministries of Public Administration, Health, Planning, Finance, and Social Action, as well as ILO Commission in Angola. The possible incorporation of civil society groups and/or NGOs as part of the SC is something to be considered either as permanent or temporary members or as observers. The SC should meet 2 times per years although additional meetings may be called if the PMU or any of its members consider this necessary. The PMU will coordinate the SC and will be in charge of call to meetings and agenda setting. The Steering Committee will be provided full access to all available information regarding the project context, the assessment, launch and management of all project activities, including the certified financial statements, as per the rules and regulations of the implementing partners.

The SC will have the following main responsibilities:

- Provide overall guidance to the project
- Approve and review the workplan and the budget and any amendment to the original plan, including/excluding of tasks or products
- Follow-up on the activity implementation progress on a regular basis
  
- Approve the Communication and Visibility Plan
- Instruct the ILO-UNICEF PMU on specific aspects regarding disputes, project marketing, internal synergies.

At the operative level, the project considers two main bodies that would support its implementation.

- The first one is the National Committee for Social Protection in charge of coordinating social protection policies across a wide range of entities. This group would represent the top political level and would be in charge of formulating nationwide social policies that should be followed by all the relevant public entities.
- The second important implementing body refers to the Performance-Based Budget Committee between the Ministries of Finance, Economy-Planning and social sector institutions. This group is more technically-focused although the ministries in charge of the planning-financing process would lead the definition of the agenda and the scope of work.
- 

## 5. KNOWLEDGE AND COMMUNICATION

This project can bring great visibility at national and international level because it follows a very holistic and comprehensive approach to the extension of social protection. Strategy, institutional, management, capacity building, feasibility and impact studies and awareness seminars are included in the technical assistance envisaged by this project. It is therefore a very good example of implementing all aspects of the social protection floor through national dialogue. Appropriate information on the project will be communicated to the public, while providing adequate visibility of the EU/Programme contribution to the projects to strengthen public awareness of the EU/Programme action and create a consistent image of the EU/Programme support in all participating countries. Moreover, communication and visibility activities related to the project will be carried out in close cooperation and coordination with the EU Delegation in Angola. The messages for communication will focus on how the EU support made a difference and improved the implementation of social protection programs in Angola especially the coordination and capacities.

Although a formal communication plan with the following components (objectives, target groups, key messages, activities, time plan, budget, evaluation) will be developed at the beginning of the project implementation, this section presents some initial aspects that the plan may have.

The communication and visibility strategy has four main objectives. These objectives are 1) To ensure that beneficiaries, main participants and stakeholders are aware of the project content and implementation; 2) To raise awareness among the country population of how the project is seeking to impact the social protection field and their own lives; 3) To sensitize policymakers and any decision making participant about the importance of discussing key topics like fiscal space for social protection, PFM institutional transformation and the establishment of social protection floors to everybody, among other topics; 4) To mitigate any risk associated with lack of transparency and credibility.

Three main messages are recognized within the communication strategy. The first one is related to the contribution of social protection in poverty prevention and reduction, inclusion, sustainable economic growth, human development promotion, as well as productivity and employability boosting. Besides that, is relevant to inform about the alignment of the project

with the national development goals, as well as with the international social protection agenda. The correlation with poverty reduction targets deserves a special emphasis within the message. Lastly, the project will inform about the need for instituting a set of special conditions in order to improve the social protection system in the country. Among these conditions can be highlighted the coordination among institutions in the system, accurate policy and program design, and sufficient fiscal space for goals fulfilment.

This strategy includes the following target groups: vulnerable population (women, poor population, disabled and informal workers, mainly), Ministry of Social Action, Family and Women's Promotion, Ministry of Public Administration, Labor and Social Security (MAPTSS), Ministry of Finance, Ministry of Health, Ministry of Education, UN Agencies (ILO, UNICEF), and Social Partners.

Among the key activities that the PMU would develop in relation to communication and visibility, one can find the following:

- 1) Messages content elaboration
- 2) Documentation and sharing of the experiences generated through the project
- 3) Provide administrative project reports (inception report, periodical progress reports, and completion report)
- 4) Monitoring of the strategy implementation; production of knowledge products for internal and external audiences on progress impacting the lives of vulnerable population
- 5) Strategy evaluation
- 6) Facilitating the transfer of knowledge and lessons learned from the joint program interventions across the UN system.
- 7) Contributing to the development and maintenance of global, regional, and national knowledge networks/practice.
- 8) Establishment of enhanced access to generated knowledge and statistics on the coverage and adequacy of social protection programs

The strategy includes press conferences, information campaigns, high-level visits, and reports. The information campaigns seek to raise program visibility, which is crucial to the project implementation. The high-level visits are planned to target specific participants such as policy-makers and relevant stakeholders, to raise awareness of the project's relevance. In the case of reports, it will function as project memory aids containing the project progress. These tools will be delivered through personal and group interviews, as well as by official partner's websites. Additionally, the project may apply mid-term reviews to assess the effectiveness of the programme (i.e. progress achieved towards the achievement of expected outcomes) and contributing to knowledge generation and strengthened results-based management. Knowledge informs the theories of change upon which results-based management depends. Finally, the Joint program will ensure the meaningful involvement of key partners such as academia, civil society, and others to facilitate research and share information and resources

