



## Internal Mid Term Evaluation (MTE)

Evaluation Start  
and Completion data: 02 – 27/04/2012

Project No: M.250.10.139. 901 and M.250.10.139. 902

Project Title: *Project to support the Decent Work Country Program  
of Mozambique*

- Decent Work Country Program Support Project -  
Social Dialogue (MOZ0802MFLA)

- DWCP support project, components on Women  
Entrepreneurship and Women Workers' Rights  
(MOZ0901MFLA)

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Implemented by: ILO Country Office for Zambia, Malawi and  
Mozambique

## Final Report

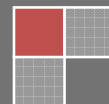
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## **4. List of Abbreviations**

BDS	Business Development Services
CCT	Consultative Labor Commission
CTA	Employer Association
EEFP	National employment and professional training strategy
DWCP	Decent Work country program
ILO	International labor Organization
INEFP	National Institute for Employment and technical training
KILM	Key labor Market Indicators
LMOS/LMIS	Labor Market Observation and Information system
MFI	Micro Finance Institutions
MTE	Mid-term Evaluation
MITRAB	Labor Ministry
MITUR	Ministry of Tourism
MMAS	Ministry of Woman and Social Action
MIC	Ministry of Industry and Commerce
M&E	Monitoring & Evaluation
PARP	Poverty Reduction Action Plan
SD	Social Dialogue
TCPR	Technical Cooperation Progress Report
UNDAF	United Nations Assistance Development Framework
WED	Women Entrepreneurship Development
WEDGE	Women's Entrepreneurship Development and Gender Equality
WOOP	Working out of Poverty
WWR	Women Workers Rights

## **5. Executive Summary**

The internal MTE took place between 2nd to 24th of April and had for purpose the assessment of the Decent work country program support project overall functional performance; the “appropriateness of design as it relates to the ILO's strategic and national policy framework” and “the effectiveness, efficiency and sustainability of project outcomes” between November 2010 to February 2012. Not included were financial reports and records, and auditing reports.

The project's overall objective consists in contributing to poverty reduction through the creation of decent jobs, women's economic empowerment and social dialogue, through women's entrepreneurship development (WED), the promotion of women workers' rights (WWRs) and the improvement of social dialogue (SD).

The evaluation methodology and criteria are fully aligned to the Terms of Reference for this assignment; they provided the guidelines for the organization of the evaluation. Evaluation process started with a desk review of key project documents provided by ILO Maputo office employing a SWOT scheme aligned to the MTE method. Based on desk review outcomes the questionnaires were designed, each of which adjusted to each of the three major categories of actors: national partners, ILO project staff located in Maputo office, and ILO backstopping located in Lusaka and Pretoria offices.

Preliminary results synthesizing the information gathered from desk review and interviews have been presented, commented and discussed during a CCT subcommittee/TAC meeting that took place on the 23 April 2012. These comments and observations have also be included in this MTE report.

Stakeholders' overall satisfaction rate with the project is positive. The successful joint project revision process led to a better alignment between the Decent Work Support project objective and work plans and national priorities. Joint revision process proved

also vital for rebuilding mutual trust<sup>1</sup>, which we consider as an important asset for a good working relationship between ILO project team and TAC.

The MTE comes to the conclusion that DWCP support project's relevance and strategic fit are both 'satisfactory'. Joint project revision process of project's strategy, objectives, target groups, geographical areas of implementation and sector focus; of Logical Framework; Activity Plan 2010-2011; and of Terms of Reference of the Project Advisory Committee (TAC) that was undertaken between April and September of 2010 created a new base for joint action, and strengthened project alignment with national priorities and also strengthened partnership relations between ILO and national partner institutions. These processes increased the significance of the project relevance.

The revised log frame is of a satisfactory quality, overall, and is actually guiding the implementation process. Implementation process is monitored at regular basis and quarterly monitoring reports are discussed during TAC meetings. Nevertheless the fact that M&E system is not yet in place, although the creation process is on course, is hampering the quality of monitoring process, and the necessary control of indicator validity is not taking place. Implementation capacity is '*satisfactory*', lying by 66% overall (status at 31/12/2011), which represents an increase of 35% compared to April 2011. Thus project management proved capable to improve implementation performance.

ILO Implementation unit is in place and functioning, although staffing process suffered from a rather late recruitment of the Project Coordinator and from the exit of the National Project coordinator of the social dialogue component due to limited resources. Currently DWCP support project's staff structure is composed of a Project Coordinator and a national project coordinator, who are also taking over the vacant tasks of social dialogue component management. The MTE considers as a positive asset the fact that the Project Coordinator has full project management responsibility for overseeing implementation. The ILO technical backstopping structure is also in place and located at Pretoria office while administrative backstopping is provided by Lusaka Country Office,

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<sup>1</sup> Apparently trust was shaken from the joint experiences of ILO's WOOP project.

and is functional. Project planning is up to date, and monitoring activities are conducted on a regular base, despite the fact that a proper M&E system is not in place, as mentioned earlier.

Tripartite Technical Assistance Committee (TAC) is in place in form of a Consultative Labor Council (CCT) subcommittee. All TAC members are also ILO/project focal points in their respective ministers and organizations, as foreseen in the TAC ToR, which is enhancing national ownership. Capacity building measures that have been conducted by DWCP support project according to ToR, have been rated as 'satisfactory'.

Nevertheless desk review and stakeholder interviews have also indicated the existence of some weaknesses related to:

- The adequacy of current TAC organization to fully assume its role as a project coordination body, - quarterly meeting rhythm of TAC does not fit with flexible implementation process management -, as well as the current form of including financial information in activity plans and monitoring reports by ILO implementation unit.
- The lack of a transition plan defining and formalizing the commitments of all parts involved for conducting planned post-project activities, required and formalized in TAC ToR's, planning an expansion of activities to other provinces and to district and local levels;
- The question of practical result and impact monitoring and evaluation.

In order to improve overall project performance, project sustainability and the probability of return of investments, as well as to further national ownership MTE is proposing the following recommendations for immediate action:



1. Improve financial information to TAC by including a budget execution – expenditure section in quarterly and annual reports, and improve and further streamline planning and M&E process
2. Redesign all project instruments in a way that they can become a template for post-project implementation management run by national partner organizations
3. Design a Project hand-over and a post-project plan in a timely manner and formalize contributions and responsibilities for the post-project phase
4. Strengthen effectiveness of tripartite TAC project coordination by upgrading ILO implementation unit to technical TAC secretariat with executive powers and responsible for technical coordination, M&E, and agenda setting in order to reduce transaction costs
5. Draw a DWCP support project master plan, implement sustainable M&E system and design M&E plan, including provisions for post-project result and impact M&E.

With regard to lessons learnt MTE identified the following issues:

1. Take into account national ownership concerns at all stages of project planning, implementation and M&E. The joint DWCP support project review can serve as an example.
2. Project design: Proximity should prime in particular in cases where project coordination and project implementation are facing a language barrier as in the case of the DWCP.
3. Capacity building of national partner organizations is paramount, including provisions for the sustainability of capacities built.

4. Project hand-over: Project design should always include provisions for a project hand-over plan, define and provide resources for organizing post – project activities, under national management and type and amount of ILO support.
5. End current DWCP support project by 2012. In order to achieve sustainability it is recommended to hand over full project management to national partners. Tripartite coordination structure TAC should be maintained, but it should be supported by a TAC Technical secretariat, which should benefit from ILO technical support.

## **6. Body of Report**

Decent work country programs constitute a main arm of interventions for promoting ILO's key strategic goals: promoting equal opportunities for women and men in order to obtain decent and productive work in conditions of freedom, equity, security and human dignity. Decent work programs are organized around four key strategic areas, building the "Decent Work Agenda", which streamline ILO's technical support and assistance to member countries when required. These four strategic objectives are: promoting and realizing standards and fundamental principles and rights at work; creating greater opportunities for women and men to secure decent employment and income; extending the coverage and effectiveness of social protection for all; and strengthening tripartite action and social dialogue.

DW Country programs are always implemented through strong participation of national social partners representing key ministries, such as labor, women, and others, employer organizations and syndicates, in order to reach agreement on DWCP outcomes and promote national ownership.

Decent work country program support project (DWCP) was created to actively support the DWCP in its two key areas: social dialogue and promotion of gender equity through measures leading to legal, economic empowerment of economically active women in

formal and informal labor markets. In line with ILO's core principal strategy of promoting tripartite approaches, the project has the purpose of building and develop the capacity of Government, workers' and employers' organizations to support women workers' access to their rights, in sustainable ways.

In Mozambique, the ILO's decent work program (DWCP) has been organized around existing national priority areas: the promotion of policies, legislation action plans, strategies and resources for facilitating the creation of decent employment opportunities for women, youth and people with disabilities, people living with HIV; support to the creation of an effective and functioning labor market information system (LMIS); strengthening and expanding the role of social dialogue as a mechanism for decision making and conflict resolution; and, last but not least, promoting the establishment of HIV and AIDS workplace policies in formal and informal work relationships, and in partnership with national and international stakeholders.

The Mozambican Decent Work support project has been created and designed in alignment to national strategies and policies, such as the Governments overarching national development strategies, such as Poverty reduction plans (PARPA II, PARP 2010-2014), the Employment and Vocational Training Strategy (EVTS), the National Gender Policy, and the National Plan of Action on Disability. On the other hand, the DW support project is part of the United Nations Development Assistance Framework 2007 – 2009 (UNDAF) that was extended to 2011, and represents the common strategic framework for the operational activities of the UN system in Mozambique, and its 'delivery as one' approach.

The specific purpose of the DWCP support project is defined in the ToR's for TAC, as well as key target groups and key agencies. *"The ultimate or intended beneficiaries of the project are: Women intending to or engaged in enterprise development (as potential or existing women entrepreneurs); Women working in both the formal and informal economies; Women with disabilities; Government, in particular the Ministry of Labor (MOL), and the Trade Unions Organizations "Organização dos Trabalhadores de*

*Mozambique OTM-CS and Confederação Nacional dos Sindicatos Independentes e Livres de Moçambique (CONSILMO), the two main umbrella workers' organizations and the Confederação dos Trabalhadores (CTA), the umbrella employers' organization. The project will have a geographic focus on three provinces of Mozambique, namely Maputo Province, Sofala Province and Nampula Province, where there are existing structures and approaches established by local stakeholders with technical support from the ILO. However, the project must contribute to build the technical capacity of the same structure of ILO Social Partners located in the other provinces of these sub-regions.”<sup>2</sup>*

DWCP support project was originally scheduled to be implemented between August 2008 to December 2011 and benefitting from financial support from Flemish government. due to changes in project implementation, notably caused by the need for revision of key aspects in project design, effective project start was delayed until the 25<sup>th</sup> of October 2010. In 2011 a decision was made and approved to extend project phase until the end of 2012.

