



► The Mozambican Statistical Bulletin: a best practice in monitoring the progress of the extension of social protection coverage¹

April 2021

Introduction

The ILO has been supporting Portuguese-speaking African countries (PALOP) and Timor-Leste since 2018, through the ACTION/Portugal project. This project aims to strengthen the capacity of national institutions to monitor social protection indicators and lay the foundations for the creation of comprehensive and integrated social protection statistical systems. This support is provided through training activities, experience exchanges, the creation of networking dynamics, as well as on-site technical assistance for national institutions with responsibilities in the social protection system.

Among the progress observed, Mozambique has stood out with its practice of preparing and publishing an annual National Statistical Bulletin on Social Protection. The Bulletin gathers indicators from across the country's entire social protection system, covering both contributory and non-contributory schemes.

This practice demonstrates how a low-income country can successfully develop a tool that harmonizes national data and underpins informed social protection decision-making, based on concrete and comprehensive data. In addition to contributing to defining more efficient policies for extending social protection coverage, it also allows the measurement of the progress made towards the SDG target 1.3, which concerns social protection floors.

This note aims to disseminate this good practice, feeding the debate on the critical role played by social protection statistical data and monitoring systems for countries to meet SDG target 1.3. It is based on interviews conducted with public institution executives, in Mozambique, who are involved in the production of the Social Protection Statistical Bulletin².

The Mozambican Statistical Bulletin on Social Protection originates from the Social Protection Statistics course carried out within the ACTION/Portugal project in Cabo Verde, for PALOP countries and Timor-Leste, in 2018. The course aimed to promote the creation of thematic working groups, bringing together the institutions responsible for social protection systems (contributory and non-contributory) and National Statistics Institutions. It addressed the importance of administrative statistics and challenged countries to bring social protection statistics together in a single document. The success of this training led to the development of two successive phases in 2019 and 2020.



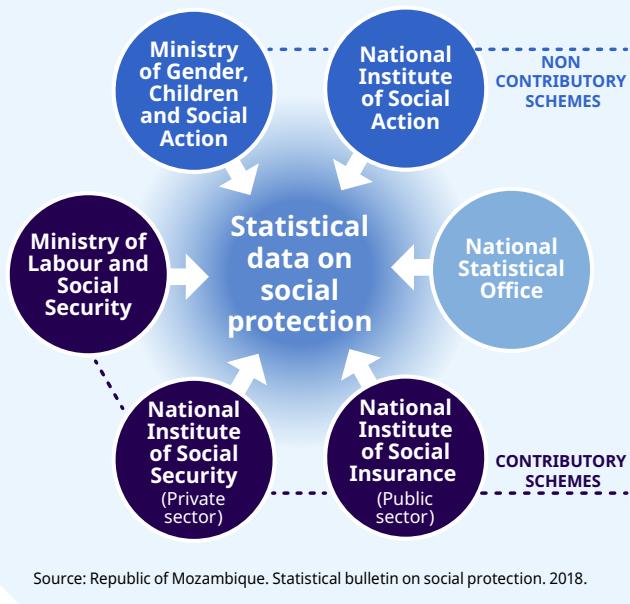
Social Protection Statistics Course-Phase 1, from 11 to 15 June 2018, Praia, Cabo Verde.

During the course, the Mozambican delegation started to outline the creation of a working group with the aim of preparing the first National Statistical Bulletin containing robust data on social protection. The group consists of six institutions, as shown in Figure 1.

¹ This note was produced within the framework of the ACTION/Portugal project to strengthen social protection systems in Timor-Leste and the five Portuguese-speaking African Countries called "PALOP", their Portuguese acronym: Angola, Cabo Verde, Guinea-Bissau, Mozambique and São Tomé and Príncipe. It was funded by the Strategy and Planning Office of the Portuguese Ministry of Labour, Solidarity and Social Security. It was prepared by Ana Carolina Vieira (ILO Geneva) and revised by Rubén Vicente (ILO Maputo), Nuno de Castro (ACTION – ILO Lisbon) and Inês Mendes (ACTION – ITC/ILO).