Branding elements (EU logos) will be clearly, prominently displayed and highly visible in publicity material and activities dedicated to the public (including, for instance, printed publications, audio-visual material, digital communication material -websites, social media -

during events –banners, agenda, etc). Any printed material will acknowledge the EU financial support to the project. The project will benefit from exposure the UN Agencies dissemination tools and Platforms (such as USP 2030, ILO GESS – Global extension of social security platform and the [www.socialprotecton.org](http://www.socialprotecton.org) gateway). *It will make particular use of the ILO guide and tools on social protection coming and will contribute to disseminate them.*

## 6. MANAGEMENT ARRANGEMENTS

As it was established above, the Project will be jointly implemented by ILO and UNICEF under the leadership of the ILO with a Steering Committee that oversee the proposed activities. According to the Description of the Action base document, at the country level, the ILO as lead agency will be responsible for the following:

- Ensuring the timely elaboration of the detailed country multi-annual proposals and budget during the inception phase, in close collaboration between ILO, UNICEF, the EU Delegation and other DPs, which have expressed interest to formally contribute to the action with own parallel funding of complementary actions.
- Ensuring strong collaboration between ILO, UNICEF, the EU Delegation and other DPs
- Ensuring coordination and good flow of communication with national stakeholders: following the principles of client-orientation and country-ownership
- Ensuring the constitution of national country steering committees, composed of ILO, UNICEF, the EU Delegation and DPs if formally committed complementary activities by DP's on the basis of own parallel funding by those partners to ensure joint work planning and ensuring close collaboration
- Ensuring coordination with IFIs, UN agencies and other development partners at the country level
- Ensuring the annual up-dating of the multi-annual country specific workplan through a participatory process
- Ensuring good relationship management and communication with ILO/UNICEF HQ
- Ensuring sound monitoring of the implementation of the Action at country level
- Ensuring the development and implementation of country-specific visibility and communication strategy of the project
- Ensuring the adaptation of tools/research methodologies for their application at the national level
- Consolidation of annual progress reports for the country level activities
- Advocating for long-term funding (domestic funding or development cooperation) to ensure future continuity of activities

To operate at the administrative and technical realms, the ILO creates the PMU with two full-time staff hired by ILO and one part-time member coming from UNICEF. ILO team will be located in the premises of the Ministry of Labour (MAPTSS) that will provide some

administrative support. Professional experts may come from the fields of social protection, public finance management, financing and related areas. The PMU should also have administrative support for daily office work. In addition, the PMU would contract external consultants for specific periods and products in areas such as legal assessment, costing, institutional reforms, political advising and other fields of interest for the Project.

The main objective of the PMU is to manage and coordinate the project according to workplan considerations and the budget allocated for those purposes. It will also provide support (operational and administrative) to the Steering Committee. The specific tasks of the PMU include the preparation of terms of reference for the different consulting services, their corresponding contracts (and their follow-up), research activities according to Steering Committee mandates and internal needs, administrative and logistics controls, preparation of training products, development of the M&E strategy and development of communication, visibility strategy materials, and technical support to social protection institutions and programs. The PMU will also collaborate with any request coming from the European Union.

## 7. EVALUATION

The project will implement both monitoring and evaluation responsibilities on a periodical basis. To track the fulfillment of the Action Plan and the budget, the PMU will conduct or coordinate periodical reports and one end-of-term evaluation of both technical and financial nature. Reports monitoring progress of the Work Plan would be done on a quarterly basis based on the performance indicators identified in the logframe with one joint report by the end of each year. The annual report should be submitted to ILO and UNICEF headquarters and would include the following contents:

- Degree of implementation of the country project (percentage)
- Difficulties encountered
- Changes introduced to the original plan
- Degree of achievement of results (outputs and direct outcomes) as measured by corresponding indicators
- Activity planning for the following year
- Recommendations to be endorsed by the Steering Committee
- Financial execution according to Workplan progress

A final report would be prepared at the end of the project covering all the activities, outcomes, outputs and budget executions for the entire period.

In addition to those reports, the project could be subject of a final evaluation according to the rules and proceedings of ILO and UNICEF. The final decision on whether Angola will be part or not of the evaluation will be in hands of the SC in headquarters and the M&E guidelines that will approve during the first session of the Committee.