## **6.1. Background on Evaluation**

The purpose and scope of this MTE have been defined in the MTE ToRs, urging that it should focus on the “*appropriateness of design as it relates to the ILO's strategic and national policy framework*” and include evaluation of “*the effectiveness, efficiency and sustainability of project outcomes.*” The ToR further state that the MTE findings should “*contribute to further improving the methodologies applied and provide lessons learned for the key stakeholders of the project and the ILO for the continuation of the activities of*

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<sup>2</sup> Decent Work Country Project Support. TOR's of the Technical Advisory Committee (TAC) of the project. DWCP objectives are in line with the Employment and professional strategy defending that decent work aims at promoting equal employment opportunities for men and women under conditions of freedom, equal rights, conditions of security and respecting human dignity. For this purpose decent work includes the respect of principle of labour rights, social protection and social dialogue, and is considered as a major exit from poverty. República de Moçambique/Conselho de Ministros (2006), *Estratégia de Emprego e Formação Profissional em Moçambique 2006-2015*, aprovado pela 5<sup>o</sup> Sessão Ordinária do Conselho de Ministros de 14/03/06, p. 7

*the current project and future efforts to support the promotion of Decent Work in Mozambique.*"<sup>3</sup> This definition of focus was paramount for execution of this MTE.

During evaluation process MTE team noticed a good capacity in overcoming problems notably through the successful realization of the project revision process during March and September of 2010. This fact has been interpreted as a high degree of task commitment and of practical problem solving capacity of all stakeholders involved. It was also possible to regain mutual trust, which is a vital for a good functioning tripartite management structure.

ILO offices in Maputo, Pretoria and Lusaka are clients of this internal MTE. The report's main audience are the Flemish government, and of course the TAC members and their respective organizations.

The MTE was coordinated by Mrs. Belinda Chanda Programme Officer ILO Country Office in Lusaka, and was conducted by Mrs. Lucrecia Wamba, and Mr. Peter R. Beck from Delphi Research and Consulting EI. MTE started at 2<sup>nd</sup> of April and ended on the 15<sup>th</sup> of May, date of submission of the final MTE report.

We take the opportunity to express our gratitude and satisfaction to all stakeholders for their participation in the MTE.

## **6.2. Methodology**

The methodology applied for this MTE followed in detail the orientations and order expressed in ToRs, that is: initiating MTE by a desk review of documents provided by ILO Maputo office; assessing as far as possible project results reached until February

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<sup>3</sup> ILO (2012), Terms of Reference: Internal Mid Term Evaluation (MTE)

2012<sup>4</sup>; include an internet desk review of complementing documents. A number of key documents were consulted for the MTE including UNDAF 2007 – 2011& 2012 – 2015, and key ILO documents such as Gender Equality at the heart of Decent Work (2009), and ILO's technical Committee's Implementation of decent work country programs from 2008. Relevant national policy documents, such as poverty reduction plan (PARP), Five year government plan, and Employment and Professional Training Strategy (EEFP) were also used as reference. MTE also consulted other key documents considered as relevant.

A second practical outcome of desk review consisted in designing the instruments for interviews with TAC members, ILO project staff, and back-stoppers in ILO Lusaka and Pretoria offices. For each of these, specific questionnaires were developed and designed for conducting semi-structured interviews, combining closed and multiple choice with open-end questions. Special attention was paid to achieve analytical comparability of opinions expressed.

The selection of interview partners followed the recommendation of ILO project team, nonetheless, and in order to reduce the risk of bias, great attention was paid to the fact that representatives from all sitting TAC organizations were included depending on their availability (See interview list in appendix 7.2) All ethical norms guiding social research have been respected.

Based on this information, MTE team presented preliminary findings to TAC members including ILO project staff team on the 23<sup>rd</sup> April 2012 during an extraordinary CCT/TAC meeting. The discussions and observations that came up during this meeting have also been included in this MTE, completing its 'findings' and the formulation of its 'recommendations'.

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<sup>4</sup> According to ToR MTE should cover the period between November 2010 to February 2012. Actually data of project progress have been available only until the end of 2011.

Of course, mid-term evaluation would have become more complete if beneficiary analysis would have been included, but this would have impacted on evaluation costs and time.

### **6.3. Main Findings**

The findings are organized under five topics: Relevance and strategic fit, Validity of design, Project progress and effectiveness, Effectiveness of management arrangements and efficiency of resource use, and Sustainability. Lessons learnt will be presented in the following chapter 7.

#### **6.3.1. Relevance and strategic fit**

The MTE comes to the conclusion that DWCP support project's relevance and strategic fit are satisfactory. First, as a result of mentioned joint revision process the project objectives and areas of intervention are aligned with national strategies and the priorities of partner organizations. The project strategy to reach all the country through three regional provinces (Maputo, Sofala and Nampula) proved effective for sustainability and scale up. As example, more than 300 beneficiaries were trained in social dialogue. The project has the basic requirements for its planned expansion to district/ local level intervention, after 2012. A national network of actors around the DWCP has been created and established.

Secondly, project is aligned with national development plan (PARP III) and UN programs under the general UNDAF framework<sup>5</sup>, where the DW support program constitutes the key vehicle for delivering and contributing to the Global Decent Work Agenda.<sup>6</sup> The satisfactory character of project relevance and strategic fit is shared by a

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<sup>5</sup> It is fully aligned with Outcome 2, output 2.4 in current UNDAF 2012-2015.

<sup>6</sup> The approximately USD 2 million currently available for the DWCP is provided through the Government Budget (Common Fund); and through ILO projects in the field of Enterprise Development, particularly for Women (donors: Flanders; Norway; MDG-F Spanish funds; One

large majority of all project stakeholders interviewed who rated project relevance as '*significant*', and strategic fit as '*very good*.'

Nevertheless, it is also worth noting that this articulation has not yet received its necessary expression in the results framework. For this to happen DWCP project result and impact indicators should clearly make visible their articulation with complementary programs and policies intervening in the same areas as the three DWCP support project components, which are Women's Entrepreneurship, Women Workers' Rights, and Social Dialogue.

#### 6.3.2. Validity of Design

Joint projected revision also stretched to the revision of project design. The project log-frame has been redesigned in order to match national partners requests. Revision process did cause some delays in project start and implementation progress, but Flemish Government's decision to extend project phase until end 2012 increases the probability that all project output goals will be met.

As a result of project revision process in 2010 a revised and consolidated work plan 2010 – 2011 was established and approved.<sup>7</sup> This two-year work-plan attached to the revised Log-Frame and endorsed by all stakeholders demarcates the broader roadmap for the implementation of project activities. For 2011, the roadmap was further specified in an annual work-plan as soon as the project TAC was established. For 2012, the finalization of the annual work-plan was delayed until the end of the 1st quarter due to extended negotiations with tripartite local stakeholders. This delay is regrettable but explained by the unique nature of the project where activities are only implemented

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UN Fund); Women Workers' Rights (donors: Flanders, One UN Fund); Social Protection (donors: Portugal, Sida, One UN Fund) and Social Dialogue (donors: Flanders; One UN Fund).

<sup>7</sup> Revised and consolidated work plan 2010 – 2011 of the DWCP support project, funded by Flemish Government, Component Women Entrepreneurship Development (I), Women Workers Rights (II) and Improve Social Dialogue(III), Maputo, 7<sup>th</sup> of September of 2010



once consensus among tripartite stakeholders has been reached. This plan has meanwhile been updated for 2012.

Revised log frame is of an overall satisfactory quality – besides the lack of clear articulation allowing linking impact indicators with other programs - and to guide implementation process. Progress monitoring process is happening, although still hampered by the fact that a M&E system and plan are not yet in place. The MTE recommends that M&E system design should review DWCP result framework in order to improve the definition of result and impact indicators, including a more precise definition of target group goals through a systematic desegregation by gender and geographic location. It should also review articulation of result and impact indicators with complementary programs. Current Impact indicator definitions need to be revised and better aligned with project goals. Improved indicator design is also vital for conducting impact M&E.<sup>8</sup> This technical indicator revision process should become part of the current M&E system design process.

Nonetheless, and besides the still outstanding M&E system and plan, MTE noticed that project work plan, representing the planning framework plan, this has not yet been transformed into a project master plan, which would allow using a project planning software. Master plan design and project planning software strengthens project cycle

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<sup>8</sup> From MTE perspective Impact indicators 1,4,5 are result indicators. Impact indicator 2 definition is too complex and therefore lacking clarity. Impact indicator 3 = an output indicator. The use of a criteria such as “Increase in” need to define its baseline. See CREAM criteria for defining “good indicators”, requesting that definitions must be ‘clear and unambiguous; relevant and appropriate; economic in terms of availability at reasonable costs, adequate to what to assess, and ‘monitorable’, that is amenable to independent validation. Jody Zall Kusek & Ray C. Rist (2004), Ten steps to a result based M&E system, The World bank, Washington D.C., p. 68. Impact indicators have to be capable of assessing “*positive and negative (...) long term effects produced by a development intervention, directly and indirectly, intended or unintended.*”, *ibid.*, p. 226. Impact M&E in particular raises the attribution problem, that is the capacity of ascribing ‘causal links between observed changes and specific interventions., *ibid.*, p. 223. See also ILO (2012), Policy Guidelines for Results-Based Evaluation, Geneva defining impact evaluation for DWCP as The assessment of “*the extent to which significant impact is being made towards decent work and related Country Program Outcomes set in the P&B.*” *Impact assessments “Feed into country tripartite dialogue on impact, effectiveness and relevance of ILO action at the country level.”* ILO (2012), *ibid.*, table 1.

management capacity and represent a valid return of capital investments. Also, even more importantly, project design did not include or made provisions for project hand-over and post-project phase. The non-inclusion of these type of provisions puts at risk project sustainability in terms of expansion of activities and expected results and impacts, and consequently in terms of the return of capital investments.

### 6.3.3. Project progress and effectiveness

Assessment of project effectiveness can only refer to its implementation capacity due to the current status of project cycle where implementation of activity plan is still paramount.

Desk review, which did not include financial and audit reports. While the annual report covering the period between January 2010 to April 2011 still registered an unsatisfactory implementation rate of 31%, most recent second semester progress report of 2011 (July to December of 2011) reveals a significant increase of overall implementation rate of 66%.<sup>9</sup> (Status at 31/12/2011). This is an increase of 53%. Good progress has been achieved with regard to objectives 1, and 2. In objective 3 progress was lesser but still significant compared to the stand of April 2011. Objective 4 register lowest implementation progress.

Second semester implementation progress report of 2011 reporting progress against the four immediate objectives in the work-plan reveals a quite heterogeneous results as reported in following table.

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<sup>9</sup> ILO output classification: “**Satisfactory**: Implementation of the majority (60-80%) of outputs is on schedule as envisaged in the implementation plan and the majority (60-80%) of indicator milestones has been met : See ILO 2<sup>nd</sup> Semester Technical cooperation Progress Report 2011.

