



Evaluation Unit (EVAL)

- **Project title:** Improving Job Quality in Africa through concerted efforts by Governments, Employers and Workers.
- **TC/SYMBOL:** INT/08/61/DAN
- **Type of evaluation :** Final
- **Countries:** Tanzania and Mozambique
- **Project end:** December 2009
- **Evaluation Manager:** Jon Messenger
- **Administrative unit:** TRAVAIL
- **Technical unit:** TRAVAIL
- **Evaluation team:** Dugan Fraser
- **Date evaluation completed:** June 2010
- **Key words:** Working conditions, job quality, decent work, wages, working time, maternity protection, WISE, capacity building, Tanzania, Mozambique

Table of Contents

1. Executive summary	Page 3
2. Acronyms	Page 6
3. Background and project description	Page 7
4. Purpose of Evaluation	Page 8
5. Evaluation methodology	Page 8
6. Project Implementation Status	Page 9
7. Findings, Conclusions and Recommendations:	Page 10
7.1 Findings on the validity of the project strategy, objectives and assumptions	Page 10
7.2 Findings on the benefits or impact accrued to the target groups	Page 16
7.3 Findings on the project's implementation status	Page 23
7.4 Findings on the sustainability of the project results and lessons learned	Page 26
7.5 Findings on management performance by the ILO	Page 30
7.6 Conclusions and recommendations	Page 31
Annexures:	
One: List of people interviewed for this evaluation	Page 33
Two: Terms of Reference for this evaluation	Page 37

1. Executive summary

PROJECT BACKGROUND AND THE PURPOSE OF THIS EVALUATION

- Working conditions are a key dimension of decent and productive work. Concerns regarding job quality are urgent in contexts where workers labour in poor working conditions, as in many African economies. The dimensions of job quality include wages, productivity, safety and health, maternity protection and job security, as well as work/life balance. Improving job quality requires a better understanding of these and other dimensions of the issues, the legal and regulatory frameworks that govern them and the appropriate policy responses to address them.
- The International Labour Organisation's Improving Job Quality in Africa (IJQA) Project, launched in June 2008 and active until December 2009, sought to raise awareness, adapt and deliver participatory training on key issues, and undertake research and analysis in Tanzania and Mozambique that would enable governments and their social partners to measure, analyse, monitor and address job quality.
- The project's total budget was US\$1,425,317. It was funded by the Danish International Development Agency (DANIDA). The project was led by the ILO's Conditions of Work and Employment Branch (known as TRAVAIL). Other ILO divisions that participated in and supported the project included the ILO offices in Dar es Salaam and Lusaka (which oversaw implementation of the project in Mozambique), and ACTRAV and ACT/EMP, the units specialising in workers activities and employers activities, as well as very limited involvement by the ILO's Turin Centre.
- This project evaluation sought to: determine if the project has achieved its stated objectives and explain why or why not; assess the long term benefits / impact accrued to target groups; document best practices or lessons learned that could be used to inform the design, planning, implementation and activities of future projects and assess potential future needs of technical assistance on working conditions issues and provide recommendations.
- It was undertaken over fifteen days in December 2009 by Dugan Fraser, an independent evaluator based in Johannesburg, South Africa. The evaluation methodology comprised a review of project documentation; field visits to Maputo and Dar es Salaam; telephonic interviews with project staff in Geneva and Seattle and attendance at the IJQA Regional Conference in Tanzania held from 7 to 8 December 2009.

PROJECT STATUS

- The IJQA project is now completed and no further activities are to be undertaken by it except the finalization or printing of some products. A "no-cost extension" to allow the orderly completion and wrap up of the project has been agreed to.
- Delivery on the basis of financial expenditure has been as close to 100% as can realistically be expected and the project can generally be regarded as having performed extremely well.
- At the time of the evaluation, a very small number of the outputs planned as part of the project had had work done on them but still needed completion or signing off. The completion of these innovative and important products from the project is important.

PROJECT STRATEGY, OBJECTIVES AND ASSUMPTIONS:

- The strategic approach to be taken in the project is only partially unpacked in the project document: the issues and intended results are discussed in somewhat abstract terms, without sufficient specific reference to the two countries in which it was implemented (except for fleeting references to their Decent Work Country programmes). The strategy and its objectives do not build adequately on an analysis of the specific and prevailing conditions in the two countries and how the interventions sketched out above would lead to the intended results was not clarified.

-
- One of the widespread and persistent complaints about this project was its unrealistic timeframe. The development or immediate objectives proposed for this project could not have been achieved in the timeframes available.
 - The evaluator also has reservations and concerns around the indicators used in the project, particularly those provided for the outcome level, which are not appropriate for measuring results at that level.
 - This project does not have a properly formatted logframe as part of its project documentation. As a result the assumptions and risks facing the project are not identified or reflected upon.
 - In practice in each country, a real effort was made to adapt the activities and their content to suit the demands and context specific to each site. The choice of the tourism sector as the site of project activity is an example of how the project was adapted to meet the country context, since the tourism sector had been prioritised by both governments as needing attention and policy development.
 - The tripartite constituents in each country appear to have largely supported and understood the project's objectives and approach.
 - While the design of the project appears to have successfully taken account of gender issues and the different needs of men and women, in practice some of these issues appear to become less prominent over time, perhaps because of the constituents' limited capacity to address them in real and meaningful ways.

BENEFITS AND IMPACT ACCRUED

- The major achievements by the project were in the fields of research and analysis, training and capacity development; promoting social dialogue and facilitating tripartism.
- Stakeholder commitment to and understanding of the project internally by the TRAVAIL office in Geneva seems to have been very strong and performance in this regard seems to have been exemplary in almost all regards. However, stakeholder commitment to and understanding of the project varied between the two countries and also seemed to vary widely within countries.
- The project did not present visible evidence of having accounted adequately for the different needs of women and men in practice (despite having done so conceptually and at a planning level), with much of the reason for this seeming to lie in the whole terrain of gender relations in the countries concerned, rather than being a failure of the project itself.