## 8. FUNDING

### 8.1 **Budget Narrative**

Explain how the budget is composed, the process of arriving at a reasoned estimation of the costs necessary for the delivery of the defined project outcomes. Highlight and explain the key costs that drive the budget (e.g. expertise of staff, volatile environments, geographic terrain, etc.), and present actions taken to minimize these costs. Give examples of cost-efficiency considerations made during the design phase

### 8.2 **Budget** The project budget is attached as Annex D

### 8.3 **1% UN Coordination Levy**



## **Annexes**

Annex A: Sample Theory of Change visualisation (see PRODOC section 2.2)

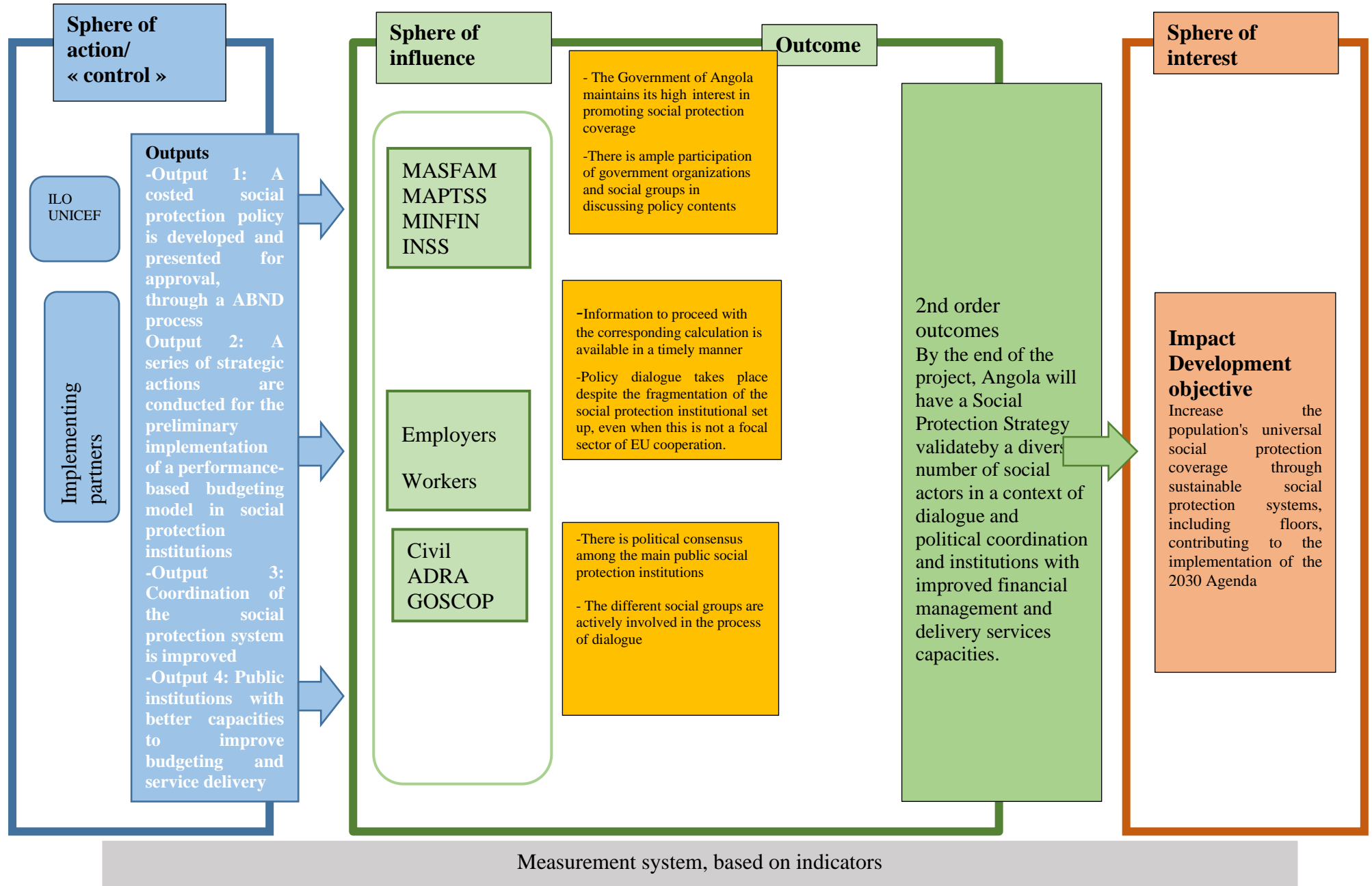
Annex B: Logical Framework (see PRODOC section 2.3)

Annex C: [Budget](#)

Annex D: [Communication and Visibility](#)

## Annex A: Sample Theory of Change Visualisation

There are many ways of formulating TOC, this is only one suggestion. Feel free to use your imagination and use other TOC samples for inspiration!