Table 1: implementation progress rating in % by project outputs (status at January 2012)<sup>10</sup>

<b>Immediate Objective</b>	<b>Outputs</b>	<b>Achievement rate at 31/12/2011</b>	<b>Achievement rate at 30/04/2011</b>
Immediate Objective 1: Promote within the Mozambican society a mindset that recognizes the role of women in the workplace and provide support to their actions as entrepreneurs and as workers;	Output 0: Establishment of the Project Management Unit (PMU) and the Project Steering Committee, development of sector profiles and target group profiles, validation of the project strategy, - priority sectors and- target municipalities, completion of the output and outcome indicator catalogue	100%	100%
	Output 1.1. (WWR's): Increased public awareness about the role of women in the world of work	85%	60%
	Output 1.2. (WWR's + WED): Increased recognition of the Women workers' rights (working in informal and formal sector) and in particular among the Commerce and Tourism stakeholders through the ILO Conventions n°100 & n° 111.	75%	15%
Immediate Objective 2: OBJECTIVE N° 2 To create a more conducive policy environment within which the tripartite constituents can play an effective role in promoting and protecting women workers' rights and where applicable promoting their potential as entrepreneurs, thus making gender equality a reality in their policies and operations.	Output 2.1 (SD) Strengthened capacity of Consultative Labor Commission-CCT North, Centre and South in social dialogue mechanisms to deliver services to tripartite constituents.	70%	65%
	Output 2.2. (WED+ WWR's): Increased knowledge base of policy level stakeholders about dialogue driven approaches and tools to promote women workers' rights (to promote ratification of 2 ILO conventions on <i>Maternity Protection</i> and <i>Workers with family responsibilities</i> ) and women's entrepreneurship	65%	60%
	Output 2.3. (WED+SD+WWR's) Tripartite constituents and selected other stakeholders have increased outreach and representation among women workers and women entrepreneurs both in the informal and formal economy, including women with disabilities and women infected or affected by AIDS	85%	20%

<sup>10</sup> ILO: Technical cooperation progress report 01/2011 – 12/2011, 3<sup>rd</sup> progress report prepared by Igor Felice, Amélia Bazima, Ernesto Chamo, Maputo (no date).

Immediate Objective 3: Strengthen the capacity of local organizations to provide services to support women workers and entrepreneurs, taking into account the educational levels of each target group in business development services;	Output 3.1. (WED): Strengthened the capacity of local organizations and tri-parities partners to deliver sector-specific functional skills training services that are tailored toward the needs of emerging women entrepreneurs at the grassroots-level	90%	20%
	Output 3.2. (WED): Sector specific vocational skills training services geared towards women employed by SME	40%	0%
	Output 3.3. (WED): Innovative training services and delivery approaches among BDS organizations with a mandate to reach out for women	30%	0%
Immediate Objective 4: Educate working women and entrepreneurs on their rights and responsibilities in the workplace, and empower them to take advantage of the mechanisms, existing structures and institutions in order to conquer their place by the man's side in the world of work.	Output 4.1.(WED): Referral schemes run through employers' and workers' federations at province level that link women owner-managers of Commerce and Tourism SMEs and their employees to BDS providers	20%	15%

This comparison above shows that despite progress achieved for outputs 3.1 and 3.2, implementation rate is still '*not satisfactory*',<sup>11</sup> and no progress had been achieved in output 4.1. ILO 2<sup>nd</sup> Semester progress report 2011 explains delays by poor implementing performance of partner organizations (constituents or private entities), by difficulties in inter-agency coordination, and by delayed TAC decision making process that is not adjusted to project management. A disaggregated assessment of implementation progress reveals that achievement rate of objective 1 related outputs increased by 32%; of objective 2 by 26%, of objective 3 by 46%, and of objective 4 by

<sup>11</sup> ILO rating standards: *Very unsatisfactory* Few (<40%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only a few (<40%) indicator milestones have been met. See ILO TCPR.

4%. The following table provides a more detailed representation of the status of output delivery until February of 2012.

Table 2: Status of Output delivery by key activities<sup>12</sup>

<b>Output 1.1.: Increased public awareness about the role of women in the world of work</b>		
1.1.1.	10 service providers working in the field of women workers rights identified and enrolled with the project activities (3 Nampula, 3 Sofala and 4 Maputo);	Achieved
1.1.2.	1 communication strategy adopted by all the stakeholders involved with the dissemination of ILO Conventions nº 100 and nº 111;	Achieved
1.1.3.	ILO conventions nº 100 and nº 111 translated into the 3 main local languages, with 300 brochures and 100 posters each produced each in Macua, Sena and Changana	In progress
1.1.4.	1 TV debate and radio programs	Not yet achieved
<b>Output 1.2. Increased recognition of the rights of women workers</b>		
1.2.1.	One assessment on how to revise national legislation on women workers rights in response to ILO Conventions nº 100 & nº 111	Achieved
1.2.5.	3 Regional workshops (Maputo, Sofala and Nampula with the participation of the other provinces) to disseminate the findings	In progress
1.2.6.	Brochures and case studies documenting the role of women in the world of work	Not yet achieved
<b>Output 2.1. Strengthened capacity of CCT North, Center and South in social dialogue mechanisms to deliver services to tripartite constituents</b>		
2.1.1.	At least 10 service providers operating and working in women workers rights enrolled in the project activities (3 Nampula, 3 Sofala and 4 Maputo);	Achieved
2.1.3.	3 Regional workshops (Maputo, Sofala and Nampula with the participation of the other provinces)	In progress
2.1.4.	12 computers and 6 printers provided to CCT (4 Nampula and 2 printers, 4	Achieved

<sup>12</sup> Source: ILO Project Management team. It should be noted that during stakeholder interviews MTE team could observe that TAC members had a rather incomplete perception and knowledge of the progresses achieved in terms of output delivery despite the regular progress reports that were submitted.

	Sofala and 2 printers and 4 Maputo and 2 Printers);	
2.1.5.	1 study on collective bargaining on minimum wage by sectors or assessment implemented	Achieved
2.1.6.	3 Regional workshops (Maputo, Sofala and Nampula with the participation of the other provinces) for findings dissemination	Achieved
2.1.7	3 Regional workshops (Maputo, Sofala and Nampula with the participation of the other provinces) for findings dissemination (activity related to 2.1.8)	Not yet achieved
2.1.8.	1 study on Labour Law implemented.	Achieved
<b>Output 2.2. Increased knowledge base of policy level stakeholders about dialogue driven approaches and tools to promote women workers rights (with particular emphasis on the ILO conventions on Maternity Protection and workers with family responsibilities) and women Entrepreneurship</b>		
2.2.2.	1 national ( or 3 Regional workshops)	In progress
2.2.3.	1 study on women involved with the cashew nut sector in Nampula, Maputo and Gaza;	Achieved
2.2.4.	National tripartite workshop to validate the study	Achieved
2.2.6.	400 brochures advocacy materials produced; 1 debate promoted in the TV and in at least 3 community radios	Not yet achieved
2.2.7	One gender desk established under Ministry of Labor	Achieved
2.2.8	One gender desk established under Ministries of Commerce and Tourism	Achieved
2.2.9	1 national ( or 3 Regional )workshops-Support the dissemination of already existents studies and documentation on women entrepreneurs in Mozambique	In progress
2.2.10	1 study or action research implemented	Achieved
2.2.11	1 national tripartite workshop to validate and disseminate the information generated	In progress
2.2.12	1 national workshop, Brochures, Publication on Website	In progress
2.2.13	1 marketing campaign developed and adopted	In progress
<b>Output 2.3. Tripartite constituents and selected other stakeholders have increased outreach and representation among women workers and women entrepreneurs both in the informal and formal economy, including women with disabilities and women infected or affected by AIDS)</b>		

2.3.1.	At least 150 representatives from ILO Constituents and other relevant partners trained in Social Dialogue related subjects	Achieved
2.3.2.	75 women members of COMUTRA benefiting from training;	In progress
2.3.3.	1 bi-platform established for WWR's promotion;	Not yet achieved
2.3.4	20 CCT members trained.	Achieved
2.3.5.	1 FAMOS and 1 Gender Audit TOT for representatives from CTA, MITRAB, OTM and CONSILMO	In progress
2.3.6.	At least 6 women associates of informal sector in business that will request to be affiliated to CTA and ACTIVA.	Not yet achieved
2.3.7.	3 events supported	Achieved
2.3.8.	Study tour reports;	In progress
2.3.9.	ILO tripartite partners from provinces participating in the II National Conference of Women and Gender Equality in Mozambique event.	Achieved
2.3.10	A fully operational network of trainers on women equality and gender issues.	Achieved
<b>Output 3.1. Sector-specific functional skills training services that are tailored toward the needs of emerging women entrepreneurs at the grassroots-level</b>		
3.1.1.	9 service providers (3 Nampula, 3 Sofala and 3 Maputo	Achieved
3.1.2.	9 service providers disseminating widely the tools GET-AHEAD and SIYB	In progress
3.1.3.	150 emerging entrepreneurs reached with SIYB (in the 3 provinces in Commerce sector); 100 emerging entrepreneurs reached with SIYB in Creative Industries (in the 3 provinces in Tourism sector)	In progress
3.1.4.	150 emerging entrepreneurs reached with GET-AHEAD (in the 3 provinces in Commerce sector);	In progress
3.1.5.	9 service providers refreshed in SIYB and GET-AHEAD	In progress
<b>Output 3.2. Sector specific vocational skills training services geared towards women employed by SME</b>		
3.2.1.	100% of service providers reached with information dissemination campaign have increased comprehension of the qualifications	In progress
3.2.2.	Service providers aware of gender issue in training packages	Achieved
3.2.3.	12 Officials trained from INEFP, IPEME and other BDS providers on the use of Vocational training packages;	Achieved

3.2.4.	1 ToT with the participation of trainer from Nampula, Sofala and Inhambane	In progress
3.2.5.	4 meetings with INEFP for capacity building 1 strategic plan of mobile units of INEFP in place	In progress
3.2.6.	100 women referred to WEDGE for training and technical assistance;	Not yet achieved
3.2.7.	100 women referred to MDG-F for training and technical assistance.	Not yet achieved
3.2.8.	Monitoring and evaluations of training inputs	Not yet achieved
<b>Output 3.3. Innovative training service delivery approaches among BDS organizations with a mandate to reach out for women</b>		
3.3.1.	1 MFI identified in Nampula for financing economic activities for the beneficiaries of project's training	Achieved
3.3.2.	1 Fund operational	In progress
3.3.3.	1 MFI promoting services for the WED target groups.	In progress
3.3.4.	2 MFI's promoting services for the WED target groups; 2 MFI's providing training to the WED target groups;	In progress
<b>Output 4.1.(WED): Referral schemes run through employers and workers federations at province level that link women owner-managers of Commerce and Tourism SMEs and their employees to BDS providers</b>		
4.1.1.	At least 9 women associations benefiting from different services (3 Nampula, 3 Sofala and 3 Maputo)	Achieved
4.1.2.	100 beneficiaries trained in Get-Ahead referred to the MFI	In progress
4.1.3.	100 beneficiaries trained in Get-Ahead referred to INEFP for vocational training;	In progress
4.1.4.	50 beneficiaries	In progress
4.1.5.	250 jobs emerging by SME in the priority sectors.	In progress

ILO implementation unit rates the probability of meeting the majority of immediate objectives as 'high'. MTE comes to the conclusion that due to Flemish government's



financial commitment reaching until end of 2012, there is a high probability that most of these objectives can be met in time, but only in terms of achieving planned outputs.

On this background DWCP support project's contribution to the decent work outcomes consisting in improving conditions for enterprise creation and growth with a view to generating Decent Work; state capacity development to apply international labour standards and institutional strengthening for social dialogue is rated at rather high 80%. Nonetheless this overall good performance is tainted by the inability to achieve significant progress regarding immediate objective 3, Strengthening the capacity of local organizations to provide services to support women workers and entrepreneurs. ILO project team is positive that the outstanding activities, in particular related to immediate objective 3 and 4, can be implemented within 2012. Considering the significant increase in implementation capacity, reported above, MTE has found no reasons to doubt this assessment.

