



Social Protection in Action: Building Social Protection Floors for All

2022

Mozambique: The Mozambican Statistical Bulletin – a best practice in monitoring the progress of the extension of social protection coverage

Summary

Mozambique has made significant strides in strengthening its capacities on social protection statistics in recent years. With the support of the ILO, relevant national institutions joined forces in 2019 to produce a statistical bulletin on social protection that consolidates data on contributory and non-contributory schemes alike. This practice has since become institutionalized, guaranteeing the availability of comprehensive, harmonized, and reliable data on social protection on an annual basis.

Strengthened national capacities on social protection statistics, together with the dissemination of social protection related data, contribute to informing policy-making for social protection extension, increased transparency and accountability, better identification of key gaps, evidence-based awareness on the need to increase domestic fiscal space for social protection, more tailored support from international cooperation according to priorities, and the monitoring of progress towards the achievement of SDG target 1.3 on social protection systems, including floors.

Despite existing challenges, Mozambique's experience demonstrates that low-income countries can develop innovative statistical solutions for improving the design, implementation, and monitoring of social protection policies, fostering increased fiscal space for social protection and providing evidence on gaps and progress made on the extension of social protection.

Mozambique's social protection system strives towards the application of the guiding principles in Recommendation No. 202. More specifically, the present study explains how some of these principles have been applied, notably "progressive realization, including by setting targets and time frames", "regular monitoring of implementation, and periodic evaluation" and "transparent, accountable and sound financial management and administration".

Main Lessons Learned

- ▶ Statistical data is a fundamental component for policy and decision making in social protection, informing the design, implementation, and monitoring of social protection systems.

Social Protection Floors Recommendation, 2012 (No. 202)

SDG 1.3 aims to implement nationally appropriate social protection systems and measures for all, including floors, and by 2030, achieve substantial coverage of the poor and the vulnerable.

Social protection floors (SPFs) guarantee access to essential health care and basic income security for children, persons of working age and older persons. 187 countries have adopted the Social Protection Floors Recommendation, 2012 (No. 202), to achieve universal social protection.

Mozambique's social protection system strives towards the application of the guiding principles in ILO SPF Recommendation (No. 202). More specifically, the present brief explains how some of these principles have been applied, notably "progressive realization, including by setting targets and time frames", "regular monitoring of implementation, and periodic evaluation" and "transparent, accountable and sound financial management and administration".

- The creation of Mozambique's Inter-institutional Working Group on statistics on social protection and the annual statistical bulletins represent important achievements that the country has made in breaking the silos and strengthening coordination between relevant national institutions. They ensure the availability of regular, high quality, harmonized and comprehensive data on social protection.
- At the national level, social protection statistics can help accelerate the extension of social protection and the design of responses to crises, contribute to more transparent public finance management and administration of social protection, and feed national debates on social protection issues, including the development of strategies and policies by showing gaps and progress made. It is also a powerful tool to advocate for more and better investments in social protection.
- At the international level, it enables more assertive development cooperation focused on clear coverage gaps and funding needs, as well as provides crucial data for monitoring the progress towards the achievement of SDG target 1.3 in the context of Agenda 2030.

Introduction

The ILO has been supporting Portuguese-speaking African countries (PALOP) and Timor-Leste since 2016, through the ACTION/Portugal project. This project includes specific support 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 onsite 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. In addition to contributing to the design of more efficient policies for extending social protection coverage, it also allows the measurement of the progress made towards SDG target 1.3.