## Annex B: Logical Framework

<p><b>Beneficiaries:</b> The expected final beneficiaries of the Project are those people who are excluded or inadequately covered by social protection (non-contributory schemes in the case of Angola), and their family members, with special emphasis on women, people with disability, children, rural area residents and the unemployed.</p> <p>The Project's direct beneficiaries are the public institutions of Angola that are involved in the development and implementation of the national social protection floors and the way they are financed and managed</p>					
<p><b>Project title: Synergy between Public Finance Management and Social protection</b></p>				<p><b>Project duration: 2020-2022</b></p>	
Results chain	Indicators	Baseline	Target	Means of verification	Assumptions
<p><b>Impact (Development Objective)</b> Increase the population's universal social protection coverage through sustainable social protection systems, including floors, contributing to the implementation of the 2030 Agenda</p>	<p>Based on the 2018-2022 National Development Plan, the objective is to extend the coverage to at least 40% of economically active population by 2022.</p>			<p>1) ILOSTAT; ILO World Social Protection Database (ILO=custodian agency) 2) Joint incidence analysis of taxes of transfers 1-5) additional sources SDG ann. progress reports Government progress reports on social protection State budget financing reports Diagnostic studies</p>	

				National accounts	
<b>Outcome</b> By the end of the project, Angola will have a Social Protection Strategy duly approved by a diverse number of social actors in a context of dialogue and political coordination and institutions with improved financial management and delivery services capacities.	A National Social Protection Plan duly approved and costed with the participation of public institutions and other relevant Angolan stakeholders	0	1		
<b>Outputs</b> <b>Output 1: A Social Protection Policy submitted to the Government of Angola for endorsement and approval</b>	Existence of a National Social Protection Policy with key interventions identified and prioritized, developed  Costing of social protection scenarios according to intervention priority, completed	0  0  0	1  1  1	Publication of the Social Protection Policy by the Government  Existence of reports to the PMU on the workshops organized to discussed policy, costing and fiscal space	- The Government of Angola maintains its high interest in promoting social protection coverage  - There is ample participation of government organizations and social groups in

	Alternatives for fiscal space for social protection assessment, completed				discussing policy contents - Information to proceed with the corresponding calculation is available in a timely manner
<b>Activities</b>					
<b>General assessment and scenario definition</b>					
Carry out a diagnosis of the Angolan social protection system, using the CODI-ISPA tool for assessing existing schemes and programs, legal framework, population covered, content and level of benefits, gaps, coordination mechanisms, etc	Social protection assessment, completed			Review of the social protection diagnosis report	

Identify the policy options for strengthening and extending social protection towards universal coverage and improving the efficiency and effectiveness of social protection spending	List of policy options for social protection universalization, prepared			Review of the social protection diagnosis report	
Present scenarios for different policy alternatives and different approaches to roll out (phases / timing / regional coverage etc)	Formulation and definition of policy scenarios for universalization			Review of the social protection diagnosis report	
<b>Costing exercise</b>					
Formulate the methodological approach and assumptions of the costing model	Cost methodology, prepared			Review of costing exercise report	
Collect relevant macro, financial, utilization and socioeconomic data and estimate key parameters	Preparation of databases for cost estimation of policy alternatives, done			Review of costing exercise report	
Estimate the costs of the policy options identified in the last activity of the previous step	Cost calculation of each different policy scenarios, calculated			Review of costing exercise report	

Estimate the financing gaps in social protection for achieving SDG target	Financial gap calculation of the different policy scenarios, calculated			Review of costing exercise report	
<b>Fiscal space assessment</b>					
Identify and assess financing options for the social protection system so to close the gap based on economic, fiscal, social and political feasibility	Identification of potential sources of social protection funding, prepared			Review of the fiscal space analysis report	
Organize national consultations for the validation and prioritization of the policy options, roll-out options and the medium-term plan for implementation and funding	Number of delivered workshops to discuss and validate policy alternatives, total and marginal costs and financial gaps			Review of the minutes prepared after workshop delivery	
<b>Policy and strategy preparation</b>					-
Review the existing draft social protection plan and write down a new policy document based on the results of the social protection evaluation, the budgeting assessment, the cost of the different policy alternatives, the fiscal	Social protection policy, drafted and submitted to Cabinet			Review of Social Protection Policy document  Proof of submission to Cabinet	-



space assessment and social dialogue. This document may include aspects such as:				Minutes with Cabinet sessions where policy document was discussed	
Preparation of an advocacy strategy for political endorsement of the social protection policy, strategy and financial	Advocacy strategy, concluded				-
<b>Output 2: A series of strategic actions are conducted for the preliminary implementation of a performance-based budgeting model in social protection institutions</b>	Action Plan designed for implementing PBB in Angola's social protection sector	0	- 1	Minute of the PBB Committee with approval of the Plan	<ul style="list-style-type: none"> <li>- Government of Angola approves creation of PBB Committee and publishes the decree during the first 2 months of the project</li> <li>- IMF project advances as expected in terms of legislation and macro-models</li> <li>- PFM legislation</li> </ul>

					approved during 2020
Prepare a decree with the creation of the Performance-based Budgeting Committee integrated with staff members of the Ministry of Finance, the Ministry of Economy and Planning, and the social protection sector	Decree to create the PBB Committee, prepared and approved  Number of monthly meetings undertaken by the Committee			Decree published in Official Gazette/Newspaper  Review of the minutes coming from periodic meetings	-
Evaluate the budgeting cycle according to international standards (like PEFA) and the four main phases in which the cycle is divided	Evaluation of the Angola's public sector budgeting process, completed			Review of the document submitted to the Committee	-
Develop a methodological and conceptual note on the theoretical fundamentals of performance-based budgeting, including components	Document with the fundamental conceptual and methodological characteristics of PBB, completed			Minute of the PBB Committee with approval of the Methodology	-
Prepare a booklet on "how-to" implement performance-based budgeting in the social protection sector	Guidelines on how to implement PBB, completed			Minute of the PBB Committee with approval of the Guidelines	-