IMPLEMENTATION STATUS

- The activities planned for the project were not realistic (and the role of the technical cooperation function in the ILO in not highlighting this issue needs to be noted). Given the project's short time period and the delays in receiving funds and starting up implementation, all the planned activities were unlikely to be implemented and the project was in some ways setting itself up for difficulties.
- Nevertheless, the project has delivered in an extremely cost-effective fashion, mainly as a result of the strategic manoeuvrings of the coordinators in both countries and the intense cost consciousness of the Geneva office.
- It would appear that significant efforts were made by project staff to ensure that both women and men could benefit from project activities, but these efforts were somewhat inconsistent and uneven, and became less pronounced towards the end of the project.
- The project clearly overcame many obstacles to achieve the impressive results it did.
- Training programmes, manuals and materials were appropriately adapted to the needs of project beneficiaries and participants and customised to country contexts where necessary.

SUSTAINABILITY AND LESSONS LEARNT

- The project does not have a sustainability plan, perhaps its single biggest weakness. It seems the project was based on the assumption that should it succeed in delivering its intended results, which it certainly has done at the output level at least, the donor, DANIDA, would be likely to support further phases and perhaps an extension to other countries.

-
- In certain instances, particularly in Tanzania, elements of the project have been integrated into other programmes.
 - Important lessons learnt from this project relate to the need to better articulate plans and results at all levels (outputs, outcomes and impacts) and to ensure performance indicators are properly formulated, taking care to unpack policy pathways to ensure implementation is on course to achieve the intended results and the need for thorough project initiation and commencement processes.
 - The report identifies a number of areas of good practice that could be replicated elsewhere, including the approach taken to implement the WISE/R component and the materials developed, various strategic approaches taken in the project and the emphasis placed in the project on tripartite cooperation and internal ILO collaboration.

MANAGEMENT PERFORMANCE

- The project appears to have managed its financial resources extremely well, although perhaps a little too closely, with administrative and procedural control seeming to be prioritised over effectiveness. However, this is perhaps characteristics of UN agencies which have learned the hard way of the need to ensure that controls are adhered to if resources are to be used for the purposes for which they are intended.
- The project seems to have driven its human resources very hard, ironic in a project that seeks to improve job quality.
- Project staff appears to have received more cooperation and support in some instances than in others. In Dar es Salaam the presence of a (seemingly) well functioning area office, the collaboration of colleagues in other programmes and the services of an administrative support staffer seemed to have allowed the coordinator to feel supported and to coordinate her work with other projects and programmes and to work hard at interacting strategically and operationally with constituents and others. In Maputo on the other hand, the context seemed much less supportive, the administrative arrangements were extremely taxing and even the administrative support provided on site was of a limited capacity and faced performance challenges.
- Staff members in Geneva seem to have largely cooperated well with each other and the country coordinators in providing technical assistance and support, particularly in areas such as the working conditions survey methodology and implementation support.

RECOMMENDATIONS

- The report makes three recommendations:
 1. Within three months TRAVAIL should convene a review workshop at which the lessons learnt through this project can be reviewed for publication in a short, targeted booklet of the sort frequently released by multilateral financial institutions. At a minimum, the review workshop should include project management and operational and technical support staff from Geneva; the two country coordinators; at least one representative of Government, workers and employers from each country and the consultant who supported the WISE/R implementation.
 2. As soon as possible but at least within the next three months, TRAVAIL should set up an IJQA webpage from which all the materials produced through this project can be accessed and downloaded, including the project reports and other technical materials. The page could also become a site on which other experiences in implementing WISE/R implementation could be hosted.
 3. Within the next quarter, PARDEV should be tasked with holding a debriefing meeting with TRAVAIL to identify the reasons for the weakness of the project documentation for the IJQA project and to agree on a process to address them (with both parties in all likelihood having to take responsibility for certain actions and areas). The provision of training for staff on key elements of Results Based Management (particularly logframes and indicators) is a likely outcome of this meeting.

2. Acronyms

ACT/EMP	ILO Employers' Bureau
ACTRAV	ILO Workers' Bureau
ATE	Association of Tanzanian Employers
CTA	Mozambican Confederation of Employers Associations
DANIDA	Danish International Development Agency
IJQA	Improving Job Quality in Africa
ILO	International Labour Organisation
OTM	Mozambican Organisation of Trade Unions
RBSA	Regular Budget Supplementary Account
SME	Small and Medium Enterprise
TRAVAIL	ILO's Conditions of Work and Employment Branch
TUCTA	Trade Union Council of Tanzania
UN	United Nations
WISE/R	Work Improvement in Small Enterprises

3. Background and project description

Working conditions are a key dimension of decent and productive work. Concerns regarding job quality are urgent in contexts where workers labour in poor working conditions, as in many African economies.

The dimensions of job quality include wages, productivity, safety and health, maternity protection and job security, as well as work/life balance. Improving job quality requires a better understanding of these and other dimensions of the issues, the legal and regulatory frameworks that govern them and the appropriate policy responses to address them.

The International Labour Organisation's Improving Job Quality in Africa (IJQA) Project, launched in June 2008 and active until December 2009, sought to address these concerns by facilitating and undertaking research and analysis in Tanzania and Mozambique that would enable governments and their social partners to measure, analyse, monitor and address job quality.

The project's total budget was US\$1 425 317. It was funded by the Danish International Development Agency (DANIDA). The project was led by the ILO's Conditions of Work and Employment Branch (known as TRAVAIL). Other ILO divisions that participated in and supported the project included the Tanzanian Area office, the Mozambican field office and ACTRAV and ACT/EMP, the units specialising in Workers Activities and Employers Activities as well as some minor involvement by the ILO's Turin Centre.

The governments of both countries participated in the project, led in Tanzania by the Ministry of Labour, Employment and Youth Development and in Mozambique by the Ministry of Labour. Employers' participation was coordinated in Tanzania by the Association of Tanzanian Employers (ATE) and in Mozambique by the Confederation of Employers Associations (CTA). Labour's participation in Tanzania was led by the Trade Union Council of Tanzania (TUCTA) and in Mozambique by OTM, the Mozambican Organisation of Trade Unions.

Through the support provided to research working conditions and reviews of legal frameworks, the project sought to increase awareness and understanding of the realities of working conditions, their impact on individuals and businesses, the factors impacting on working conditions and the related issues and to promote social dialogue and debate around them.

The project implemented workplace improvement programmes in both countries as part of its efforts to encourage and achieve improvements in working

conditions and promote social dialogue around how cost effective and practical interventions could improve job quality relatively easily and simply.

The project also sought to share knowledge and understanding regionally of the issues around job quality and the factors that affect it, as well as promoting tools and strategies that could be shown to have an effect on improving working conditions.