As has been stressed, at this stage is it possible to assess project effectiveness only in terms of its capacity to deliver, but not in terms of its capacity of meeting its results. When results are reported, based on interviews with women beneficiaries of information campaigns on women rights and services, they refer to raised awareness but due to a lack of baseline data, do not allow measuring in how far these information campaigns did contribute to this raise in knowledge in awareness, nor how sustainable these effects actually are. The MTE team recommends to include assessment of state of awareness prior to all awareness raising measures.<sup>13</sup> Indeed it is the capacity to meet project results that will decide on the strategic validity of project approach and its capacity to produce the expected effects and changes in target groups and target group environments.

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<sup>13</sup> With regard to immediate objective 1, for example the promotion of a new mindset on the economic role of women, 2<sup>nd</sup> semester 2011 TCPR reports that *"a sample showed that 52 % of people who benefited from the awareness campaigns increased their understanding of rights of women workers"*, but admits that it is not possible to measure the impact of the information campaign due to the fact that *"no data available about the target audience before the campaigns."* It should be noted that apparently this is the case in all result assessments.

6.3.4. Effectiveness of management arrangements and efficiency of resources use

ILO implementation unit has gained in strength through the employment of a project coordinator in mid 2011. ILO implementation unit role is defined in ToRs for establishing TAC; according to which it plays the role of “*TAC unity of implementation*” that is located at the ILO Office.<sup>14</sup>

Current ILO DWCP management structure comprises of a Project Coordinator, recruited in July 2011, and a National Project Coordinator. The Social Dialogue coordinator had ceased her duties in January 2012. The current division of tasks is as follows:

- Project coordinator assumes overall project implementation management, but is also coordinating Women Entrepreneurship Development component 1 (WED).
- Women Workers Rights’ component 2 (WWR) is managed by a National Project Coordinator.

Both project staff are currently jointly managing the Social dialogue component management (SD). For all three project components have been nominated back-stoppers from the Decent Work Team in Pretoria, whereas Lusaka office is responsible for the administrative backstopping of the DWCP support project.

Technical Advisory Committee (TAC) is organized as a CCT subcommittee, chaired by CCT general secretary has a tripartite management structure. Various Ministries are represented, Workers, and Employer organizations.<sup>15</sup> The TAC is supposed to convene regular meetings on a quarterly basis, however the MTE notes that the TAC did not

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<sup>14</sup> This is according the ToRs instituting Technical Advisory Committee, defining that “*TAC unity of implementation will be located at the ILO Office, where the technical team of the project is located.*” Decent Work Country Program Support Project: ToR of the Technical Advisory Committee (TAC), Maputo 29<sup>th</sup> July 2010, § 12

<sup>15</sup> See § 5 of TAC ToRs

convene regularly during the period November 2011 until February 2012. Within the period of this MTE, only five TAC meeting were convened<sup>16</sup>; the last TAC meeting (on 23<sup>rd</sup> April 2012) had been convened to discuss the preliminary MTE results. All TAC members are project and ILO focal points in their respective organizations, according to the TAC Terms of reference (# 6).

Overall attendance rate of partners appears sufficient. Nevertheless INEFP only participated once in TAC meetings, a fact which may be due to current changes in INEFP directorship. The MTE considers tripartite management approach as a strong point of DWCP, and rates its performance as '*reasonable*'.

With regard to activity planning and monitoring ILO Maputo office shows regular performance and has already submitted three quarterly activity plans: 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> quarter activity plan for 2011, all of reasonable technical quality, in particular what concerns the provision of budgetary information disaggregated by activities (budget and budget execution), but still needing more precise target definition. A 2<sup>nd</sup> quarter activity plan for 2012 has already been submitted to TAC, approval still pending.

The project team also made available two 'interim' action plans, one for the 'Women Entrepreneurship', and one for the "Women workers' rights component, These plans cover the period from November 2011 to January 2012, and are aligned in format with the 2010 – 2011 work plan. No separate activity plan was presented for the third 'social dialogue' component, probably due to the exit of component manager. The elaboration of these component plans has been abandoned since, and activity planning is now done for the whole DWCP support project including all three components, based on the framework plan 2010-2011. This plan has meanwhile been updated for 2012. The MTE is considering this a valid decision for harmonizing planning and monitoring process.

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<sup>16</sup> Another meeting was held on 9<sup>th</sup> of March of 2012.

Nevertheless, the already mentioned observation that activity targets are not always defined in all necessary details and according to objectives, is not only affecting the quality of activity planning, but also of monitoring.<sup>17</sup>

Despite M&E system and plan being currently under design, ILO project management team is sending progress monitoring reports to ILO backstopping offices in Lusaka and Pretoria on a regular bases. The ILO project team presented two monitoring reports of overall satisfactory quality using the usual ILO reporting template “*for extra-budgetary technical cooperation progress reporting.*” These reports have been submitted to ILO country offices in Lusaka and Pretoria, an annual progress report submitted covering the period from January to December of 2011; and a 2<sup>nd</sup> semester progress report covering the period between July and December of 2011.

ILO project team also fulfilled its reporting requirements towards TAC by submitting three quarterly progress reports for the three project components including budgetary information on costing and expenditure.

MTE observed that current performance assessment has some weaknesses affecting its role as a management tool. On the one hand monitoring reports do not allow assessing the quality of deliverables. With regard to monitoring reports<sup>18</sup> MTE team has noted that monitoring reports are revealing a rather ‘administrative’ character; and appear to be more adjusted to the purpose of ‘accounting’, than of ‘accountability’. Activities that were not undertaken according to plan are registered, but no analytical

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<sup>17</sup> We chose the following two examples for the purpose of illustration: Activity monitoring reports do not detail on service providers identified from the provinces of Maputo, Sofala and Nampula; Monitoring report does not provide data on participants of trainings and disaggregated by gender.

<sup>18</sup> We chose the following two examples for the purpose of illustration: Activity monitoring reports do not detail on service providers identified from the provinces of Maputo, Sofala and Nampula; Monitoring report does not provide data on participants of trainings and disaggregated by gender.

information is added explaining to what degree this fact may affect the realization of other activities, or are may put at risk the delivery and/or the quality of planned outputs or outcomes.<sup>19</sup> We believe that the development of a master plan, as we shall develop further down, may be helpful for a more qualitative input, process, output and result monitoring.

On the other hand, and due to the fact that project time-line will only allow process and output M&E, no provisions have been defined and put in place for conducting proper result and impact M&E. As has been mentioned before, the 2010-2012 DWCP support project, based on its work plans, is designed to produce baseline data and implement activities in the three project component areas, but it does not include systematic result and impact M&E.<sup>20</sup> Considering that the necessary quality assessment of produced results and deliverables in terms of effectiveness and sustainability, as well as the validity assessment of project strategy will need to be undertaken during post-project phase, it underlines the importance of addressing post-project design question.

As has been mentioned in the beginning of this chapter documents didn't include financial reports, therefore we content in resuming findings from desk review and stakeholder interviewing. Current resources of about 2 million USD granted by the Flemish Government have been reported sufficient for project purposes. Partners' ratings of ILO's contribution to capacity building in partner organization have not been

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<sup>19</sup> The 2002 Handbook of Project Cycle management of European Commission emphasizes that *"the purpose of progress reports is to provide updates on achievements against indicators and milestones, using the following framework: Data about intended achievements, is compared with Data on actual achievements, to identify significant deviations from plan, as a basis for identification of problems and opportunities, to identify corrective action and alternatives."* EU-Commission EuropeAid Co-operation Office General Affairs Evaluation (2002), Handbook of Project Cycle management, March 2002, p. 25

<sup>20</sup> According to revised work plan 2010-2012, output and result M&E is planned to take place for activity A. 3.2.9 *"Monitoring and evaluation of training outputs and outcomes"* referring to WED output 3.2. *"Sector specific vocational skills training services geared towards women employed by SME."* MTE believes that result M&E will be done through two planned external evaluations. However revised work plan 2010-2012 does not provide any planning details of projected dates, purpose and scope.

unison: ratings for the development of management capacity for project implementation range from very good to weak on the Likert scale.<sup>21</sup> It must also be mentioned that capacity building measures, as far as they took place, focus on developing capacities for current tasks, and were not intended to enhancing partners' capacities for taking over full post-project implementation management.

Whereas the total budget allocation has not been question. A minority of national stakeholders voiced that resource mobilization and disbursement would show some administrative 'heaviness'. The MTE could not find any clear evidence for that.<sup>22</sup>

With regard to use of resources, current financial reporting including in activity plans and progress reports is related to planned activities. It does not allow assessing budget disbursement rate. MTE proposes to change this and add budget information in total and by project component in form of a financial report section in annual and quarterly activity plans, and a budget execution section, also in terms of total and component budget disbursement in current progress reports.

The MTE did also not find any record that national partners' financial capacity has been assessed. The MTE believes that this should be done in the context of project transition plan as mentioned above.

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<sup>21</sup> Very good 2; satisfactory 1; sufficient 3, weak 1. This assessment leads MTE to recommend to undertake a more systematic result assessment of capacity building measures notably regarding the claim made in 2011 TCPRs that *"project contributed for creation of a more conducive policy environment within the tripartite constituents so that they play an effective role in promoting and protecting women workers' rights and women's entrepreneurship through a number of actions. Thus capacity of CCT North, Centre and South mechanisms to deliver services to tripartite constituents was strengthened through training and provision of equipments and a development of studies on minimum wage to assist the negotiation process. Further 317 constituents were trained in Social Dialogue topics. This includes 45% of participants being members of Trade Union Women's committees ."*

<sup>22</sup> This is coherent with TCPR performance issues assessment that did not mention any problems related to *"Budget processing (revision/disbursement etc.) delays"*. See: 2<sup>nd</sup> semester 2011 TCPR.

#### 6.3.5. Lessons learnt

MTE retains the following aspects:

1. The first lesson learnt is that it is was vital to promote national ownership at all levels in particular under existing DWCP support project partnership conditions. The joint review of original DWCP support project design solicited by national partners and undertaken between March and September of 2010 was a successful mark in terms of a better adjustment to local needs and priorities, and in terms of trust building between local project partners and ILO project management team. It also showed that initial project design was not sufficiently designed with national counterparts. DWCP support project already achieved a good practice in this aspect.
2. The second lesson learnt refers to the importance of trust and trust building: In international cooperation and in order to assure that a tripartite management structure are fully functioning, mutual trust represents an important asset of organizational performance (Rawlings, 2008). Good progress has been made through the joint project review. ILO also showed good flexibility by transferring management power from Lusaka and Pretoria to Maputo implementation unit. The latter showed good flexibility by accepting including budgetary information in activity plans and monitoring reports. Trust building is a constant process and should be dealt with accordingly.
3. The third lesson learnt is that DWCP support project should start making provisions for project hand-over and for organizing post – project phase. This is in particular necessary when the execution of project result and impact assessment, including quality assessment of deliverables, are located beyond the project's timeline, as it is the case here. Regarding this aspect ILO should take the initiative to lead post-project negotiations.

4. Project management arrangements should consider the necessity of proximity, in particular in cases, where project coordination and project implementation are facing a language barrier as in this case. We believe that the concrete lesson of implementing DWCP support projects in non-English speaking countries, is to develop a management structure capable of reducing transactional costs by charging local ILO offices' with implementation authority. Hierarchically higher ranked Country offices continue to be involved in political strategic decision making, and in necessary project support<sup>23</sup> and control mechanisms.
5. The promotion of exchange of experiences and learning opportunities for project partners outside Mozambique increased their knowledge and familiarity with specific project themes. This is the case of the Gender Action Plan that was developed by partners after a study visit to South Africa. The visit equally served as a technical aid for the establishment of gender units in partner institutions.