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 Bulletin.¹

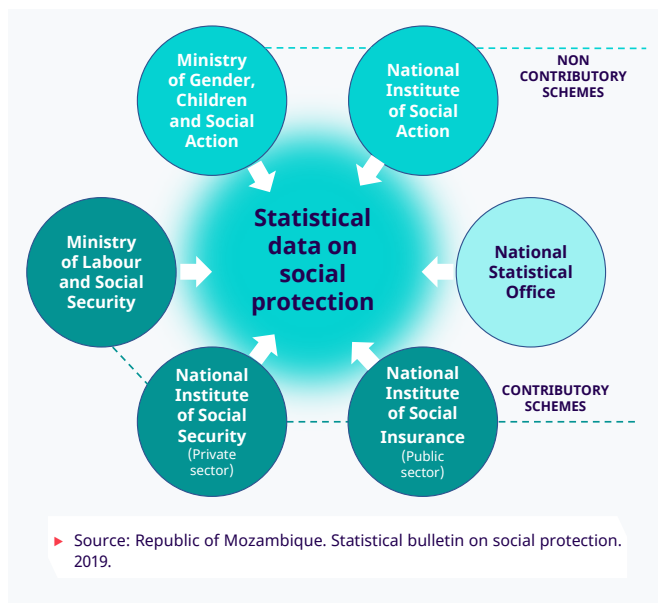
The Mozambican Statistical Bulletin on Social Protection originates from the Social Protection Statistics training course carried out within the ACTION/Portugal project in Cabo Verde, for PALOP countries and Timor-Leste, in 2018. The course aimed to promote the creation of thematic working groups, bringing 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 three successive training phases in 2019, 2020 and 2021.

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. The group consists of six institutions, as shown in figure 1, plus the ILO.

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 from ILO Office in Maputo, Mozambique, through the ACTION/Portugal project.

¹ Interviews were conducted with: Célio Langa (Ministry of Labour and Social Security – MITSS); Gito Mataba (National Institute of Social Action - INAS); Marcos Muianga (National Institute of Social Security – INSS) and Fabião Mundlovo (National Institute of Social Insurance – INPS) and Rubén Vicente (Social Protection Programme Manager – ILO Maputo).

Figure 1. Inter-institutional social protection statistics working group in 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 its impact, in accordance with ILO Recommendation No. 202. 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 recommendations for the future. So far, four statistical bulletins have been published (see figure 2), one in 2019 with data from 2018, one in 2020 with data from 2019, one in 2021 with data from 2020 and one in 2022 with data from 2021.

► **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 Muianga, 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 socio-economic 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.

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 (such as 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.

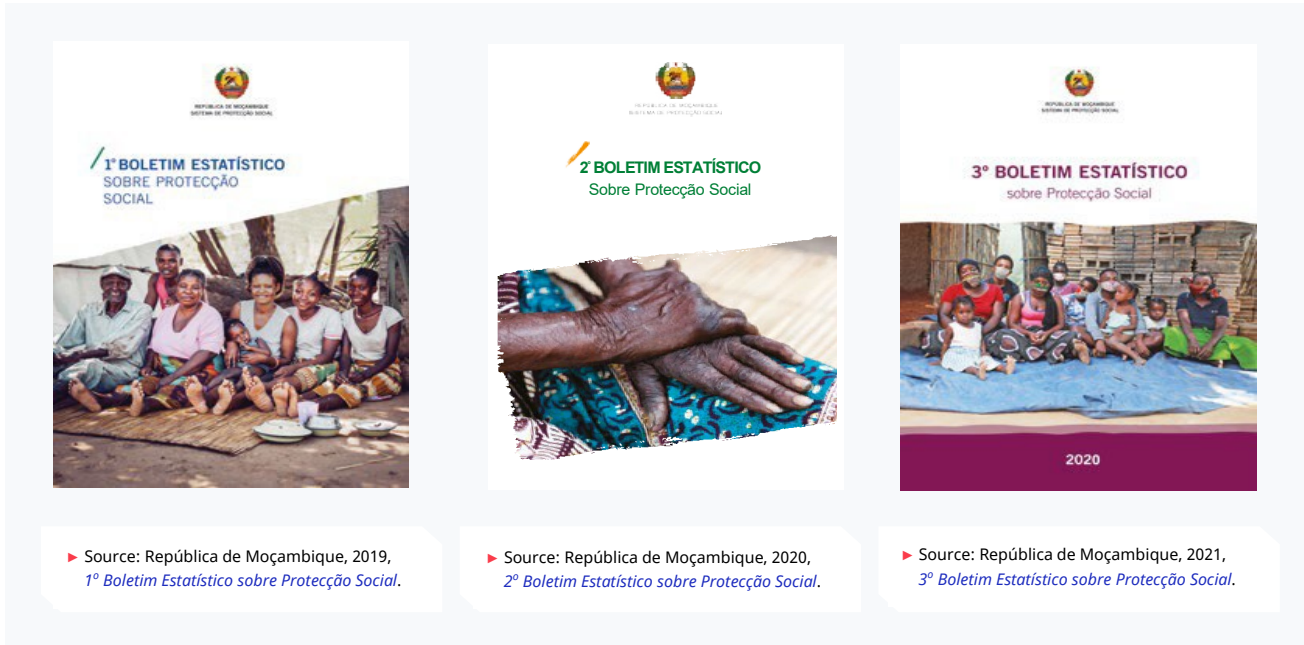
Production stages for the Statistical Bulletin