Further details on the project, its intentions and activities are provided later in this report.

4. Purpose of the evaluation

The purpose of this evaluation was to:

- Determine if the project has achieved its stated objectives and explain why or why not
- Evaluate the long term benefits / impact accrued to target groups
- Document best practices or lessons learned that could be used to inform the design, planning, implementation and activities of future projects
- Assess potential future needs of technical assistance on working conditions issues and provide recommendations.

5. Evaluation methodology

This evaluation was undertaken over fifteen days in December 2009 by Dugan Fraser, an independent evaluator based in Johannesburg, South Africa.

The evaluation methodology comprised:

- A review of project documentation made available by gaining access to the IJQA electronic documents storage facility, which allowed good access to the full range of documentation produced by the project (although due to technical constraints some of the documents had to be emailed to the evaluator later);
- Field visits to Maputo and Dar es Salaam which allowed face to face interviews with a wide range of project stakeholders (including representatives of government, employers and workers as well as ILO representatives, contractors and consultants who had worked on the project) in Tanzania and Maputo,
- Telephonic interviews with project staff in Geneva and Seattle;
- Attendance at the IJQA Regional Conference in Tanzania held from 7 to 8 December 2009. (Attendance at the Conference also gave the evaluator the opportunity to interview the Director of the project, a very useful engagement.)

-
- Assistance, guidance and support were provided to the evaluator by Mr Jon Messenger of the ILO's Evaluation Office.

This document is a first draft of the evaluation report and will be revised once comments and inputs have been received.

The limitations of this evaluation must be acknowledged: this project was an ambitious one that involved teams in three countries (Switzerland, Mozambique and Tanzania): its intentions were sophisticated, its processes complex, its stakeholders and role-players were diverse and its results were complicated. The full picture of such an ambitious undertaking cannot be completely articulated in the time provided for this evaluation and it is clear that more should be done to document the experience of this project so that its lessons can be clearly identified and its achievements fully celebrated and built upon.

The support and assistance provided by Dr. Annemarie Kiaga (and Ms. Maxi Ussar) in Tanzania, Ms. Gaia Segola in Mozambique and Ms. Andrea Prince in Geneva is gratefully acknowledged.

6. Project Implementation Status

The project is now completed and no further activities are to be undertaken by it except the finalization or printing of some products.

A "no-cost extension" to allow the orderly completion and wrap up of the project has been agreed to. Delivery on the basis of financial expenditure has been as close to 100% as can realistically be achieved.

It should be noted that at the time of the evaluation fieldwork a small number of the outputs planned as part of the project had had work done on them but were either not completed or not signed off. The completion of these outputs is important, as many of them are innovative and important products from the project.

7. Findings, Conclusions and Recommendations:

7.1 Findings on the validity of the project's strategy, objectives and assumptions

The findings in this section are based on:

- *The evaluator's own close reading and analysis of the project's planning and inception documentation in which the weaknesses highlighted below are clearly visible;*
- *Interviews with ILO staff in Tanzania and Mozambique (based in Zambia) and very extensive interviews with the project coordinators in both countries as well as with consultants who provided services on the project*
- *Interviews with project partner representatives from all three constituencies (workers; employers and government) in both Mozambique and Tanzania.*

7.1.1 Were the project strategy, objective and assumptions appropriate for achieving the planned results in the project countries and in the region?

In the project document, the strategy is described as being based on the ILO approach to working conditions in Africa, which has four components:

- Strengthening national expertise and capacity to provide constituents with information, understanding and analysis of the issues and realities of working conditions for men and women;
- Strengthening social dialogue and informed tripartite planning and decision making on working conditions
- Supporting the constituents in adapting and applying practical workplace level tools and approaches to translate decisions and policies into real improvements in working conditions and
- Fostering knowledge sharing among constituents and key stakeholders among and between local, national, regional and global levels.

To apply this strategic approach in this project, the document explains that the project would seek to gather information on actual working conditions and on national laws and policies that govern them. It would also aim to strengthen social dialogue and tripartite decision making on working conditions and to provide practical tools and participatory approaches with which to implement policies and decisions, tailored to the specific needs, circumstances and risks of small and micro enterprises (SMEs). Knowledge sharing, the fourth component of the project, sought to encourage feedback on working conditions at the local, national and regional levels and to enrich regional and global

discussions on working conditions with findings and outcomes from national experiences.

The development objective is stated as being to “contribute to poverty reduction and national development through improvements in the quality of men’s and women’s work in the formal and informal economy”.

Three immediate objectives or project outcomes (which draw directly off the ILO strategic approach noted above) are listed:

- Constituents will have a stronger capacity to identify and analyze key patterns, trends and dimensions of working conditions and to develop responsive policies and programmes in tripartite consultation
- Constituents and stakeholders will have undertaken effective and concerted action at local and or sectoral levels to improve conditions of work for women and men in small scale enterprise and farms, including for at risk groups such as pregnant women, young mothers and women with heavy unpaid work responsibilities and
- Awareness will have increased at regional and global levels on the importance of job quality in Africa with a stronger understanding of the measurement, analysis and responses for improving working conditions.

A project’s strategy should be explained and described in detail in its Project Document and then repeated and unpacked elsewhere in documents such as workplans and in periodic implementation reports, in which progress in implementing the overall strategic approach is considered and any amendments to it are highlighted and the reasons for adjustment are provided.

One of the problems with this project is that the strategic approach to be taken in the project is only partially unpacked in the project document: the issues and intended results are discussed in what are rather abstract terms, without sufficient specific reference to the two countries in which it was implemented (except for broad references to their Decent Work Country programmes).

As a result, the impression could easily be gained that there is no link between what was being attempted in the project, in terms of putting job quality on the policy agenda, and what was going on practically in the two countries in question.

However, such an impression would be incorrect: consultations and interviews with the personnel responsible for designing and planning the project have made it clear that in fact the project built on existing engagements in the two countries – more so in Tanzania than in Mozambique but in both countries there was reason to think the context was appropriate to what being attempted in the project. In effect, the problem lies with the written project document, not with its underlying thinking and conceptualisation. The strategy and objectives of this project were appropriate in what they sought to accomplish, but these were not well explained or described.