<p>Design a training program for the members of the Budgeting Commission</p>	<p>Training plan for PBB to members of the Committee, done</p> <p>Number of Committee members trained on relevant PBB topics</p> <p>Training sessions duly delivered to Committee members</p>			<p>Review of the document with the Training Plan as submitted by the consultant</p> <p>Review of the Work Reports on training sessions</p>	-
<p>Formulate an Action Plan with pilot test included to launch performance-based budgeting in a sample of social institutions.</p>	<p>Pilot test, defined</p> <p>Action Plan with administrative and logistic requirements fully identified and approved by Committee</p>			<p>Minute of the PBB Committee with approval of the Plan</p>	-
<p><b>Output 3: Coordination of the social protection system is improved</b></p>	<p>Number of normative pieces prepared and published prior to</p>	0	1	<p>Executive decree published with the creation, conformation and scope of work of</p>	<p>- Policy dialogue takes place despite the fragmentation</p>

	the launch of the Committee	0	3	the Social Protection Committee	of the social protection institutional set up, even when this is not a focal sector of EU cooperation.
	Number of Committee sessions effectively developed during the first year since implementation	0	3	Information based on review of the minutes of the Commission and the decisions adopted	
	Number of policy decisions adopted by the Committee on an annual basis	0	At least 70% of members	Calculations based on the lists of participation to the ordinary and extraordinary sessions of the Commission	- There is political consensus among the main public social protection institutions to review the decision-making mechanisms and/or create a new one decision body
	Number of institutions that participate in more than 80% of the Commission meetings				- The different social groups are actively involved in the process of dialogue - Coordination at the inter-institutional

					level is possible and efficient
Carry out a mapping of coordination mechanisms in social protection and evaluate using SWOT analysis or similar	Coordination mechanism mapping and SWOT analysis, prepared			Review of the corresponding evaluation	-
Propose an architecture for a multisectoral National Committee for Social Protection	Proposal of governance structure for the National Committee  Number of normative pieces prepared and published prior to the launch of the Committee			Analysis of the report on the design of the social protection coordinating mechanism	-
Define and set up mechanisms of articulation between social protection institutions and programmes, including the program for ex-combatant;	Proposal of governance structure for the National Committee			Analysis of the report on the design of the social protection coordinating mechanism	-

Develop the multisectorial national Committee's operating tools and procedures	Proposal of governance structure for the National Committee			Analysis of the report on the design of the social protection coordinating mechanism	-
Develop advocacy for the establishment of the multisectorial national Committee	Proposal of governance structure for the National Committee  Number of policy decisions adopted by the Committee on an annual basis			Analysis of the report on the design of the social protection coordinating mechanism	-
Prepare the required normative (either an organic law, presidential decree or similar figure) to provide the Committee with legal support	Executive decree published with the creation, conformation and scope of work of the Social Protection Committee			Review of the published legal pieces in the official gazette	-
Support the functioning of the multisectorial national Committee	Proposal of governance structure for the National Committee			Periodical minutes of the minutes of the Committee	-

	<p>Number of Committee sessions effectively developed during the first year since implementation</p>				
<p>Facilitate inter-ministerial dialogues as well as national social dialogue to discuss social protection policy options, efficiency, effectiveness and impact matters and fiscal space</p>	<p>Preparation of inter-ministerial annual schedule and policy agenda</p> <p>Number of Committee sessions effectively developed during the first year since implementation</p> <p>Number of policy decisions adopted by the Committee on an annual basis</p> <p>Number of institutions that participate in more than 80% of the Commission meetings</p>			<p>Review of the minutes with inter-ministerial dialogues</p>	<p>-</p>



<b>Output 3: Public institutions with better capacities to improve budgeting and service delivery</b>	Number of institutions and staffing duly trained in performance-based budgeting aspects	0	50	PMU quarterly and annual reports with information of capacity building activities  Review of lists of participation to the different sessions	- There is a massive participation of institutional staff in the capacity building activities
	Number of institutions and staffing duly trained in strategies to enhance service delivery capacity	0	100	Review of standard tests applied during workshops Capacity Building Plan review	- The government accepts discussing controversial topics like performance-based budgeting
	Number of institutions and staffing duly trained in social protection statistics for policy purposes	3	30		
Apply a country-based diagnostic tool to understand the institutional and staffing profile skills to undertake evidence-based planning and budgeting, efficient and timely spending and accurate financial reporting	Human resource profile evaluation to undertake PBB, concluded			Review of the evaluation report  Review of the minute with discussion of the evaluation results with Committee	-