² Interviews were conducted with: Célio Langa (Ministry of Labour and Social Security - MITSS); Gito Mataba (National Institute of Social Action - INAS); Marcos Muanga (National Institute of Social Security - INSS) and Fabião Mundlovo (National Institute of Social Insurance - INPS).

► **Figure 1. Interinstitutional social protection statistics working group**



This group was then institutionalized, having received authorization from each participating institution to act and produce a common document.

The complete process of formulating and publishing the First Bulletin took six months and benefited from the technical and financial support of ILO ACTION/Portugal, through the ILO office in Maputo, Mozambique.

Statistical Bulletin on Social Protection

What does it contain?

The Bulletin is an annual publication that presents consolidated statistics concerning the coverage of Mozambique's social protection system over a one-year period. Its objective is to enable easy access to the most relevant data from the system, promoting the use of data to guide national strategies and policies, with the aim of improving the coverage of the system, its efficiency and the impact of programmes for the benefit of the Mozambican population, in accordance with ILO Recommendation No. 202 on social protection floors. It is based on the individual reports of the national social protection institutions. The Bulletin addresses, in a statistical and analytical way, the goals achieved, the constraints faced during implementation, as well as the conclusions and perspectives for the next periods. So far, two statistical bulletins have been published, one in 2019 with data from 2018 (figure 2) and one in 2020 with data from 2019³.

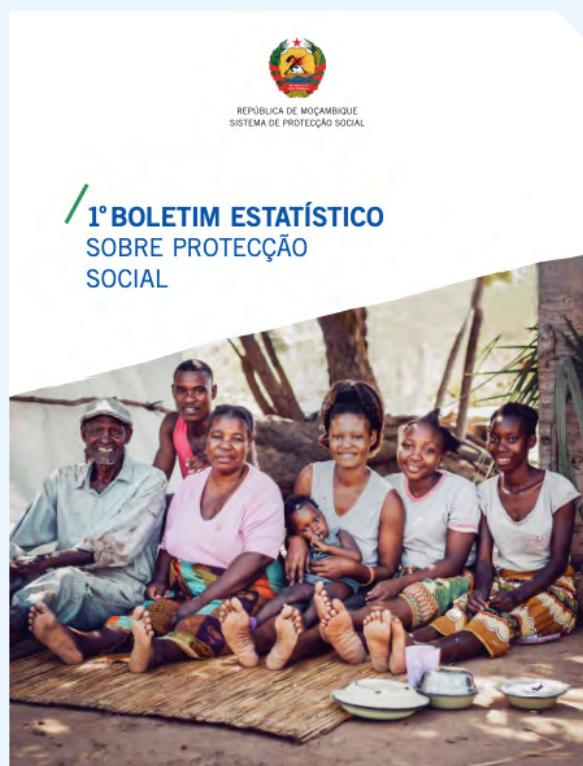
Before the course, each institution produced internal reports using statistical data from their activities, but we were not interconnected, nor did we know each other.

Marcos Muanga / INSS / Mozambique

Bulletin structure

After an executive summary, which provides the social protection system's legal framework and the purpose of the document, a brief introduction is made. This is followed by a chapter dedicated to the characteristics of the national population, covering elements such as poverty levels and the population's access to basic services. The following chapter briefly presents the schemes that make up the social protection system, listing the benefits granted by the contributory schemes, as well as the types of assistance provided by the non-contributory scheme's programmes.

► **Figure 2. First Statistical Bulletin published**



Source: Republic of Mozambique, July, 2019⁴.

³ República de Moçambique, 2019, [1º Boletim Estatístico sobre Protecção Social](#).

⁴ República de Moçambique, 2020, [2º Boletim Estatístico sobre Protecção Social](#).