The strategy and its objectives do not build on any kind of analysis of the specific and prevailing conditions in the two countries and does not show how the interventions sketched out above would lead to the intended results. Presumably not required by the ILO or DANIDA but increasingly widely applied is the practice of unpacking a programme theory by describing what is called an Intervention Logic. This is often described in a diagrammatic form, using what is called a Logic Diagram. Such an explication should crisply explain what success will look like, provide an understanding of how undertaking specific activities will lead to the required results, make it clear why certain pathways are being followed and show what sequential events need to unfold for the ultimate impact to be achieved.)

It is also important at this stage to note one of the widespread and persistent complaints about this project: its unrealistic timeframe. The development or immediate objectives provided for this project could not have been achieved in the timeframes available. While it is clear that this project was a response to a particular funding opportunity, it should have been designed and structured in a way that made its intended results achievable and manageable in the timeframes available, instead of setting itself up to try to achieve the impossible. This is particularly true given the actual situation on the ground in Mozambique in particular, which was challenging (to say the least) and the time required for the ILO's financial management procedures.

Reservations and concerns around the indicators used in the project must also be noted, particularly those provided for the outcome level, which are not appropriate for measuring results at that level.

As a general rule, indicators that start "Number of.." are weak and show activity levels rather than the achievement of strategically selected and carefully formulated results. The choice of indicators is symptomatic of a general tendency in the project to require hard work rather than smart work, and this is clear from the long list of "Number of" indicators contained in the project document.

It should also be noted that the project document does not contain any baseline information relating to the indicators or targets (although these are contained in the respective country workplans), which is characteristic of rushed project strategies and plans.

7.1.2 Did the assumptions made in the project design prove to be basically accurate?

The logframe format is a four column matrix in which the final column is headed "Assumptions and Risks", in which the assumptions that underlie the project and the risks it faces are listed for each of the levels in the results hierarchy.

This project does not have a properly formatted logframe as part of its project documentation, and as a result the assumptions and risks facing the project are not identified or reflected upon. Considering a project's assumptions and risks is essential practice in global development agencies and their absence should have been noticed both by the ILO internally and by DANIDA.

Nevertheless, a number of assumptions can be identified in the areas of need, capacity, readiness and sustainability. Most of these assumptions have proved to be only partially accurate, and more so in Tanzania than in Mozambique. These areas of assumption are considered below.

The first (and perhaps the most important) area in which assumptions were made was that "there is a clear **need**, in Africa as elsewhere, for research, analysis and tools that enable governments and the social partners to measure, assess, monitor and address job quality" (page 3 of the Project Proposal). This assumption, of the need for the project, was, in the evaluator's opinion, basically accurate, and seems to have been based on the collective experience and expertise of the TRAVAIL team in Geneva.

However, in both Mozambique and Tanzania the most senior Government officials interviewed for this evaluation (both of whom are based in their respective labour inspectorates) expressed reservations about the project and both argued that it addressed issues that are not priorities for their country. Nevertheless, the evaluator is of the view that these opinions do not negate the clear and distinct need for this project, as articulated by others, both at the Regional Conference and in separate interviews with representatives of all tripartite members.

The second area in which assumptions were made was that of **capacity**, both that of the ILO and of the countries in which the project was implemented. Insufficient account appears to have been taken of the relatively low capacity levels amongst all the constituents in both countries, but particularly in Mozambique where the industrial relations architecture and its systems is newly developed.

The assumptions made around the ILO's capacity to operate in an integrated fashion also appear to have been somewhat over-optimistic, especially in the case of the Mozambican component of the project. In Mozambique, the fact that there is no Area Office serving the country was not taken into account in terms of planning the operations and administration of the project. Given the obvious need for sophisticated capacity to achieve the project's complex intentions, using a part time project coordinator put the incumbent under unfair pressure that seems not to have been adequately recognised by the ILO.

The assumption that the constituents would be **ready** to engage at the relatively sophisticated level required for the project from its outset was not correct and

much energy had to be put into getting the very basics in place – almost a kind of project preparatory phase, the need for which was not recognised but which should perhaps have been anticipated.

The final set of assumptions made in this project was around **sustainability**. Written into the proposal was the understanding that this would be a kind of “seed project” (page 5 of the Project Proposal) that would then be deepened in the two sites in which it was being initiated as well as being tried elsewhere. Inherent in this approach is an assumption about the availability of resources to take the process forward and to replicate it elsewhere. These assumptions, once again, have proved not to be correct and the consequences are that there is the possibility that the very exciting and pioneering results achieved in the project may come to nothing if new resources are not secured in good time.

7.1.3 Were the activities appropriately adapted for the needs of the country?

In each country, a real effort was made to adapt the activities and their content to suit the demands and context specific to each site. The choice of the tourism sector as the site of project activity is an example of how the project was adapted to meet the country context, since the tourism sector had been prioritised by both governments as needing attention and policy development.

The mechanism through which the activities were adapted to suit the country contexts included the fielding of a mission from the TRAVAIL office in Geneva to both Mozambique and Tanzania. Based on the findings of the Mission, the workplans for both countries were amended and adapted.

However, it must be noted that more could have been done, since important dynamics in both countries were overlooked, shown for example by the failure to include any activities in Zanzibar in the initial workplan, an oversight that had to be addressed later.

It is important to note the important and significant efforts of a parallel mini-project undertaken through ACT/EMP and ACTRAV to provide capacity support to employer and union representative bodies (also funded by DANIDA). This initiative was an explicit recognition of the need for additional activities if the project was to succeed.

7.1.4 Did the government, employers, unions and other project participants and partners understand the project’s objectives and approach? How have they supported these objectives over the life of the project?

The tripartite constituents in each country appear to have largely supported and understood the project’s objectives and approach. This support appears to have

been stronger amongst employers and unions than by government (in both countries) and more so towards the end of the project than initially. There appears to have been something of a dynamic in which the initial reception given to the project was lukewarm at best, but as the process unfolded and the value of the initiative became apparent, support strengthened and became more pronounced.

The support by constituents appears to have been sustained (and indeed grown) through the use of a Project Steering Committee in Tanzania and a Technical Committee in Mozambique. The appointment of Focal Persons from each of the tripartite members has been another mechanism through which understanding and support for the project has been built and maintained and appears to have worked well.

The issue of creating and maintaining governmental support is an important one – especially if the objective of achieving policy changes is to be achieved – that appears to require more thought and attention than provided to it in this project.