#### 6.3.6. Sustainability

MTE research has confirmed the hypothesis that the issue of project sustainability represents a cross-cutting issue with links to project relevance and strategic fit, project design, and also with project effectiveness, capital investment and management arrangements .

In addition to the observations already mentioned at each of these items, MTE team believes that in the current form of project design sustainability is put at risk, notably caused by the absence of project hand over plan which is generating risks at several levels, that is:

- 1) The non-guaranteed and still unplanned and un-resourced execution of post-project activities, assuring the completion of current activities, and, most of all,

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<sup>23</sup> Support function would come into being with regard to operational decision making, either based on evidences, or on request.



the projected realization of project activities to all provinces including lower administrative levels;

- 2) The non-guaranteed and still unplanned execution of result and impact M&E including the validity assessment of current DWCP support project design;
- 3) The outstanding definition national ownership arrangements in terms of management structure, of partnership arrangements, the division of implementation responsibilities and stable resource flow through inclusion in respective budget lines of national partners.

At current status and in order to compensate these gaps, we recommend that ILO project team should take the initiative for developing a joint post-project plan proposal and submit it to national partners for discussions as soon as possible. This plan should be the base for formalizing the respective commitments of all stakeholders involved and interested in DWCP.<sup>24</sup> MTE considers this issue as crucial for the purpose of enhancing national ownership, of project sustainability and of extending activities to other provinces and including lower levels of territorial administration as initially projected. Post-project phase organization is also crucial for conducting result and impact evaluation and for validity assessing DWCP support project's strategic approach and its organizational set-up.

#### **6.3.7. Résumé of critical issues raised during stakeholder interviews**

In addition to the ILO evaluation report template we propose including an additional sections resuming the 'perceptions' of project stakeholders, which we also esteem important for the requested project sustainability arrangements.

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<sup>24</sup> Current DWCP runs until 2015, whereas DWCP support project is already ending in 2012. The expectation of the DWCP support project triggering post project activities is already expressed in the ToRs of TAC.

Critical issues: Information gathered during interview process confirmed most of the above assessments, in general. The project received positive assessment from both sides: national partners and ILO project staff. Good notes were given to project relevance, design and project strategy, the alignment with national policies and programs as well as with United Nations UNDAF, decent work country project and other related projects. Median assessments of these items was '*very good*'. Project review process was rated very positive especially by TAC members.<sup>25</sup>

Nonetheless, some critical issues did come up during interviews, and also during the TAC presentation of the MTE draft results. These issues were recurrent in a sense that they were brought up with reference to different items, such "what are the biggest constraints?" "management design and performance" and "role of ILO Lusaka and Pretoria offices". These recurrent issues are:

- 1) the role of Lusaka and Pretoria offices, accused of increasing both, transactional and organizational costs;
- 2) the question of project coordination management and TAC role and the provision of financial updates included in activity plans and monitoring reports submitted by ILO project staff;
- 3) the lack of a clear transition plan defining and formalizing the commitments of all parts involved for undertaking planned post-project activities such as expanding actions to other provinces and to district and local levels;
- 4) the question of practical result and impact monitoring and evaluation, and the necessity of a more qualitative oriented – evaluative approach.

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<sup>25</sup> Revision process focused on four key aspects: 1) Project's Background (strategy, objectives, target groups, geographical areas of implementation and sector focus); 2) Project Logical Framework; 3) Project Activity Plan 2010-2011; and 4) Terms of Reference of the Project Advisory Committee. Source: ILO (2010), 3<sup>rd</sup> DWSP Progress report, 1<sup>st</sup> of April to 31<sup>st</sup> of October, Maputo, 01/11/2010, p. 13

Ad 1) With regard to the question of current management arrangements, Mozambican stakeholders complained about a too strong involvement of ILO Lusaka office in project implementation and coordination, accused of slowing down decision making process and resource flow. The language problem was also raised. With regard to this, the MTE team did not find any evidence. Based on the information received through interviews ILO organizations structure appears to be adequate. Maputo implementation unit assumes full management responsibility, including the use of financial resources. Only specific activities need approval from Lusaka country office, assuming a control and support function towards implementing Maputo office, and a political function in terms of agreements and conventions with other partners.

Ad 2) With regard to the second point it can be split into two different aspects. First, although tripartite project coordination structure is in place, its current organizational form as CCT subcommittee, although politically strong, is susceptible to generating some negative impacts on project implementation. The quarterly rhythm of meetings is not very suitable for rapid management responses; TAC agenda is also not yet completely focused on project coordination, partly due to the ‘unresolved’ financial issue.<sup>26</sup> The 4<sup>th</sup> meeting minutes actually provide a resume description of the stakeholders’ feelings stressing that *“the participants are criticizing the fact that ILO is not presenting clear information of total budget and budget disaggregated by each component including information of occurred spending and what still is available for spending by component”*.<sup>27</sup> Actually action plans submitted to TAC and prepared by

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<sup>26</sup> See: 1st TAC meeting protocol from 18/11/2010, topic 2; 2<sup>nd</sup> TAC meeting protocol from 22/03/2011, topic 2; 3<sup>rd</sup> TAC meeting protocol from 28/06/2011, topic 1,2,3; and 4<sup>th</sup> TAC meeting protocol from 11/10/2011, topic 2; In some cases Lusaka office was blamed of being responsible of withholding financial information. Not surprisingly this issue represented a recurrent topic in TAC meetings, soliciting more regular and detailed information of budgets and budget execution.

<sup>27</sup> *“Os participantes criticaram o facto da OIT não apresentar uma informação clara sobre o orçamento na totalidade e por componentes: destacando o que já foi gasto e o que existe por componente e por actividade”*. 4th TAC meeting protocol from 18/11/2011. It was urged that this information should be provided and presented at the next TAC meeting. At the same meeting TAC also asked for a clarification of project duration.

ILO project implementation unit provide very detailed budgetary information disaggregated for each activity, but does not facilitate identification of budget and budget execution by component as requested by TAC. On the one hand quarterly activity plans provide too detailed information by presenting the costs of each activity, which can lead to a distraction from TAC's coordination role to a mere budget control one; on the other hand and despite all the details given, it does not yet satisfy the TAC. During the TAC meeting, where the MTE preliminary results were presented, it became obvious that the issue was still not completely resolved to the satisfaction of the national partners.

The other aspect concerns the current division of labor between ILO implementation unit, and TAC. In order to allow the implementation unit and TAC to fully play the project coordination role and assure its straight alignment with other neighboring projects and general policies and programs and to fully appreciate the effectiveness and quality of project outputs and outcomes, as defined in # 8 of respective TAC ToRs, ILO implementation unit should officially take the role of a Technical Secretariat of TAC. Stakeholder Interviews with TAC members revealed that TAC members had no clear knowledge of the status of project progress expressing contradictory opinions whether an output or a activity has been concluded or not.<sup>28</sup> The suggested measure would strengthen ILO project team's current role of operational coordination, but allowing TAC to fully focus on political coordination and supervision. As a Technical secretariat, the implementation unit would benefit from greater operational decision making power and gain the right of setting the agenda for TAC meetings.

Ad 3) We have already stressed the central importance of designing a project transition plan and preparing a post-project plan. The sustainability of capital investments can only be assured through a clear commitment of Mozambican government, of national and of international partners to provide the necessary resources for continuing,

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<sup>28</sup> See TAC member Interview guide topic 2.1.

expanding and quality-assessing the activities implementing the DWCP objectives.<sup>29</sup> MTE team considers the provision and quality assessment of capacity building measures of national partner organizations as vital.<sup>30</sup>

Ad 4) Current progress monitoring is lacking an analytical component in order to assess the impact of achieved implementation levels on existing targets and project goals. In the current system, there is no room for a qualitative risk analysis, as the risk assessment is done only in terms of degree of achievement in percentage. We believe a master plan, using critical path planning software, would also support project cycle management.

Aspects 3 and 4 are related as both emphasize the need of taking into account the dissociation between project time line and the time frame for result and, most notably, of impact assessment. These concerns and questions need to be tackled in an adequate manner, including a sound capacity and resource assessment of all involved partner organizations. Resulting capacity building in partner organizations should be guided by the needs of post-project implementation management model. This process should be led by ILO Maputo, Lusaka and Pretoria offices.

## **7. Conclusions, Recommendations, and Best practices**

### **7.1. Conclusions**

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<sup>29</sup> In particular point 25 of Paris declaration on aid effectiveness stresses that the partner countries should commit to “*intensify efforts to mobilize domestic resources, strengthen fiscal sustainability, and create an enabling environment for public and private investments.*” The Paris declaration on Aid effectiveness and the Accra Agenda for action 2005/2008. Source: <http://www.oecd.org/dataoecd/11/41/34428351.pdf>

<sup>30</sup> The Paris declaration, *ibid.*, point 22.

Based on the desk review findings and data collected from the interviews, we draw the following conclusions:

1. The project is relevant and fit, contributing to achieve the outcomes in the PARPIII, the Mozambican UNDAF and DWCP.
2. The project design is valid, logical and coherent. As a result of successful project revision process it addresses the major concerns and priorities of Mozambican partner institutions, including the government, beneficiaries and has national coverage.
3. The project performance in terms of achieving the stipulated outcomes had reached an overall rate of 66% by the end of February 2012, compared to a low 31% at the end of April of 2011. Some factors negatively contributed to this rate, namely delayed project implementation, staffing issues, studies cancelled due to some unprofessional consultancies, M&E system and project database. Contribution to Decent work program outcomes has been significant so far lying at 80% at the end of 2011. This concerns mostly strengthening partner organizations in issues of decent work.
4. Project management arrangements are satisfactory, but still not ideal. In order to enhance project management capacity, ILO project team actually representing the project implementation unit should be upgraded in a TAC technical secretariat with executive powers. CCT/TAC quarterly meetings are the decision making forums, and they take more than three months to take place as illustrated- 22<sup>nd</sup> March, 28<sup>th</sup> June and 11<sup>th</sup> October 2011. CCT/TAC members participation at the quarterly meetings could be improved. This also affects the continuity of the decisions emanated in previous meetings that are not taken forward in some instances, such is the case of custom clearance of INEFP mobile units. This is extensive to roles and responsibilities of CCT/TAC members in taking forward the agreed tasks.
5. Information flow is regular and updated to all relevant stakeholders under the

project. Nonetheless quality of targets and of monitoring reports should be improved. Hopefully current M&E system design will address and resolve these issues.

6. The sustainability of project deliverables and outcomes depends on the preparation of post-project period and the design of a post-project plan, in order to assure continuity, expansion of activities, and performance assessment of results and impacts generated, planned and unplanned.

## **7.2. Recommendations**

The following seven MTE team recommendations are premised by the belief that all DWCP support project management provisions, including tripartite structure and the division of responsibilities between partner organization, should be designed in a way that they can serve as a model or template for organizing post-project activities so that they can be implemented by national project management teams. This is in line with Paris declaration on Aid effectiveness. DWCP support project management provisions are part of capital investment and in order to enhance sustainability, all decisions regarding project management and coordination structure should be taken under full consideration of its eventual impact on post-project phase organization. Rationalization of project management enhances project effectiveness and increases the probability of positive returns of investment.