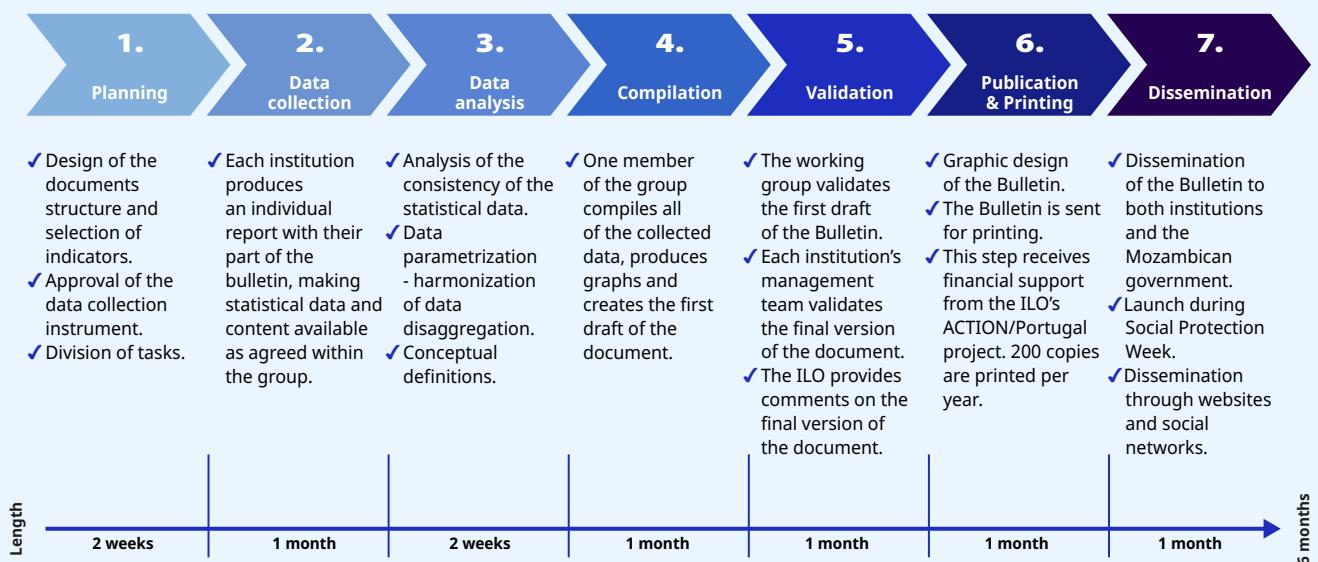
The results achieved by each of the system's schemes in the reference year are then presented, with data disaggregated by sex, province and age groups. This section also discusses the evolution of the state budget dedicated to the non-contributory scheme. The following section analyses the progress and

challenges of a specific theme (e.g. old-age social protection). The document ends with conclusions on the extension of social protection coverage, highlighting the progress made and challenges faced, and the areas that should be prioritized in the following year.

Production stages for the Statistical Bulletin

The production of the Mozambican Statistical Bulletin on Social Protection involves seven steps, described in Figure 3 below.

► Figure 3. Preparation stages for the Statistical Bulletin



Source: Prepared by the author based on interviews.

Working methodology

The Interinstitutional Social Protection Working Group for Mozambique holds face-to-face meetings for the design and analysis of data, virtual meetings and emails for validation steps and a WhatsApp group to solve urgent issues. A group leader has been defined to coordinate the work and motivate the team. Currently, this function is carried out by the representative of the Ministry of Labour and Social Security. The leadership of the group is not fixed and must be clear to ensure the success of the team's work. The ILO is part of the group with the

role of giving technical support for the drafting of the Bulletin, but it never takes the leading role. The start of planning coincides with the time when institutions have already consolidated internal data from the previous year.