Part of the reason for this is that the benefits to the state of these kinds of interventions are less direct and more long-term than they are to other two direct stakeholder groups. Also, since government is the custodian of public policy and it has many demands on its policy agenda, a clearer, stronger and more strategic approach to obtaining and sustaining government support seems to have been needed in both contexts.

7.1.5 How did the project design reflect the different needs of men and women?

The design of the project appears to have successfully taken account of gender issues and the different needs of men and women, although in practice some of the activities that flowed from this recognition appear to have become less prominent over the course of the project. In the view of the evaluator, this appears to have been because of the less emphasis placed on them by the constituents and their limited capacity to address them in real and meaningful ways, not because the project staff emphasised them any less.

A concern with the different needs of men and women was integrated in each of the focus areas (by, for example, ensuring that the research differentiated on the basis of gender in all phases, from design, through to data collection and reporting) and was also addressed directly through various project components, such as that which dealt with maternity protection. Careful attention was also given to gender issues and gender mainstreaming in all project publications/training materials.

It should also be noted that a gender consciousness is suffused throughout the

project design since many of the issues dealt with in addressing job quality are inherently gender-based: improving work – life balance, occupational health and safety and most other elements are directly impacted on by gender relations and power dynamics and these dimensions are consistently recognised in the project design.

Summary of findings on the validity of the project strategy, objectives and assumptions

The project strategy was theoretically and conceptually solid and strongly rooted in experience and practice but its articulation in the project document did not provide the guiding framework that was needed from a strategic and performance perspective. Timeframes, results and indicators were particularly weak but the project's planning shortcomings were compensated for by the robust, flexible and dynamic approach taken to implementation and operations. A strong gender consciousness suffused the project, but diminished in practice over time, a result of contextual factors rather than specific failings in the project itself.

7.2 Findings on benefits or impact accrued to the target groups

The findings in this section are based on:

- *Interviews with TRAVAIL managers, staff and advisers*
- *A detailed review of the impressive materials produced by and for the project*
- *A systematic review of progress and other reports produced by the national project coordinators and the project coordinator in Geneva*
- *Interviews with representatives of all workers, employers and government in both Tanzania and Mozambique*
- *Interviews with other project stakeholders*
- *Feedback provided during the TRAVAIL Regional Conference in Dar-es-Salaam.*

7.2.1 What have been the major results or accomplishments of the project?

The first major area of achievement by the project was in the field of **research and analysis:**

- The project developed a survey instrument and methodology for measuring working conditions. This was done in close collaboration with the constituents. It then used the instrument to implement national surveys in both project countries.
- It also completed a review of the regulatory framework in both countries and facilitated and promoted dialogue in both countries on the need to improve official policy on job quality and working conditions. On the basis of the review a National Profile of Working conditions was developed and published for the two project countries. They provide a model for the future analysis of working conditions in other countries.

The second major area of accomplishment was that of **training and capacity development:**

- The project provided training on wages policy and negotiation skills in Mozambique.
- In Tanzania it delivered training on collective bargaining using ILO material adapted and translated to suit the context
- New training materials on working conditions were developed based on the existing Workplace Improvements in Small Enterprises (WISE) methodology
- A new guide to WISE/R implementation was developed
- Training in the new WISE curriculum was delivered to 53 trainers, 347 employees, which reached approximately 6 000 employees and which led to the implementation of 168 workplace conditions improvements.
- The project also supported the Labour School in Mozambique in rewriting its modules in its occupational health and safety curriculum.

The third major area of accomplishment was in **promoting social dialogue and facilitating tripartism:**

- Collaboration with the ACTRAV and ACT/EMP project to strengthen tripartism and social dialogue has strengthened social partners' capacity and created an awareness of the possibilities offered by the approaches.

At a more **general level**, the project has also achieved certain significant results:

- It has created an understanding amongst project participants and those reached through it that working conditions can be improved cost effectively through relatively simple and easily undertaken interventions. This is a major breakthrough in overcoming the belief that decent work is less important than any work.
- The project has also succeeded in inculcating an understanding that social dialogue is essential for improving working conditions.
- At a theoretical level, the project has helped create a very practical conceptual framework for understanding how job quality needs to be improved and highlighted the need for various different elements to be present in the framework. Such elements should include a focus on minimum wages, work / life balance, maternity protection and workplace improvement.
- The project also highlighted the need for strengthening institutional frameworks and building constituents' capacities.
- In Tanzania, the social dialogue component has created a platform from which a case can be made for the resuscitation of the moribund Labour, Economic and Social Council;
- The project has helped to bring Working Conditions into the UN reform process by highlighting its links to other related initiatives.
- The research process has generated meaningful information that will

serve as a baseline for future studies as well as a data set against which other countries can compare themselves.

7.2.2 To what extent has the project achieved its objectives and reached its target groups?

The following table shows what the project's objectives were and assesses the extent to which they were achieved.

Objective	The extent to which it was achieved:
<p>Development objective</p> <ul style="list-style-type: none"> To contribute to poverty reduction and national development through improvements in the quality of men's and women's work in the formal and informal economy. 	<p>This was not and could not have been achieved through a project of this duration and scope.</p> <p>However, the project results and feedback from the evaluation interviews suggest that if it was sustained and scaled up, it could play a contributory role to the reduction of poverty and improving work in both the formal and informal economy, especially if it were implemented in an integrated and dynamic fashion.</p>
<p>Immediate Objective / Outcome 1:</p> <ul style="list-style-type: none"> Constituents will have a stronger capacity to identify and analyze key patterns, trends and dimensions of working conditions and to develop responsive policies and programmes in tripartite consultation 	<p>The first part of this Immediate objective has definitely been achieved in both Tanzania and Mozambique, at least amongst those people directly exposed to project activities.</p> <p>The implementation of the Working Conditions survey and the capacity developmental manner in which it was done has left stronger capacity in both counties to "identify and analyse key patterns, trends and dimensions of working conditions".</p> <p>Whether such capacity will remain and even grow stronger or whether it will dissipate and disperse is not clear, an issue that could have been better considered in the project strategy.</p> <p>Whether or not a stronger capacity to develop responsive policies and programmes in tripartite consultation is less likely.</p>



While respondents interviewed for the evaluation indicated that the project has fostered the emergence of a willingness to take such an approach to policy formulation, it is still too early for such capacity to honestly be said to have been built.