- 1) Improve provision of financial information to TAC: Joint project review in 2010, although it was responsible for delaying effective project start until 25<sup>th</sup> of October of 2010<sup>31</sup> had an important trust building function. The MTE team recommends to strengthen this achievement by modifying current form of budget information provided in activity plans and monitoring reports presented to TAC. We suggest that quarterly and annual progress reports should include a financial

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<sup>31</sup> Partners even indicate 27<sup>th</sup> of October as official starting date

report section informing of the degree of budget execution total budget and of each of the three components.<sup>32</sup> This type of information should replace current form of financial information provision linked to activities. If more detailed information are still wished for it should refer to concrete outputs instead of activities. This measure is addressed to TAC and to ILO project management team.

- 2) Improve and further streamline planning and M&E process. The MTE team is proposing two measures: First, sort out the existing planning gaps and develop 1<sup>st</sup> quarter activity plans to be submitted at every last 4<sup>th</sup> quarter TAC session. MTE team is proposing the creation of a '*project master plan*' for streamlining implementation management and monitoring, and for facilitating the integration of qualitative progress assessment and risk analysis. Master plan should make use of a simple planning software, such as MS-Project. We believe that the necessary increase in capital investment and in capacity building measures for ILO project staff and TAC personal would be largely compensated by an expected improvement in strengthening anticipative output planning, allowing marking 'critical paths', and by better progress mapping, improving project cycle management. Capacity building in these areas would also enhance the probability of project sustainability in terms of a successful and rational implementation and monitoring of post-project activities. Master plan should become the base for progress control update done by Pretoria based project back stoppers and Lusaka office.
- 3) In addition to the 2<sup>nd</sup> recommendation MTE team is suggesting that all project instruments designed and used for management planning and monitoring should be designed from the perspective of sustainability. Sustainability would be achieved when, and in so far, they can be accepted as templates for post-project

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<sup>32</sup> This should not represent any difficulty as this information was already provided during a TAC meeting: see 1<sup>st</sup> TAC meeting protocol from 22<sup>nd</sup> of March of 2011, topic 2. During this meeting ILO project team composed by Mr Chamo and Mrs. Bazima gave a financial update of project budget execution stressing that of the total of 1.100.000 USD available had been spent 170.000 USD during last quarter leaving a total of 930.000 USD still to be spend.



activity implementation management. The same goes for standard managing practices. This recommendations are addressed to ILO Head and Country offices.

- 4) Improve project management provisions by strengthening effectiveness of tripartite TAC project coordination. The MTE team recommends establishing ILO project management team as technical TAC secretariat responsible for technical coordination, M&E, and TAC agenda setting. Management arrangements should be adjusted accordingly. Proposed measure addressing to ILO offices in Maputo, Lusaka and Pretoria, and CCT/TAC.
- 5) Create a M&E system and draw M&E plan. This activity is already on course. MTE recommends reviewing result framework in particular reviewing impact indicators, which should also be aligned with projected Labor market observation and information system currently being developed. It is linked with recommendation four and should articulate with master plan production. Gender analysis should be one of the key areas addressed by the M&E system design process. This is extensive to the establishment of a project database. Proposed measure addressed to ILO offices in Maputo, Lusaka and Pretoria, and CCT/TAC.
- 6) Enhance complementarities and links to other UN projects by aligning DWCP support project's result and impact indicators with UNDAF and national strategic plans. This recommendation is under ILO Mozambique responsibility.
- 7) Design Post-project plan and decide on future directions. Every project should include end-of-project/hand over strategy already at project design stage in order to enhance the sustainability of capital investments, and to make sure that the effectiveness of project's results (outputs and outcomes) and impact will be quality assessed. It also defines the future directions to take, that is: i) the continuation and the expansion of activities to all provinces and to district and local levels, ii) the realization of result and impact M&E for assessing the relevance and validity of project design and strategy; and iii) the extension of

national ownership for the purpose of sustainability which requires the inclusion of these activities into government budgeting. This last point is in-line with Government's employment and professional training strategy, and with the requirements of Paris declaration on Aid effectiveness. Hand-over planning should start now, and should result in a formal commitment of all project partners, and donors, in terms of resources, objectives and the division of responsibilities during post-project phase. Proposed measure, because of its 'political' nature addressing to ILO country offices in Lusaka and Pretoria, including Geneva office, national partners, and Flemish government. ILO should lead the process of designing a project hand-over plan and developing a joint post-project plan formalizing the respective commitments of all stakeholders involved and interested in DWCP.

### **7.3. Best practices**

With regard to best practices can be used to develop and implement solutions adapted to similar problems in other situations and contexts, MTE retains the following:

1. Provisions for partnership cooperation have to be implemented and enacted from the very start of project planning. Joint project plan has to develop clear links, in terms of expected contributions and impacts, to broader (sector) strategies, policies, and programs.  
DWCP support project did only become effective after realizing a joint project revision process.
2. The comparative advantages of a tripartite project coordination structure may only be attained by creating a strong operational management body, in terms of an executive technical secretariat.

3. Include post-project aspects in cooperative project design and planning, notably with regard to impact evaluation (see point 1); the validity assessment of project strategic choices, and to project expansion and sustainability. Post project planning should also include a clear and result oriented capacity building strategy of participating institutions and stakeholders.

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República de Moçambique (2006), PARPA II 2006-2009, Versão Final Aprovada pelo Conselho de Ministros aos 02 de Maio de 2006

República de Moçambique (2006), PARPA II 2006-2009, Versão Final Aprovada pelo Conselho de Ministros aos 02 de Maio de 2006, Anexo 3: Matriz de Indicadores Estratégicos

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Decent Work Country Program Support Project: ToR of the Technical Advisory Committee (TAC), Maputo 29<sup>th</sup> July 2010.

Decent Work Country Program Support Project. Project funded by the Flemish Government. Component nº 1- Women entrepreneurship, nº 2 Women Workers Rights and nº 3 Social Dialogue. Project Background. Maputo, 28th July 2010

Decent Work Country Program Support Project Plan 2010-2011. Project funded by the Flanders Government. Component nº 1- Women Entrepreneurship Development, Component nº 2- Women Workers Rights and Component nº 3- Improve Social Dialogue, Maputo, 7th September 2010

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ILO: DWCP support project: Progress report: 1<sup>st</sup> October 2009 to 31<sup>st</sup> March 2010

ILO: DWCP support project: Progress report nr. 3, 1<sup>st</sup> April 2010 to 31<sup>st</sup> October 2010, Maputo 1<sup>st</sup> November 2010

DWCP support project activity plans for 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> quarter 2011, and 2<sup>nd</sup> quarter 2012 (proposal awaiting TAC approval)

DWCP support project activity plan: Plano de actividades componente empreendedorismo da mulher (WED). Plano de trabalho: Novembro 2010 – Janeiro 2011

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DWCP support project TAC monitoring report: Matriz de actividades realizadas Novembro 2010 – Fevereiro 2011. Components 1 and 2

TAC meeting protocols from 18/11/2010, from 22/03/2011; 28/06/ 2011, 11/10/2011.

## **9. Appendices**

### **9.1. Work schedule**

<b>Activities</b>	<b>Effective Workload</b>	
<ul style="list-style-type: none"> <li>• Desk review of project related documents</li> <li>• Based on desk review, evaluation instruments (questionnaires) designed</li> </ul>	Consultant	6 days
	Evaluation Team	
<ul style="list-style-type: none"> <li>• Stakeholder and project team Interviewing</li> </ul>	Consultant	6 days
<ul style="list-style-type: none"> <li>• Analyze Interviews and confront with Desk review. Prepare and present Power Point presentation of key findings to TAC</li> </ul>	Evaluation Team	5 days
<ul style="list-style-type: none"> <li>• Draft evaluation report based on desk review, consultations from field visits and the stakeholders workshop</li> </ul>	Evaluation Team	5 days
<ul style="list-style-type: none"> <li>• Sub total</li> </ul>	Evaluation Team	22 days
<ul style="list-style-type: none"> <li>• Finalize the report including explanations</li> </ul>	Evaluation Team	5 days



## **9.2. Interview List**

<b>Nr</b>	<b>Contacted for interviewing</b>			<b>Interviews concluded</b>
	<b>Organization</b>	<b>Person</b>	<b>Date</b>	<b>Date</b>
1	Syndicate OTM-CS	Cesta Chiteleca	4/04/2012	10/04/2012
2	Labor Ministry (MITRAB)	Nordestina Sithole	4/04/2012	10/04/2012
3	Syndicate OTM-CS	Boaventura Mondlane	4/04/2012	11/04/2012
4	Syndicate CONSILMO	Albino Mareleco	4/04/2012	11/04/2012
5	Employer Organization CTA	Ilda Guambe	4/04/2012	11/04/2012
6	Ministry of Industry and Commerce (MIC)	Veronica Prioris	4/04/2012	12/04/2012
7	MIC	Celeste Martins	4/04/2012	12/04/2012
8	Ministry for Women and Social Action (MMAS)	Carlota Machai	4/04/2012	13/04/2012
9	Consultative Labor Council CCT	Omar Jalilo	4/04/2012	13/04/2012
10	IPEME	Madina Ismael	4/04/2012	Not done due to full agenda
11	ILO Mozambique	Igor Felice	13/04/2012	17/04/2012
12	ILO Mozambique	Ernesto Chamo	13/04/2012	17/04/2012
13	ILO Pretoria	Limpho Mundoro	16/04/2012	18/04/2012
14	ILO Lusaka	Belinda Chanda	16/04/2012	18/04/2012
15	ILO Lusaka	Rose Anang	16/04/2012	18/04/2012

### 9.3. SWOT table

Item	Strengths	Challenges	MTE Recommendations
Validity of Design & strategy	Overall design is valid to its articulation with national policies and international programs. Project relevance classified as 'significant'	Articulation in terms of expected contribution not aligned with respective higher level program or policy targets. No end of project phase and transition plan	Define the weight of contribution expected from DWCP to higher level programs and policies and clearly relate to existing targets
	Tripartite project revision process (March – September 2010) successfully implemented, representing, among others, a good trust building measure	No clear formal post-project commitment of partners in place. National ownership is measured not only in terms of project design, and management, but most of all in terms of the strength of post-project commitments	Design a project handover and post-project plan formalizing commitment from national and international partners, in terms of a) allocating resources for planned extension of activities to other provinces and lower levels (district) and b) result and impact M&E including unplanned results and effects
	Project/ILO focal points in all partner organizations	Focal points suffering from superposition of functions and workload	Review TAC set up (see below)
	Target group need assessment was done	No base line study	
	Result oriented project scheme designed and agreed upon	Impact indicators need revision. No M&E system and plan yet existing	Set up M&E system and draw M&E plan
	Agreement on project extension provides good opportunity of achieving project output goals	Verify if project extension has been duly budgeted. Project timeframe does not include result and impact phase	
	A strong commitment to National ownership	No detailed end-of-project/hand-over plan yet in place, with clear commitments in terms of clearly defined activities and resources commitments of international and national partners	Hand-over plan should also include future articulations with the five 'neighboring' ILO/NU projects, and Include capacity building of national partners' (see ILO 2008) recommendation – lessons learnt <sup>33</sup>