Prepare a Capacity Building Plan for social protection institutions, the Ministry of Planning, the Ministry of Finance and some municipalities	Capacity Building Plan, finished and submitted to Committee			Review of Plan submitted to Committee	-
Implement different capacity building activities according to previous Plan	Number of capacity building sessions duly delivered  Number of persons trained			PMU quarterly and annual reports with information of capacity building activities  Review of lists of participation to the different sessions	-
Design and support the implementation of a social security scheme for workers in informal and rural sector	Informal workers social security scheme, designed and discussed with Committee			Minute of the Committee with discussion of the scheme  Review of the informal worker scheme report	-
Assess the effects of capacity building on the level of knowledge and skills of the staffing	Evaluation of changes in staff profile due to capacity building plan, completed			Review of standard tests applied during workshops	-

<p>Train MASFAMU to incorporate the cash transfer program in line with the municipalization of social services as part of its portfolio of projects;</p>	<p>Capacity building sessions on cash transfer programs administration Total staffing of MASFAMU and municipalities duly trained</p>			<p>PMU quarterly and annual reports with information of capacity building activities</p> <p>Review of lists of participation to the different sessions</p>	-
<p>Train the ILO Commission with the contents of the advocacy strategy to promote the extension of social security.</p>	<p>Capacity building sessions to ILO Commission on social security extension</p>			<p>PMU quarterly and annual reports with information of capacity building activities</p> <p>Review of lists of participation to the different sessions</p>	-

## Annexe C : Budget

Consolidated Expenses - Angola	Costs (in EUR)		Year 1		Year 2		Year 3	
	ILO	UNICEF	ILO	UNICEF	ILO	UNICEF	ILO	UNICEF
<b>1. Human Resources</b>	446184	555575	188,729.50	185,191.70	135,864.10	185,191.70	121,590.00	185,191.70
<b>2. Travel</b>	50000	22000	15,000.00	7,000.00	20,000.00	8,000.00	15,000.00	7,000.00
<b>3. Equipment and supplies</b>	7800	0	7,800.00	-	-	-	-	-
<b>4. Local Office costs</b>	70200	0	23,400.00	-	23,400.00	-	23,400.00	-
<b>5. Other costs, services</b>	315405	265368	124,302.00	102,191.92	108,263.00	103,984.16	42,840.00	31,191.92
5.1. Communication and Visibility	22078.35	18575.76	7,638.35	6,191.92	7,600.00	6,191.92	6,840.00	6,191.92
5.2. Other services	293326.65	246792.24	116,663.65	96,000.00	100,663.00	97,792.24	36,000.00	25,000.00
<b>Output 1: A Social Protection Policy submitted to the Government of Angola for endorsement and approval</b>	92,663.00	116,000.00	40,000.00	30,000.00	52,663.00	76,000.00	-	10,000.00
* Consultancy	50,000.00	96,000.00	25,000.00	30,000.00	25,000.00	56,000.00	-	10,000.00
* Seminar	42,663.00	20,000.00	15,000.00	-	27,663.00	20,000.00	-	-
<b>Output 2: A series of strategic actions are conducted for the preliminary implementation of a performance-based budgeting model in social protection institutions</b>	40,000.00	28,000.00	-	-	40,000.00	28,000.00	-	-
Consultancy	30,000.00	20,000.00	-	-	30,000.00	20,000.00	-	-
Seminar	10,000.00	8,000.00	-	-	10,000.00	8,000.00	-	-
<b>Output 3: Coordination of the social protection system is improved</b>	70,332.00	45,000.00	40,332.00	35,000.00	15,000.00	5,000.00	15,000.00	5,000.00
* Consultancy	30,332.00	30,000.00	30,332.00	30,000.00	-	-	-	-
* Seminar	25,000.00	10,000.00	10,000.00	5,000.00	5,000.00	5,000.00	10,000.00	-
* Supplies for functioning of Coordination Committee	15,000.00	5,000.00	-	-	10,000.00	-	5,000.00	5,000.00
<b>Output 4: Public institutions with better capacities to improve budgeting and service delivery</b>	90,331.65	57,792.24	36,331.65	31,000.00	33,000.00	16,792.24	21,000.00	10,000.00
* Consultancy	35,000.00	51,000.00	20,000.00	31,000.00	15,000.00	10,000.00	-	10,000.00
* Seminar	26,000.00	-	10,000.00	-	8,000.00	-	8,000.00	-
* Supplies for functioning of Coordination Committee	-	-	-	-	-	-	-	-
* Training	29,331.65	6,792.24	6,331.65	-	10,000.00	6,792.24	13,000.00	-
<b>6. Other costs, subgrants to local NGOs</b>	0	0				-		-
<b>7. Total direct eligible costs of the Action (1-6)</b>	<b>889589</b>	<b>842943</b>	<b>359,231.50</b>	<b>294,383.62</b>	<b>287,527.10</b>	<b>297,175.86</b>	<b>202,830.00</b>	<b>223,383.62</b>
<i>8. Indirect costs (maximum 7% of 7, subtotal of direct eligible costs of the Action)</i>	<b>62271</b>	<b>59006</b>	<b>25,146.00</b>	<b>20,607.00</b>	<b>20,127.00</b>	<b>20,802.00</b>	<b>14,198.00</b>	<b>15,637.00</b>
<b>9. Total eligible costs of the Action per Agency (7-8)</b>	<b>951860</b>	<b>901949</b>	<b>384,377.50</b>	<b>314,990.62</b>	<b>307,654.10</b>	<b>317,977.86</b>	<b>217,028.00</b>	<b>239,020.62</b>

## **Annexe D: Communication and Visibility**

### **Communication Plan and Visibility- Outline and Key Ideas**

#### **1. Communication plan and visibility**

The elaboration of a detailed Communication and Visibility will be undertaken at the beginning of the project and will be submitted the Project's Internal Steering Committee for approval but this Annex serves as outline and presents the key ideas for the development of the final communication plan.