The production of the Mozambican Statistical Bulletin involves seven steps, described in figure 3 below.

Working methodology

The Inter-institutional Working Group (IWG) on Social Protection statistics for Mozambique holds face-to-face meetings for the planning of the process and analysis of data, and uses virtual meetings and emails for validation steps and a WhatsApp group to solve urgent issues. A group leader is appointed to coordinate the team. Currently, this function is carried out by the representative of the Ministry of Labour and Social Security. 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.

Figure 2. Statistical Bulletins on Social Protection published in Mozambique

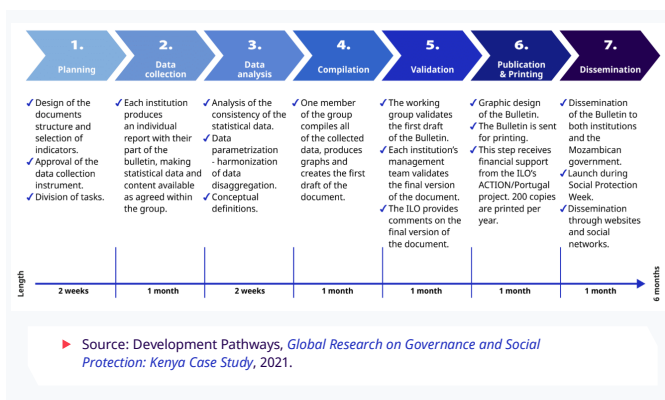


Dissemination

The Statistical Bulletin is published and launched 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 (such as the Ministry of

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.

Figure 3. Statistical Bulletins on Social Protection published in Mozambique



Success factors

Several success factors have contributed to the success of the statistical bulletin. Firstly, there was a high degree of coordination in the country. The various actors across the social protection system worked together to systematically collect statistics on the contributory and non-contributory schemes operating in the country. With respect to the IWG on social protection statistics, interviewees appreciated the presence of a group leader able to guide the work and the team, the flexibility shown by team members in the mode of communication used, and the effective division of tasks between group members.

Economy and Finance), journalists, workers’ and employers’ organizations, 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

Secondly, there was a strong level of technical support and expertise present in the country and provided by external partners. This includes the political support and technical expertise provided by the ILO throughout the process, using both national experts as well as targeted capacity-building activities. Interviewees mentioned that the technical and financial support received from the ILO Maputo office throughout the drafting, review, editing, and

design processes was crucial. Interviewees also mentioned the IWG's structure, with high-level technical staff members experienced in collecting social protection data, as a success factor. In addition, the institutions involved in the IWG were already experienced in the production of internal statistical bulletins, and this experience enabled them to effectively contribute to the drafting of the statistical bulletin on social protection, with some of the data that they had already collected previously being used to conduct new analyses.