However, the points made above about the likelihood of this being achieved if the approach piloted in the project were sustained and scaled up apply here.

Immediate objective / Outcome2:

- Constituents and stakeholders will have undertaken effective and concerted action at local and or sectoral levels to improve conditions of work for women and men in small scale enterprise and farms, including for at risk groups such as pregnant women, young mothers and women with heavy unpaid work responsibilities

In their application of the WISE/R approach to workplace improvement, constituents and stakeholders have indeed undertaken “effective and concerted action at local and /or sectoral level to improve conditions of work for women and men”.

However, it does not appear that most, or even many of the initiatives implemented as part of this project were in small scale enterprises or farms but were rather in large scale (e.g. a large nut processing plant in Tanzania) or fairly well-developed enterprises (such as hotels in Mozambique).

It also does not seem that the at-risk groups, such as those mentioned, were successfully prioritised in the project.

Immediate objective / Outcome 3:

- Awareness will have increased at regional and global levels on the importance of job quality in Africa with a stronger understanding of the measurement, analysis and responses for improving working conditions.

While it can certainly be said that awareness of the importance of job quality has been built at the regional level, it cannot be said to have been built at the global level yet.

Furthermore, the awareness that has been created has been built amongst a relatively small group of people (albeit people who occupy positions of 'influence' within constituent or partner organisations and institutions) and the lessons learnt and knowledge gained need to be further disseminated and actively promoted if they are to gain purchase and have any impact.

The following table lists the target groups identified in the project document and assesses the extent to which they were reached through the IJQA project.

Target Group identified in the project document	Extent to which they were reached by the project
<p>Direct beneficiaries:</p> <ul style="list-style-type: none"> • National experts in academic and other institutions, constituents, tripartite national machineries and other key stakeholders at national and local levels. • Gender equality was to be promoted through the representation of organisations and ministry departments with a mandate for promoting gender quality and through strong encouragement of women's participation from all represented entities. 	<p>It would appear that the intended direct beneficiaries of the project were indeed reached by it, in that it did successfully undertake research and analysis and facilitate social dialogue and promote collective bargaining and tripartism in a number of different ways.</p> <p>However, it should be noted that almost every respondent interviewed for this evaluation made it clear that the depth and durability of the benefits that accrued to the direct beneficiary group cannot be assured if follow up interventions are not implemented. The general consensus is that if the project is not followed up with sustained refresher interventions, the benefits of the project will disappear very quickly.</p> <p>In terms of the gender dimension, it should be noted that while the project in both countries appear to have made respectable efforts to involve women in their activities, the capacity of both civil society structures and the government agencies tasked with promoting gender equality was not sufficiently developed to allow equal participation, suggesting that a more thoughtful approach to this matter is required.</p>

Ultimate beneficiaries:

- Men and women who are targeted by policies and practical approaches aimed at improving working conditions... disproportionately including pregnant women and new mothers and women and girls...

The WISE/R initiatives certainly did succeed in reaching women and men working in enterprises, to such an extent that support and for the approach was striking and the enthusiasm for it was infectious.

In terms of the project's success in reaching people affected by policies aimed at improving working conditions, the project did not achieve this in the time frame available to it and indeed, could not realistically be expected to have done.

The point made above about efforts to target women holds true here as well, in that despite the projects efforts, it cannot really be said to have reached the women's groups mentioned disproportionately as planned.

7.2.3 Has there been adequate stakeholder commitment to and understanding of the project?

Stakeholder commitment to and understanding of the project internally by the TRAVAIL office in Geneva seems to have been very strong and performance in this regard seems to have been exemplary in almost all regards.

However, stakeholder commitment to and understanding of the project varied between the two countries and also seemed to vary widely within countries.

In Tanzania, there appears to have been more than adequate stakeholder commitment amongst both employer and labour structures, with enthusiasm in both parties seeming strong and an understanding of the benefits expressed in interviews with both groups.

Commitment and understanding by Government representatives appears to be stronger in some quarters than in others, with state agencies serving small enterprises and providing vocational training seeming very enthusiastic, with the Ministry representative seeming less so. This variance in state enthusiasm is to be expected given its complex and dynamic nature and the fact that its interests are less clearly directly served through the project. The implication though is that if the IJQA projects' successors are to achieve in making a policy impact, state dynamics and issues need to be more carefully considered and addressed,

In Mozambique the situation was similar but with some variation: workers' structures seemed very committed to the project and its intentions and exhibited a deep understanding of what was being attempted through the project's research component, its legal review and the workplace interventions, as well as through the knowledge sharing components.

Mozambican employers seemed to need some coaxing before they came to support the project, but as their understanding of the benefits grew, so did their enthusiasm and by the time the interviews for the evaluation were undertaken, the employer representatives interviewed demonstrated great enthusiasm and understanding.

Similar to Tanzania, only more pronounced, Government's understanding and enthusiasm for the project in Mozambique was strong in certain institutions, such as in the Labour College, and then much less so in others, such as the Labour Inspector General's office, where great scepticism – and almost outright hostility - was expressed. It would appear that the Governmental view of the ILO had been strained by a number of factors, including an unfortunate incident that took place immediately before the interview (which had nothing to do with this project at all), so the extent to which the interviews was a reliable indicator of the relationship between the ILO and the Mozambican Ministry of Labour is not clear. It would appear though that improving and building the ILO's relationship with the Government of Mozambique should be something of a priority.

7.2.4 Did the project adequately account for the different needs of women and men?

It has been noted earlier that in its design, the project is entirely conscious of the need to account for the different needs of women and men, and in certain components, these differing needs were very successfully addressed, especially from a conceptual perspective.

This showed itself for example in the way job quality is approached, so that issues such as maternity protection and work life balance are given the appropriate importance and are treated as being of importance to both women and men, rather than seeing them simply as women's concerns.

It should also be noted that both country coordinators are highly skilled and experienced in gender matters, as they both have a background in working in gender programmes. As a result, the manner in which they pursued and implemented the programme displayed a high degree of awareness of the need to take account of women's and men's different needs.

Despite all these efforts, the project did not present visible evidence of having accounted adequately for the different needs of women and men in practice, with much of the reason for this seeming to lie in the whole terrain of gender relations in the countries concerned, rather than being a failure of the project itself. It seemed, for example, that despite women's organisations being invited to attend relevant events or processes, they would not participate, the reasons for which are not clear but which may relate to their being overstretched and unable to do so.