Based on the *Communication and Visibility Strategy for the EU Action on Creating Synergies between Social Protection and Public Financial Management* and in alignment with the *Communication and Visibility Manual for EU External Actions*, the plan will focus on communicating the importance of public finance management and its role in the extension of social protection in Angola.

The C & V Plan is a key element for the successful implementation of the project which has advocacy and coordination at the centre of its activities and will bring together several stakeholders to promote a shift in the current paradigm of limited national investments in the social protection system.

Guaranteeing visibility for the EU as one the leading partners in Angola supporting the National Social Protection system to increase its coverage through the modelling of programmes that can address structural causes of poverty, vulnerability and inequality whilst at the same time providing assistance for improving public finance management and coordination between stakeholders, will also be of paramount importance throughout the implementation of the project.

#### **2. Objectives**

##### **Objectives of communication**

The Communication and Visibility plan has the following Overall Objective and Specific Objectives:

##### **Overall Objective:**

EU Action on *Synergies between Social Protection and Public Financial Management* significantly increases the awareness of social protection as human right with social partners and general public and improves coordination as well investment in social protection by policy and decision makers

##### **Specific Objectives:**

- 1) Ensure that beneficiaries, main participants and stakeholders are aware of the project content and implementation;
- 2) Raise awareness among the general public and social partners in particular how the project is seeking to impact the social protection field and their own lives;
- 3) Sensitize policymakers and any decision-making participants about the importance of discussing key topics like fiscal space for social protection, PFM institutional transformation and the establishment of social protection floors to everybody, among other topics;
- 4) Mitigate any risk associated with lack of transparency and credibility;
- 5) Increase visibility of the project work and its donor, the European Union.

### **3. Target Groups/ audience and Key Messages**

- **Beneficiaries and Main Stakeholders**

The Project's direct beneficiaries are the public institutions of Angola that are involved in the development and implementation of the national social protection floor (*Ministry of Social Action, Family and Women's Promotion, Ministry of Public Administration, Labor and Social Security (MAPTSS), and corresponding technical institutions*) and the final beneficiaries are the general public with the main stakeholders being social partners, and the key messages will focus on the contribution of social protection in poverty prevention and reduction, inclusion, sustainable economic growth, human development promotion, as well as productivity and employability boosting.

Social protection as human right and its alignment with Agenda 2030 and the SDGs will be an integral part of the key messages to this target group as well communicating effectively on the objectives of the project and providing visibility for the EU Action and the EU's role as a development partner in Angola.

Special focus will be given to ensuring key messages are transmitted to the final beneficiaries specifically the vulnerable population (*women, poor population, disabled and informal workers, mainly*) on the importance of the project's objectives.

- **Policy and National Budget Decision-Makers and State Actors**

Along with direct line Ministries as beneficiaries, the key government agencies and policy makers such as the President's office, Ministry of Economic and Planning, Ministry of Finance and other line Ministries such as Health, Interior, Defense and Ex-Combatants, as well as the State Actors such as the National Assembly will be targeted by the project with the key messages not only on the importance of the social protection floors as above but also on the need for instituting a set of special conditions in order to improve the social protection system in the country.

The need for the establishment an effective coordination mechanism among institutions to consolidate the national social protection system will be the key message for this target group as well as the need for accurate policy and program design, and sufficient fiscal space for goals fulfilment. Demonstrating the investment needs and the opportunities will be key to shaping the national dialogue and increasing the engagement of the policy and national budget decision makers for greater allocation of funds for national protection floors.

Reinforcing the alignment of the project with the national development goals, as well as with the international social protection agenda will also be part of the key messages. The correlation with poverty reduction targets deserves a special throughout the communication efforts.

- **EU and others donors**

Guaranteeing the visibility of the Project with the EU and other donors will be important to support the project's efforts for coordination mechanism as existing and future projects as well as initiatives such as Direct Budget Support and IFI loans should be aware of the activities of the project.



#### **4. Activities**

Four interlinked strategies will be used to reach the goal, among others: Advocacy, Awareness raising on rights and responsibilities, Media engagement and working in partnership. The key activities identified are as follows:

##### **9) Definition of content of Key Messages**

Based on the target groups, the key messages will be elaborated jointly by ILO and UNICEF to support the specific activities of the Project in coordination with the EU delegation. The preparation of the dialogue events, trainings and specific technical assistance envisaged in the Project will be the focus for the advocacy as well the communication and visibility strategy. The engagement of the line Ministries and the Ministry of Communication will also be sought from the outset ensure the key messages are understood and aligned with national best practices.