<sup>33</sup> UNDAF 2012-2015 does not mention DWCP and support project but includes under output 2.4. "Capacity building of Ministries to ensure better policies and strategies linked to decent employment and income generation." And under output 7.2. "Strengthen capacities of the Comissao Consultiva do Trabalho (CCT), as well as workers' and employers' organizations in

	Strong donor commitment: Flemish cooperation committed a total of 2.309.338,00 USD, and agreed extending project until 12/2012	Not clear if this extension has been cost-calculated. No clear financial commitment from Mozambican Government and partner organizations visible	Start negotiations with Mozambican government and all national and international project partners beyond 12/2012, in order assure sustainability. (see: Project risk assessment)
Overall Management structure	ILO Project Implementation unit in place, staffed, and operational	Delayed recruitment of project coordinator and exit of project staff created delays in project implementation	Rationalize management structure in order to raise quality and speed of implementation process
	ILO Management capable of conducting changes in management structure (OD) by attributing more responsibilities to Maputo implementation unit		
	Nomination of an ILO project coordinator strengthened ILO's implementation capacity and 'decentralized' management structure		
Project Implementation Management	Tripartite participative management and monitoring structure (TAC) in place	M&E system still not in place	Set up M&E system and draw M&E plan
	Tripartite TAC set up and functional	TAC agenda setting more aligned with TACs monitoring role according to the needs in order to strengthen its result oriented management capacity	Re-organize TAC tasks of CCT Sub-committee separating project coordination from technical cooperation, which should be assumed by ILO project implementation unit playing the role of a TAC technical secretariat, with executive powers and responsible for technical coordination, M&E and TAC agenda setting

social dialogue and effective policy formulation and programming", United Nations (2011), UNDAF 2012-2015 Action Plan, Maputo, 7<sup>th</sup> of December of 2012

	Regular Planning and Progress reporting instruments and functioning	Progress reporting with overlapping periods	Streamline reporting instruments and time-frames. Strengthen project cycle approach and strengthen TAC's role as a project cycle management forum
	Participative Budget planning process in place Inclusion of budgetary information in project plans and monitoring reports	National partners still not satisfied. Apparently activities still not budgeted	Budget information should indicate output costs – as in Zambian DWCP Implementation plan- and not broken down to costing of each activity, because a) this is done in detail in financial reports, submitted to audit control, and b) does not contribute in increasing effectiveness of implementation capacity
Project management Instruments	Result framework (log frame in place) and serving as a planning and monitoring framework	M&E system still missing	M&E system design has to quality-improve indicator list, monitoring (data collection) tools and procedures, and propose MTE methodological solutions for tackling attribution problem, that is: the relationships between causes and effects between project levels (output to outcome; outcome to effects in terms of impacts)
	Rational Planning instruments until end 2012 in place including budgeting information	Need of an articulated Implementation Master plan (Gantt chart type or similar)	Draw a Master plan and use computerized management programs (such as MS Project) as planning and monitoring tool. Although this measure might increase costs it represents a good capital investment for rationalization of project cycle management (panning, M&E, reporting and decision making
	Output and process monitoring instruments already in place and operational	M&E system and plan fully articulated with result framework still missing. Indicators not always clearly aligned with objectives expected results	Set up M&E system and draw M&E plan

Reporting and Information flow	Regular quarterly progress monitoring reports submitted to TAC members	Make sure that progress reports are accessible to all TAC members	Delays for responding to information needs to be set in order to avoid delays. Discuss and Implement contingency measures for guaranteeing timely information flow between partners
	Standardized reporting instruments in place and working	Whereas ILO reporting instruments and procedures are standardized, progress reports addressed to TAC should include analytical information and emphasize the articulation between activities and the larger processes they are part of by including 'next steps'. (see comment on project Master plan)	Strengthen role of focal points in partner organizations and reduce work load. Invest in M&E training
	Reporting already include budgetary information, following a TAC request	No clear reporting of budgetary spending insufficient. Deviates TAC agenda from implementation to project budget issues. Reports missing a financial reporting section	Include budget execution rate in quarterly and annual reports. Annual reports should have a budget update section including a) data of annual spending by program component and annual total in #; and b) by cumulated spending since project start in total and by component in #, and c) in % of total project budget (total spending to total budget, and spending by component and total component budget)
Project effectiveness	Project shows satisfactory good quality in implementing activities Significant improvement of implementation rate from 31% to 66%, during April to December of 2011.	Some significant delays in activities related to immediate objectives 3.2., 3.3., (professional training) and 4.1. (private sector inclusion). Delays in part caused by TAC functioning and partner organization implementation performance	Identify and address weaknesses and problems at TAC meetings  Enhance implementation capacity by re-organizing TAC coordination structure (see above)
Project sustainability	Project has contributed to capacity building in partner organizations, including equipping three provincial offices	Result and Impact M&E not harmonized with project duration. Sustainability of investments can only be assessed after project end. No	Draft a hand-over and post-project 'expansion plan', including a support plan to CCT, TAC and implementing partner organizations. (see

		provisions for after project result and impact assessment visible	above)
	Project design only allows monitoring output goals; goals; results and effects of generated outputs will only become visible afterwards	Reduced monitoring capacity. Actually project progress monitoring is basically limited to process & output monitoring. Where results already turn visible: for example in the field of raised women labor rights' awareness, its effects are not yet visible	Create a clear commitment for conducting result and impact M&E and proceed a validity assessment of project design and the effectiveness of project strategy. (Essential part of a 'lessons learnt' organization
Sustainability and Future directions	Project received extension	Biannual project design, although it may better respond to existing limits in financial resources is not allowing result measurement	Adjust project duration to 4 years term as suggested in 2008 Committee on Technical Cooperation expertise on the "implementation of Decent work country programs
	Not yet defined	Start negotiation process now	Draft post-project plan aligned with UNDAF and key national policy strategies, notably Employment and Professional Training strategy, defining resources, objectives, and division of responsibilities

#### **9.4. MTE Terms of Reference**



##### **Terms of Reference**

##### **Internal Mid Term Evaluation (MTE)**

Project No: M.250.10.139. 901 and M.250.10.139. 902

Project Title: *Project to support the Decent Work Country Program of Mozambique*  
- Decent Work Country Programme Support Project - Social Dialogue (MOZ0802MFLA)  
- DWCP support project, components on Women Entrepreneurship and Women Workers' Rights (MOZ0901MFLA)

Total Budget: 2.309.338,00 USD

Donor: Flemish Government

Starting Date: August 2009

End date: December 2012

Implemented by: ILO Country Office for Zambia, Malawi and Mozambique

##### **Technical Unit:**

**Type of Evaluation :** Internal-Mid Term Evaluation

**Evaluation Manager:** Belinda Chanda, Programme Officer, CO Lusaka

**Evaluation Team:** To be added

**Date Evaluation Completed:** 30<sup>th</sup> March 2012

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## **Terms of Reference**

### **Internal Mid Term Evaluation of the**

*Project to support the Decent Work Country Program of Mozambique*  
(Decent Work Country Programme Support Project - Social Dialogue and DWCP support project, components on Women Entrepreneurship and Women Workers' Rights)

#### **Introduction and rationale**

The project is composed by three components, namely: Component 1, Development of Women Entrepreneurship; Component 2, Rights of Women Workers; and Component 3, Social Dialogue. The project has a clear gender approach where the main target group is women workers both from the formal and informal sectors.

#### **Women's Entrepreneurship**

Mozambican women suffer disadvantage both in competing for employment and in the workplace. Women who have access to formal employment constitute an insignificant minority. 95% of the Mozambican population economically active work in the informal economy and 59% of informal workers are women<sup>34</sup>. Furthermore, there are evidences that women in Mozambique suffer discrimination in the labour market, so there is a strong need to provide support for this target group. Surveys conducted in Mozambique and elsewhere show that discrimination against women has negative consequences on economic growth. Moreover, there are evidences that female entrepreneurs and workers invest a considerable amount of their profits and wages in their families and communities.

#### **Rights of Women Workers**

It is essential that women workers (both at formal and informal sector) are aware of their rights and receive sufficient support to enjoy them. It is therefore important to empower Governments, employers and workers' organizations, in order to provide guidance to women workers, including those operating in the informal sector.

Promotion of the rights of working women will be based on the dissemination of four ILO conventions (two of which were ratified by the Government of Mozambique)<sup>35</sup> allowing the country to benefit from the International Labour Standards. For women to overcome gender based discrimination is essential that both ratified conventions are widely disseminated and that the other two, one of which is Convention No. 183 on Maternity Protection, are listed on the agenda for ratification, adoption and implementation.

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<sup>34</sup> INE National Inquiry on the Informal Sector, 2005

<sup>35</sup> The Government of Mozambique ratified Convention N° 100 (Equal Remuneration) and Convention N° 111 (Discrimination).



### ***Social Dialogue***

There is evidence that social partners in Mozambique are engaged in social dialogue in various fields. Strengthening of social dialogue means to empower organizations representing the Government, employers and workers so as to provide guidance and technical support to working women, including those operating in the informal sector of the economy.

The evaluation is undertaken in line with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability and transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work and social justice. The evaluation and the evaluation process shall also comply with UN and international evaluation standards.

The evaluation's main objective is to evaluate the results achieved and to give recommendations to improve the performance of the project in the final 10 months.

### **Brief Background on Project**

#### ***Priority areas of intervention of the project activities***

The component 1 focuses its actions in the sectors of Trade and Tourism due to their relationship with women working in small and medium enterprises (SMEs), women in the informal sector but with possibilities of becoming entrepreneurs at the lowest level. Components 2 and 3, due to their links to policies formulation, work at macro level approaches, but also, and whenever possible, implement measures that focus on selected sectors contributing towards sustainability and strengthening of activities at the policy level.

#### ***Target Groups***

The main beneficiaries of the Project are:

- Women who are working or intend to engage in business development (as potential women or those who have already constituted themselves into entrepreneurs);
- Women who work in the areas of formal and informal economy;
- Women with disabilities;
- The Government, the Ministry of Labour (MITRAB), the Organization of Workers of Mozambique (OTM.CS), the National Confederation of Free and Independent Unions of Mozambique (CONSILMO) and the Confederation of Employers Associations (CTA).

#### ***Geographic areas of implementation***

The project focuses its activities in three selected provinces, namely Maputo, Nampula and Sofala. The provinces of Maputo and Sofala have a higher rate of business activities and informal sector services, therefore having a more solid basis for being pilots in the promotion of business services at Community level. On the other hand the province of Nampula has a more diversified informal economy, particularly with regard to construction and manufacturing activities.

### **Project objectives**

Contribute towards poverty reduction in Mozambique, through the creation of decent jobs, women's economic empowerment and gender equality.

#### **Specific Objective 1:**

Promote within the Mozambican society a mindset that recognizes the role of women in the workplace and provides support for their actions as entrepreneurs and as workers.

#### **Specific Objective 2:**

Create an enabling policy environment in which the tripartite constituents may play an important role in promoting and protecting the rights of working women, and promoting their potential as entrepreneurs, making gender equality a reality in policies and actions.

#### **Specific Objective 3:**

Strengthen the capacity of local organizations to provide support services to women workers and women entrepreneurs, taking into account the educational levels of each target group in business development services.

#### **Specific Objective 4:**

Educate women workers and women entrepreneurs about their rights and responsibilities in the workplace, and empower them to take advantage of the existing mechanisms, structures and institutions.