The implication may be that attempts to take account of the different needs of women and men must make a greater effort to include women, even if that means convening special events to do so.

Summary of findings on the benefits or impact accrued to the target groups
The major achievements by the project were in the fields of research and analysis, training and capacity development, the promotion of social dialogue and facilitation of tripartism. The TRAVAIL office in Geneva showed very strong commitment to and understanding of the project and its performance seems to have been exemplary in almost all regards. Stakeholder commitment and understanding varied within and between the two countries. At the planning and conceptual levels the different needs of women and men were accounted for but efforts in this regard had limited results in practice, primarily as a result of the nature of gender relations on the ground in the project countries

7.3 Findings on implementation status

Findings in this section are based on:

- *A review of the project's planning and inception documents and progress reports*
- *Interviews with the project coordinators in Geneva, Tanzania and Mozambique*
- *Interviews with representatives of the project constituents*
- *Review of materials produced during the project*

7.3.1 To what extent have planned activities been implemented in a timely and cost effective manner?

It must be noted that in the view of the evaluator, the activities planned for the project were not realistic. Given the project's short time period and the delays in receiving funds and starting up implementation, all the planned activities were unlikely to be implemented and in adopting such unrealistic plans, the project set itself up for difficulties.

Having noted the unrealistic nature of the project's plans and expectations, it should be recognised that the project has delivered in an extremely cost-effective fashion, mainly as a result of the strategic manoeuvrings of the coordinators in both countries and in Geneva. In the words of one of the respondents interviewed for this evaluation: "The project has planted and germinated a seed. To have expected more would have been unrealistic."

In some ways, it would seem that cost effectiveness was achieved by using cost sharing strategies that were a little daring particularly in the Mozambican component, but in the view of the evaluator, they were above board, defensible and indeed, commendable.

It should however, be recognised, that much of what was achieved from a cost perspective would be very hard to replicate elsewhere, since personal networks and capacities were drawn on in ways that would not necessarily be possible elsewhere.

While the evaluator is of the view that activities were implemented in a cost effective manner, it is less clear that they were timely: it seems that certain components, such as the WISE/R work preparations should have been started much earlier. In some ways, this was a result of the rushed nature of the whole project and the consequence of the lack of realism in the activities plans and the project's limited implementation capacity.

7.3.2 What efforts have been undertaken to ensure that both women and men are able to benefit from project activities?

Feedback collected during the evaluation of the project suggests that initially at least, significant efforts were made by project staff to ensure that both women and men could benefit from project activities, for example by trying to ensure that participants invited to events and processes included both men and women and when appropriate, representative structures or organisations.

Also, as noted earlier, both Coordinators come from a gender background and the project's core conceptual drivers have a strong gender consciousness, making gender an integrated element of the project, during its conceptualisation, and more relevantly, in its implementation.

However, the evaluator is of the view that these efforts were somewhat inconsistent and uneven, and that they tapered off towards the end of the project. One of the reasons for this seems to be that the project partners were in many ways responsible for ensuring women's participation and for making sure that they could benefit as much as men from the project, but that in many instances, as a result of the patriarchal nature of society in both countries, they have little capacity in this regards. As a result, they could not perform effectively in ensuring men and women both benefited from the project.

A more coherent, conscious and consistent strategy for ensuring gender equity in terms of benefiting from the project should have been developed and implemented, instead of relying on the integration of gender into the overall strategy, the gender-related skills of the coordinators and the capacity of the partner structures.

7.3.3 What obstacles were encountered in project implementation? What actions were taken to address such obstacles?

The project clearly overcame many obstacles to achieve the results it did. Amongst the obstacles identified by people interviewed for the evaluation were the following:

The short time period allowed for the preparation of the project proposal and plan was an obstacle never properly addressed and the cause of the various

shortcomings in the project documentation. The problems caused by the short time allowed for preparation of the project document were exacerbated by the rushed approval process which meant that certain key strategic elements that should have been in place were not.

The duration of the project was perhaps its greatest obstacle, one that was not really overcome but which was managed by all the members of the project team, in both countries and in Geneva, working effectively and very hard to achieve the results that they did in a very short time frame.

Delays in releasing funds meant that the project start up took place later than anticipated and the overall project period was even shorter than planned, again, time pressures that were never really addressed.

Another set of obstacles faced by the project was staffing issues at TRAVAIL in Geneva, where the role of certain staff members diminished unexpectedly leaving gaps in skills and knowledge that were hard to fill. The Project Manager, who had been responsible for leading the design and conceptualisation of the project and who had a very refined strategic understanding of what was being attempted, stopped working full-time on-site at the TRAVAIL office, and an interim colleague had to step in. It appears as if the transition could have been better managed and some tensions seem to have been generated by the shift and the resultant lack of role clarity. Also, the person in Geneva with the most advanced experience and knowledge of the WISE methodology and approach was transferred out of the office, again leaving a gap that was hard to fill.

In both instances, the project seems to have coped with the loss of skilled and experienced personnel by making greater demands on their colleagues, who fortunately proved to be up to the challenge, although in all likelihood, ironically, the quality of their jobs probably suffered somewhat.

Constituent capacity at the field level was another challenge to the project, and their inability to undertake some of the activities at the level they were expected to have been able to also caused some delays.

Language difference across countries and the expenses associated with translation was another obstacle to the programme, with innovative and creative solutions being found to get around the challenges posed here. For example, it appears that the ILO's relationships in Lisbon in Portugal were drawn upon to find efficient service providers, although it would appear that these came at some cost.

Because the project was an attempt to apply the various diverse skill sets found in TRAVAIL and elsewhere in an integrated manner, constant coordination of many different experts in different units was required. Coordination and integration are distinct skills that require resources, care and time and in the case

of this project, adequate provision for these inputs appears not to have been made. However, the demands made on personnel were met, seemingly because of a collective desire to see the project succeed.

Ongoing challenges around financial management posed a real obstacle for the project, especially since it was being implemented in such short time frames and speed was required to achieve the intended results. This obstacle could not really be overcome but simply had to be constantly worked at in order to be managed.

7.3.4 Were training programmes, manuals, and other project materials adapted to the needs of the project, stakeholders and beneficiaries (both women and men) as well as the country situation? Were they well received and well produced? Did they incorporate existing materials where appropriate?