Lastly, the statistical bulletin benefitted from momentum generated by strong political support and a sense of motivation among those involved in the activities. The national Government embraced the initiative and showed leadership in its implementation. Interviewees also noted the synergy and willpower present among the members of the IWG as a key factor that has led to the successful publication of multiple volumes of the statistical bulletin. These publications also contributed to increased awareness on the importance of data, creating a self-perpetuating effect whereby the increased availability of data leads to increased demand for the regular updating of such data.

Challenges faced

The main challenges faced during this experience were:

- 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).

Advantages of the statistical bulletin

At national level

- The inclusion of statistical data from the contributory and non-contributory area in the same bulletin provides a comprehensive overview of the social protection system. It also contributes to the institutions getting to know each other and establishing joint working bases.

- The comprehensive overview of the social protection system's coverage provided by the statistical bulletin can be useful for the development of national social protection strategies.
- It supports informed decision-making by those responsible for the design, implementation, and monitoring of social protection policies, including during crises.
- It presents the results achieved by national institutions in fulfilling their obligations, contributing to the transparency of public finance management and the administration of social protection schemes.
- It gives visibility to the ministries and institutions involved within the Government and can contribute to strengthening the importance of social protection in the national political agenda. This is extremely important given the low levels of social protection public expenditures and coverage despite the continuous but slow progress (see figure 4 and figure 5).
- It promotes and supports the 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, the challenges ahead and potential fall-backs, for instance caused by austerity measures or insufficient domestic resources allocated to social protection.

Figure 4. Spending on INAS social programme of Mozambique, share of GDP and total State budget, 2011–2020

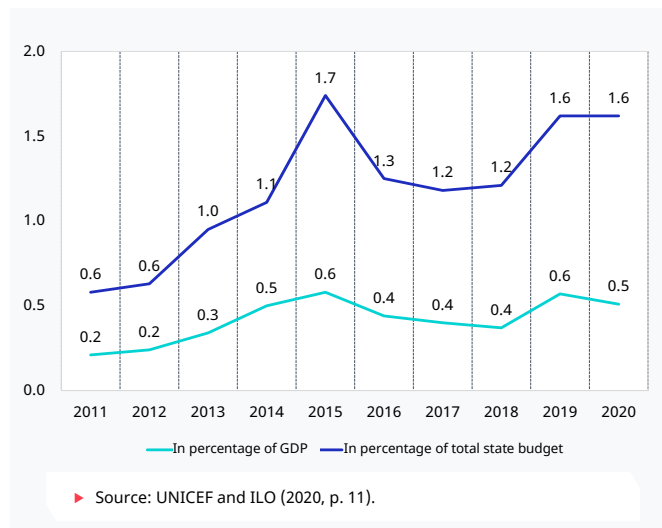
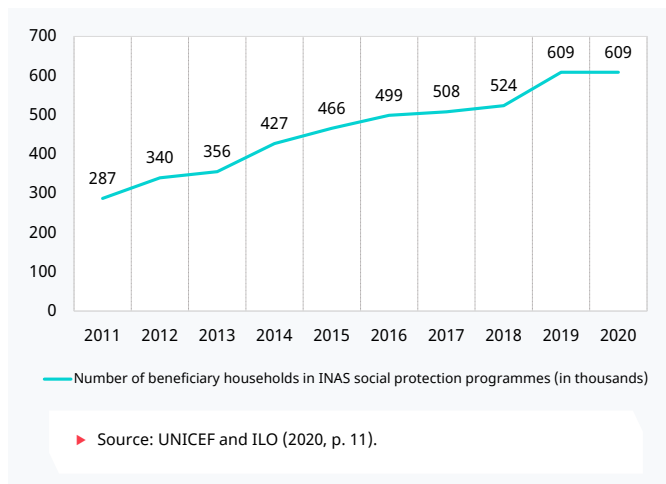


Figure 5. Number of beneficiary households in Mozambique’s INAS, in thousands, 2011–2020



- 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 (for example the preparation of the publication “Statistics of Mozambican compulsory social security 1990–2018”).