Dissemination

The Statistical Bulletin is released each year during Mozambique's Social Protection Week. This event is attended by the main actors involved in the country's social protection system (at central and provincial level), representatives of other ministries (e.g. the Ministry of Economy and Finance), journalists,

civil society organizations, academics, bilateral cooperation agencies and United Nations agencies. The Bulletin is also disseminated through the Internet pages of the institutions involved, the Ministry of Labour and Social Security, the ILO Social Protection Platform, the ILO-Lusaka, the ILO-Lisbon and ACTION/Portugal (and through social networks). It should be noted that the dissemination of a National Statistical Bulletin depends on local specificities, and it is up to each country to find the best time to launch it and to define the appropriate communication channels.

Success factors

Among the factors identified as determinant for the success of this practice are those related to the characteristics of the Interinstitutional Working Group, the commitment of the members of this group and the support provided by the ILO-Maputo in the context of the ACTION/Portugal project:

1. Characteristics of the work team

- a. The team consists of high-level technicians (with similar hierarchical level) linked to the area of planning and social protection statistics.
- b. A group leader is chosen, who is in charge of the execution of the process and motivates the team.
- c. The institutions involved have previous experience in the production of internal statistical bulletins specific to their area of activity.
- d. The government takes initiatives and leadership in the implementation of the activity.
- e. The institutions involved had pre-existing data, with some level of consolidation.

2. Motivation and commitment

- a. The Interinstitutional Group's members have the synergy and willpower to make statistical bulletins a reality.
- b. Group members show flexibility in the communication methods used between them.
- c. Tasks are divided between group members.

3. Support from ILO ACTION/Portugal

- a. The support received throughout the three phases of the Social Protection Statistics Course (2018, 2019 and 2020) showed that there was a need, but also capacities for the development of a social protection statistical bulletin.
- b. The technical and financial support received from the ILO-Maputo throughout the process of drafting, reviewing, final editing, graphic design and printing of the statistical bulletins.

Challenges faced

The main challenges faced in the course of this experience were:

- ▶ Defining the content structure of the first Statistical Bulletin.
- ▶ The existence of different methods and techniques for collecting, disaggregating and processing data in the institutions involved.
- ▶ The lack of data availability and the delay in the preparation of final reports within some institutions.
- ▶ The absence of interconnection between the contributory and non-contributory social security schemes' computer systems (as this would avoid possible inclusion errors).
- ▶ Time constraints for regular meetings, information analysis and discussion.

Advantages of this instrument

A statistical bulletin covering the entire social protection system is perceived as an instrument that brings several benefits to the country, both nationally and internationally.

At national level

- ▶ The inclusion of statistical data from the contributory and non-contributory area in the same bulletin gives an **overview of the social protection system**. It also contributes to the institutions getting to know each other and establishing joint working bases.
- ▶ The picture this gives of the social protection system is fundamental evidence that can be taken into account for **national social protection strategies**, both in the contributory and non-contributory areas.
- ▶ It supports **informed decision-making** by those responsible for the design, implementation and follow-up of social protection policies.
- ▶ It allows **accelerating the design of the social protection response** to crisis situations (pandemics or disasters).
- ▶ It presents the results achieved by national institutions in fulfilling their obligations, contributing to the **transparency of public management**.

- It gives visibility to the ministries and institutions involved within the government and can contribute to **strengthening the weight of social protection** in the national political agenda.
- It promotes **national public debate around social protection**. By providing journalists and the general population with social protection data and indicators, it allows them to identify the progress made and the challenges to be faced.
- It contributes to creating a vision within the institutions involved on the relevance of this type of instrument, **motivating the production of other statistical documents** (e.g. the preparation of the publication "Statistics of Mozambican compulsory social security 1990-2018")⁵.
- It leads to social protection institutions improving the production and quality of statistical data, **boosting institutional development in the area of policy and programme monitoring** (e.g. the creation of the Monitoring and Evaluation Division at the National Institute of Social Action).
- It facilitates the **response** of National Social Protection institutions to **requests for statistical data received** throughout the year.
- It encourages the production of **academic research** in the area of social protection policies.

▶ One of the things that revolutionized INAS was this statistics course. In addition to replicating everything we learned in the local delegations, we have created a Programmes Monitoring and Evaluation Division.