### **Project management arrangement**

After consultations with the social partners between June and October 2010 it was decided that the Technical Advisory Committee (TAC) had to be replaced by the subcommittee of the CCT (Comissao Consultiva do Trabalho) with the presence of other selected members from stakeholders. For this reason the project document differs from the actual management arrangement. The project has to submit quarterly report and workplan to the Sub commission of CCT for guidance and approval.

ILO recruits and employs personnel in accordance with ILO rules and regulations. Currently the project is managed by a Project Coordinator with the assistance of a National Project Coordinator and a Finance Administrative Assistant.

The project is implemented in accordance with the Project document annexed to this TORs together with 3-month plans that will be available for consultation.

### **Purpose, scope, and clients**

#### **Purpose:**

“ILO project evaluations provide an opportunity for the Office and its funding partners to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and consider

the effectiveness, efficiency and sustainability of project outcomes. Project evaluations also test underlying assumptions about contribution to a broader development goal.”<sup>36</sup>

The findings of the evaluation will contribute to further improving the methodologies applied and provide lessons learned for the key stakeholders of the project and the ILO for the continuation of the activities of the current project and future efforts to support the promotion of Decent Work in Mozambique.

**Scope:**

The internal mid term evaluation will cover all outcomes/objectives of the DWCP Support Project. The evaluation will assess all key outputs that have been produced since the start of the project.

The scope of the Mid Term evaluation in terms of time is the period from the start of the project implementation in November 2010 to February 2012, when the MTE is carried out. The scope of the evaluation in terms of operational area is the DWCP Support Project in its totality.

**Clients of the evaluation:**

The clients of the Mid Term evaluation are the key stakeholders involved in the Project implementation, as represented by the Project Technical Advisory Committee (TAC). The donor, the Mozambique Project office and the ILO Lusaka CO, the tripartite constituents and other relevant stakeholders of the project would use the evaluation findings and lessons learnt. In addition, the evaluation will be able to provide valuable information to related groupings and structures, such as the DRGs and the UNCT in its totality.

## **Questions and criteria to be used**

### **Evaluation Questions and Analytical Framework**

**I. Relevance and strategic fit**

- Is the project relevant to the achievements of the outcomes in the national development plan (PARP), the Mozambican UNDAF and Decent Work Country Programme?
- How well does it complement other relevant ILO projects in the country?
- What links are established/being established with other similar activities of the UN or non-UN international development organizations at country level?

**II. Validity of design**

- Was the resulting project design logical and coherent? Was the design process adequate? Was it based on a needs analysis of the target area? Was a gender analysis included?
- Do outputs causally link to the intended outcomes/ objectives? Do they address gender concerns
- Considering the results that were achieved so far, was the project design realistic?

### **III. Project progress and effectiveness**

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36 <http://www.ilo.org/eval>

- What progress has been made towards achieving the outcome/project objectives?
- What outputs have been produced and delivered? Have the quantity and quality of the outputs produced been satisfactory? Do the benefits accrue equally to men and women? What outputs have not been implemented and why?
- To what extent do the outputs contribute to the achievements of the outcomes/ project objectives?
- Do the operations of the project match with the project work plan and budget?
- How adequate is the participation of stakeholders in project planning and implementation? How effective is the project in establishing national ownership?
- What factors influenced the effectiveness of the programme?
- Are there any unintended results of the project?

**IV. Effectiveness of management arrangements and efficiency of resource use**

- Were the available technical and financial resources adequate to fulfill the project plans?
- How effective were the backstopping support provided by ILO (regional office, Lusaka CO, DWT Pretoria and Geneva) to the project?
- Was the project receiving adequate political, technical and administrative support from its national partners/implementing partners?
- Do the operations of the project match with the project work plan and budget?
- Are the management, monitoring, and governance arrangements for the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
- How effectively does the project management monitor project performance and results?
- Is information being shared and readily accessible to national partners?
- Was a monitoring & evaluation system in place and how effective is it?

**V. Sustainability**

- How effective is the project in establishing national ownership?
- Is there any progress in project partners' capacity to carry forward the project?
- Are the project results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of project?
- Is there any progress in project partners' capacity to carry forward the project?
- Does the project succeed in integrating its approach into government administrative institutions?

**VI Lessons learned**

- What good practices can be learned from the project?
- What should have been different, and should be avoided in the future?

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**Methodology**

The methodology of the internal MTE is based on a thorough desk review as well as subsequent interviews with project staff, implementing partners, beneficiaries, and key stakeholders. Consultations

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with the relevant units and officials in Lusaka, Pretoria and Geneva will also be done.

The interviews with key stakeholders will be followed by a TAC meeting that presents the preliminary findings based on the desk review and the individual interviews. In the TAC meeting the partners have a chance to bring up any outstanding issues as well as any that may come up from the joint discussions.

**Key documents for the Mid Term evaluation include:**

- (a) PARPA II and PARP 2011-2014
- (b) UNDAF 2006 – 2010
- (c) UNDAF 2011 – 2015
- (d) Mozambique Decent Work Country Programme 2011 – 2015, M & E Framework and Implementation Plan

Project-related Documents:

- (a) Project Agreement between ILO and the Government of Mozambique
- (b) Project Agreement between ILO and the Flemish Government
- (c) Project document/Workplan/Logframe
- (d) Management Team ToRs
- (e) Project (revised) budget and summary of expenditure
- (f) Various project progress reports, project annual reports, work plans and strategy maps
- (g) Minutes of TAC meetings
- (h) Selected project TOT / workshop reports (on demand)
- (i) Studies produced in the framework of the Project (on demand)
- (j) Draft M&E framework to the M&E policy
- (k) Database of BDS providers

**Main outputs**

The main outputs of the evaluation are: -

- Summary findings and recommendations to be presented at the TAC
- First Draft of evaluation report
- Final draft of evaluation report incorporating comments received
- Evaluation summary (according to ILO standard template) (see attached)

The Evaluation Report should be about 25 pages long, excluding annexes and conform to the quality checklist for evaluation reports of the ILO Evaluation unit. It should contain the following: -

- Cover page with key project data (title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
- Executive Summary
- Brief background on the project and its logic
- Purpose and scope of the evaluation

- Methodology
- Findings
- Lessons Learned and good practices
- Recommendations, including whom they are addressed to, on improvements in strategy and possible future directions
- Annexes – Work schedule and persons interviewed
  - List of project outputs examined
  - Other documents consulted

The preliminary outcomes of the evaluation will be discussed in a TAC meeting based on a draft report on preliminary findings by the consultant. The draft report will be available and presented in the meeting itself. The final report will thereafter be submitted to ILO.

### **Management arrangements**

The internal MTE is led by a local consultant that will be contracted based on these ToRs and the specific qualifications required.

The internal mid term evaluation will be managed by Ms. Belinda Chanda, Programme Officer-ILO Country Office Lusaka. Igor Felice, Project Coordinator of the DWCP Support Project, Mr Ernesto Chamo, NPC and Ms Assa Macaringue, Finance/Admin Assistant will facilitate and support the implementation of the evaluation by providing the necessary background information, facilitate the schedule of meetings with identified respondents, coordinate exchanges of the evaluation team with the partners during the evaluation; provide logistical and administrative support to the evaluator(s), as they conduct the evaluation.

Evaluation management includes preparation and circulation of the draft Terms of Reference for comments to stakeholders, finalization and circulation of the final Terms of Reference, organization of the meetings and circulation of the draft evaluation report as well as the Mid Term evaluation report to the key stakeholders.

The internal midterm evaluation is supported by the M&E Specialist of the Regional Office for Africa, Mr. Gugsu Farice (farice@ilo.org).

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### **Work plan & Time Frame**

The evaluation will be carried out from 19<sup>th</sup> March to 13<sup>th</sup> April 2012 (18 working days), when the final report will be submitted by the consultant to ILO.

### **Evaluation Phases**

The evaluation is foreseen to be undertaken in the following main phases and time period aiming for submission of the Mid Term evaluation report to the donor no later than end of March 2012.

Phase	Tasks	Responsible Person	Timing	Payment
I	<ul style="list-style-type: none"><li>Preparation of TORs</li></ul>	Evaluation Manager		
II	<ul style="list-style-type: none"><li>Identification of independent local evaluator</li><li>Entering contracts and preparation of budgets and logistics</li></ul>	Evaluation Manager, ILO CO Lusaka		25% of contract fee at the signature of the contract to cover logistic cost
III	<ul style="list-style-type: none"><li>Telephone briefing with evaluation manager, Project Coordinator and project back stoppers</li><li>Desk review of project related documents</li><li>Evaluation instrument designed based on desk review</li></ul>	Evaluator	5 days	
IV	<ul style="list-style-type: none"><li>Consultations with Project staff in Mozambique</li><li>Consultations with ILO Constituents and relevant stakeholder in Mozambique</li><li>Consultations with ILO Lusaka, ILO Pretoria, HQ Units</li><li>Presentation of preliminary findings in TAC meeting</li></ul>	Evaluator	5 days	
V	<ul style="list-style-type: none"><li>Draft evaluation report based on desk review, consultations from field visits and the stakeholders workshop</li></ul>	Evaluator	6 days	
VI	<ul style="list-style-type: none"><li>Circulate draft evaluation report to key stakeholders</li><li>Consolidate comments of stakeholders and send to evaluation team leader</li></ul>	Evaluation manager		
VII	<ul style="list-style-type: none"><li>Finalize the report including explanations on if comments were not included</li></ul>	Evaluator	2 days	Final payment on satisfactory completion
VIII	<ul style="list-style-type: none"><li>Submission to the Regional Evaluation focal person for review</li></ul>	Evaluation manager		
IX	<ul style="list-style-type: none"><li>Approval of report by EVAL</li></ul>	EVAL		
X	<ul style="list-style-type: none"><li>Official submission to the PARDEV</li></ul>	Evaluation Manager		

For this internal evaluation, the final report and submission procedure will be followed:

- The evaluator will submit a draft evaluation report to the Evaluation Manager.

- The Evaluation Manager will forward a copy to key stakeholders for comment and factual correction.
- The Evaluation Manager will consolidate the comments and send these to the evaluator.
- The evaluator will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager.
- The Evaluation Manager will forward the draft final report to the Regional Evaluation Focal person for review who will then forward it to EVAL for approval.
- The Evaluation Manager officially forwards the approved evaluation report to stakeholders and PARDEV.
- PARDEV will submit the report officially to the donor.

### **Key qualifications and experience of the Evaluation Team**

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The **local consultant** should have the following qualifications:

- Master degree in Business Management, Economics or related graduate qualifications
- A minimum of 10 years of professional experience specifically in evaluating international development initiatives in the area of employment, social dialogue, Workers' rights and management of development programmes, preferably in developing countries and with the ILO.
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System preferable
- Understanding of the development context of the programme country (Mozambique) would be a clear advantage.
- Excellent communication and interview skills in Portuguese and English.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.

### **Proposal should reach ILO no later than 14<sup>th</sup> March 2012 COB**

Proposals should contain:

1. Résumé of consultant and outline of similar assignments.
2. A proposal for the assignment including a description of the proposed process, inputs and outputs of the assignment.
3. Professional fees
4. Traceable references

### **Maximum amount available for the contract: 13,500 USD**

Document requests, queries and finished proposals should be sent to:

- the Evaluation Manager (Email: Chanda@ilo.org)