##### **2) Production of communication material for the target groups and visibility of the project**

Specific audio and visual material will be produced disseminated (photos, videos, spots, interviews) to inform the target groups of the project objectives as well as transmit the key messages and advocacy points.

Social media will also be a strong instrument for the development of communication material, and this will be implemented in coordination with the EU delegation and ILO and UNICEF. Innovative communication channels that are aligned with the *EU Communication and Visibility Manual* will be sought whenever possible.

Guaranteeing high visibility of the EU Action through the production of strong material that can be used nationally and internationally and ensuring that all the elements of branding are clearly displayed and identifiable with the project communication material will be of utmost importance for this activity.

##### **3) Documentation and sharing of the experiences on social protection**

The project will highlight lessons learned of existing EU projects as well as ILO and UNICEF initiatives that contribute to the national social protection and specific focus will be given to the sharing of experiences of the final beneficiaries and demonstrating the positive impact of coordination efforts and joint activities.

The human dynamic of the social protection system will be sought to bring to attention to need for improving coordination and increase investments. Where possible, links with the global, regional and national practices and knowledge networks will be highlighted to support the communication on the project's objectives and targets.

##### **4) Information sharing of project implementation and results**

The project will seek to inform the target groups and the general public through the specific communication and visibility events such as press conferences during the dialogue events, meetings and opportunities to highlight the technical assistance being implemented by the project, high-level visits regarding social protection and events that monitor the implementation of the project by the Government, the EU, ILO and UNICEF (*e.g. press release on the Steering Committee meetings*).

Communication and awareness campaigns to address the fragmentation and promote and dialogue and coordination will be key to the success of the project.

Recognizing the role of policy and budget decision makers, individual meetings and specific events targeting the information sharing as well as advocacy points will be implemented.

## 5. Resources

The Communication and Visibility Plan will be jointly financed by ILO and UNICEF and through the leadership of the Steering Committee which will be determine the final approval for the Plan, it will be implemented jointly. Coordination with EU delegation will be sought on communication and visibility throughout the project implementation.

Communication and Visibility	ILO	UNICEF
	<b>22078.35</b>	<b>18575.76</b>

## 6. Activities, tentative calendar and budget breakdown

Output	Activities	2020			2021				2022				Budget		
		Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	ILO	UNICEF	Total
Output 1: 1. A Social Protection Policy submitted to the Government of Angola for endorsement and approval	National consultations for the validation and prioritization of the policy options						x								
	Argument for an increase in public social protection financing				x		x		x	x					
	Technical notes and documents			x											
	National Consultation Capitalisation						x	x	x	x	x	x			
	Recommendations for strengthening and extending social protection towards universal coverage		x												
	Recommendations on improving the efficiency and effectiveness of social protection spending			x											
	National consultation sessions						x								
Output 2: Coordination of the social protection system is improved	Develop advocacy for the establishment of the multisectorial national Committee			x											
	Facilitate Inter-ministerial dialogues as well as national social dialogue to discuss social protection policy options, efficiency, effectiveness and impact matters and fiscal space			x			x				x				
	Define and set up mechanisms of articulation between social protection institutions and programmes		x	x											
	National dialogue sessions						x								
Output 3: Public institutions with better capacities to improve budgeting and service delivery	Implement different capacity building activities according to previous Plan							x		x		x			
	Train the ILO Commission with the contents of the advocacy strategy to promote the extension of social security.						x	x							
	Design and support the implementation of a social security scheme for workers in informal and rural sector		x	x	x	x	x	x	x	x	x	x			
<b>Visibility</b>	Web platforms, visual supports (pictures, videos, etc.), success stories and short videos, Training at national and local levels for communicating and advocating for increased investment in social protection					x		x		x		x	20.000,00	17.000,00	
<b>Media and Press</b>	Press media and releases for dissemination of success stories, high level events, Technical notes and documents		x			x		x			x	x	2078,35	1573,00	

## 7. Evaluation

Target groups	Objectives	Indicators	Means of verification
Governance institutions	Mobilizing stakeholders	Participation in National Consultations	Minutes of meetings
	High level political support	Announcement and decisions to increase social protection	Official documents (decisions, decrees, etc.)
	Decision making	Reforms included in the new PDN in 2022	PDN draft
Technical institutions	Mobilizing stakeholders	Participation in national dialogue sessions	Minutes of meetings
	Stimulate a change	Reforms included in the new plans Mechanisms and good practices	draft documents Capitalisation documents
Beneficiaries	Mobilizing stakeholders	Participation in national dialogue sessions	Minutes of meetings
	Registration to social protection schemes and programmes	Number of registrations	Monitoring data on social protection
Project visibility	Information on the project's progress	Technical notes and documents, updated websites, video, photography, success stories	Web platforms, press, and other medias
Press and Media	Advocacy	Press conference and releases	Published materials and information