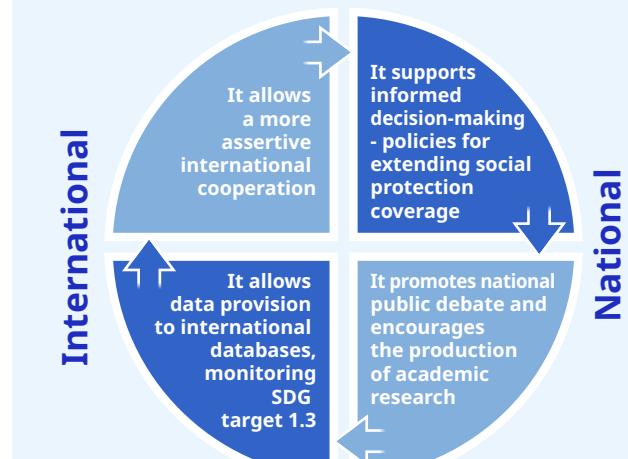
▶ Gito Amaral Mataba / INAS / Maputo.

At international level

- It allows **data provision to international databases** concerning social protection that are used worldwide (e.g. ILO's Social Security Inquiry and ILO's World Social Protection Data Dashboards⁶).
- It contributes to **monitoring the progress towards the achievement of SDG target 1.3** in the context of Agenda 2030 and the calculation of SDG indicator 1.3.1 on coverage of social protection systems, including floors.
- It increases the **confidence of bilateral and multilateral development support agencies** in the management capacity of national institutions.
- It allows a **more assertive international cooperation focused** on gaps in social protection coverage and funding.

Therefore, such an instrument generates a positive feedback process for the country (see Figure 4) that contributes to the extension of social protection coverage and achieving the SDG target 1.3.

► Figure 4. The positive feedback process generated by the Statistical Bulletin



Source: Prepared by the author based on interviews.

⁵ República de Moçambique, 2020, [Estatísticas da Segurança Social Obrigatória de Moçambique 1990 - 2018](#).

⁶ More information is available on the ILO's World Social Protection Data Dashboards, <https://www.social-protection.org/gimi/WSPDB.action?id=19>

Next steps

Recognizing the importance of an efficient, comprehensive and integrated social protection statistics system to guide and underpin political decisions, as well as to enable the monitoring the impact of social programmes, the Interinstitutional Working Group says that Mozambique will continue the publication of statistical bulletins in the perspective of permanent improvements to the instrument and the working methodology. The following are the expected short-and medium-term improvements for this process:

- ▶ **Actors involved:** inclusion of the Ministry of Economy and Finance in the Interinstitutional Working Group on Social Protection Statistics. In addition to increasing the Group's institutional weight, this inclusion will facilitate access to statistical data from other schemes that are still missing.
- ▶ **Content:** continuation of the use of the Statistical Bulletin to address a different topic in depth each year (old-age, disability, maternity, etc.).
- ▶ **Quality of statistical data:** promotion of data production with increasing quality, to ensure it is more reliable and available for decision-making in order to continue to consolidate a Social Protection Floor in Mozambique.
- ▶ **Data disaggregation:** a common and higher level of disaggregation that allows for better harmonisation of the data set (by sex, age, provinces, etc.).
- ▶ **Scope of data:** inclusion of special social security schemes (e.g. for banking, parliamentarians, etc.) in the next bulletins.
- ▶ **Work methodology:** organization of an annual intensive work "retreat" to prepare the next bulletin.
- ▶ **Sustainability:** inclusion of the production of the Statistical Bulletin in the planning of the ministries and institutions involved.
- ▶ **ACTION/Portugal support:** connection of this work in the area of Statistics with social protection monitoring systems, taking advantage, and enhancing the use of the ILO's Global Social Protection Data panel at national level.
- ▶ **Knowledge sharing and peer learning within ACTION/Portugal:** replication of this experience in other contexts, notably within PALOP countries and Timor-Leste.



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