► **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 Monitoring and Evaluation Division.**

► **Gito Amaral Mataba**, INAS Maputo

- It enhances social protection institutions’ capacity for improving the production and quality of statistical data (for example the creation of the Monitoring and Evaluation Division at the National Institute of Social Action).
- It encourages the production of academic research in the area of social protection policies.

At international level

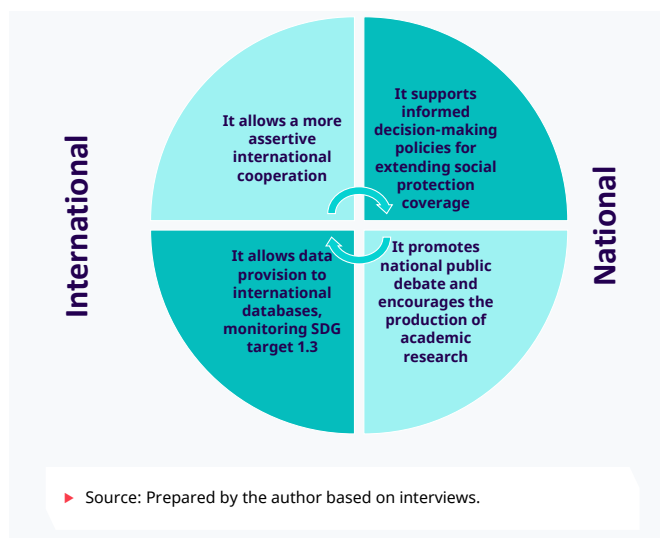
- It allows data provision to international databases concerning social protection that are used worldwide (for example ILO’s Social Security Inquiry and ILO’s World Social Protection Data Dashboards).²
- It contributes to monitoring the progress towards the achievement of SDG target 1.3 in the context 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 administrative capacity of national institutions.
- It allows a more assertive international cooperation focused on gaps in social protection coverage and funding.

Figure 6 presents the positive feedback process generated by the Statistical Bulletin in Mozambique.

Figure 6. The positive feedback process generated by the Statistical Bulletin in Mozambique



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 of the impact of social programmes, the Inter-institutional 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 Inter- institutional Working Group on Social Protection Statistics. In addition to increasing

² More information is available on the [ILO’s World Social Protection Data Dashboards](#).

the Group's institutional weight, this inclusion will facilitate access to statistical data from other schemes that are still missing.

- ▶ **Content:** in addition to providing a picture of the overall social protection system, each year's edition will focus on a specific branch of social security (such as old age, sickness or unemployment).
- ▶ **Quality of statistical data:** increase the quality and timeliness of the data produced to ensure its availability for decision makers working to institute a social protection floor in Mozambique.
- ▶ **Data disaggregation:** collect more granular data to allow for analysis on a disaggregated basis, such as on the basis of sex, age, province and so on.
- ▶ **Scope of data:** expand data coverage to include special social security schemes (for example those in place for bankers, parliamentarians, and so on) in the next bulletins.
- ▶ **Work methodology:** organization of annual work retreats to facilitate the preparation of future bulletins.
- ▶ **Work planning:** incorporate the task of producing the Statistical Bulletin into regular schedules and plans of

the institutions involved.

- ▶ **Advocacy for more and better investment in social protection:** use the Statistical Bulletin as an advocacy tool to support the mobilization of domestic resources for social protection.
- ▶ **Use of data:** continue using the Statistical Bulletin's data in microsimulations to assess the impact of social protection on poverty, inequality, and so on.
- ▶ **ILO support:** combine the data from the Statistical Bulletin with data provided by the ILO's World Social Protection Database to improve the overall availability of data for policy makers.
- ▶ **Knowledge sharing and peer learning with ILO's Social Protection Department and other ILO Member States:** provide lessons and guidance to replicate the practice in other contexts, notably within PALOP countries and other African countries as well as in the context of the UN Secretary-General's Global Accelerator on Jobs and Social Protection for Just Transitions.

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