The evaluator is of the view that training programmes, manuals and materials were appropriately adapted to the needs of project beneficiaries and participants and customised to country contexts where necessary. Where necessary, great care appears to have been taken over the translation of materials to Portuguese for the Mozambican component of the project.

In certain instances, existing materials such as the social dialogue and collective bargaining training manuals taken from the Turin Centre were not adapted but the material concerned appears to have been sufficiently well developed to work successfully.

The revision of material for the project does appear to have incorporated existing materials, for example the WISE/R material seems to have built successfully on the little existing material that was available and the resultant material was of a high standard and was, in the view of the evaluator, well produced.

Responses received during the evaluation concerning materials produced by and used in the project was generally complimentary and suggested that it had been well received.

Summary of findings on the project's implementation status

Although the activities planned for the project were not realistic from a time and budget perspective, the project delivered in an extremely cost-effective fashion. Although somewhat inconsistent and uneven, significant efforts were made to ensure that both women and men could benefit from project activities. The project overcame many obstacles to achieve impressive results. Training programmes, manuals and materials were appropriately adapted to the needs of project beneficiaries and participants and customised where necessary.

7.4 Findings on the sustainability of project results and lessons learned

Findings in this section are based on:

- *A review of the project's planning and inception documents*
- *Interviews with the project coordinators and ILO staff including TRAVAIL management*
- *Interviews with government representatives in Mozambique and Tanzania as well as representatives of other project stakeholders*

7.4.1 Does the project have a sustainability plan?

The project does not have a sustainability plan, which is perhaps its single biggest weakness. It seems the project was based on the assumption that should it succeed in delivering its intended results, which it certainly has done at the output level at least, the donor, DANIDA, would be likely to support further phases and perhaps an extension to other countries.

The change in funding modalities at the ILO and the adoption of the RBSA approach seems to have had negative consequences for the project and as a result the provision of funds to allow the project to continue is not assured.

Proposals have been submitted by the ILO Regional offices concerned, Lusaka and Addis Ababa, and a decision on the applications should be made shortly. However, even if the applications are successful, which does not seem assured, much time will have passed before funds will be released and the momentum that has been built up at great personal and institutional cost is likely to have been lost.

7.4.2 What project components or results appear likely to be sustained after the project and how?

In certain instances, particularly in Tanzania, elements of the project have been integrated into other programmes. Tanzania's Joint Programme 2 will incorporate those elements of the project relevant to its mandate, while the WISE/R components will form part of the Joint Programme that addresses employment creation and economic empowerment.

In Mozambique, a link has been created with the Ministry of Labour's Labour School that will ensure that certain components of the WISE/R initiative are taken forward. However, the approach to be taken will see Labour School students being trained in the approach, which is good but which will not necessarily lead to policy change, except perhaps in the very long term. Nevertheless, the School has the potential to influence those coming up through the Ministry, including labour inspectors and there is therefore the possibility that this connection will enhance impact in the long term.

In neither country has a home been found for the social dialogue components of the project, which from a policy development perspective are extremely important for the improvement of working conditions. This is particularly true since

the work undertaken as part of the project seemed to suggest that the necessary legislative and policy frameworks are in fact in place and that the areas in which work is required is implementation.

This would suggest that the real focus to improve job quality needs to be on addressing policy ineffectiveness, getting a better understanding of non-compliance and improving the enforcement of already existing policy provisions. These issues can only be addresses through social dialogue and strengthened tripartism, exactly the areas of the project which seem unlikely to be sustained.

7.4.3 How might the approach, products, results and lessons learned from this project be extended to similar projects worldwide? Please highlight good practices that are replicable.

A number of important lessons can be learnt from this project:

- Project documents for initiatives that seek to achieve policy outcomes should include a detailed strategy section in which the project's intervention logic is explicated, making the underlying programme theory clear, preferably by making use of a logic diagram. The statement of the intervention logic should include a clear statement of what success would look like.
- Every project document should include a properly formulated Logical Framework Matrix with the fourth column (addressing Assumptions and Risks) fully completed and this should be checked for realism and practicality, particularly from a time perspective.
- The indicators used in project documentation should always be reviewed or checked by an indicator or monitoring and evaluation specialist to ensure that they are coherent, illustrative and useful.
- Every project plan should include baseline data and specific, achievable and realistic targets for the results to be achieved. Projects should address gender concerns by both mainstreaming the relevant issues as well as by undertaking discrete measures or initiatives that specifically target women.
- Projects that seek to achieve policy impact should spend dedicated time during their conceptualisation and design phases to unpack and clarify exactly how policy is made in each specific context so that the project strategy, activities and intended results can be more closely tailored around what is needed for the intended policy outcomes to be achieved.
- When projects that are as sophisticated and complex as this one are being initiated, the commencement process should include a modest readiness assessment workshop or exercise in which the capacity of project participants and the country's constituents is assessed and efforts are made to

ensure that what is being attempted are pitched at the appropriate level.

In order for the approach, lessons learnt and products from this project to be shared more broadly, they need to be written up in an accessible, concise publication that is aimed at the kinds of stakeholders who participated in this project.

This matter is further addressed in the Recommendations section of this report.

Amongst the good practices that could be promoted for replication are the following:

- The WISE/R component of the project was the big success of the entire initiative, with all aspects of its implementation offering valuable lessons. In particular, the materials produced and the strategy of using an independent M&E Consultant to support and monitor implementation and who added enormous value are of particular value and should be showcased;
- The strategic approach to undertaking research and then immediately applying the findings in wage negotiations was another pioneering and innovative strategy that should be promoted as a good practice that could be implemented elsewhere;
- The tripartite collaborative approach was also a major success, with all respondents indicating that they had been tremendously impressed with the way in which the project built common ground and created a real framework for authentic participation and cooperation between what are often hostile parties;
- The manner in which the various components of the ILO collaborated in the project (in this case under TRAVAIL's leadership) is another area of good practice that could be replicated in other projects. Each component focused on their mandated area but by working worked together they achieved far more than they could have working separately;
- Although not planned or systematically undertaken, the integration of certain project components into other ILO and UN initiatives was successfully handled in the Tanzanian office, an experience that should be written up and promoted as a good practice.
- Similarly, the fortuitous emergence of a good relationship between the project and the Mozambican Labour School is also an example of a good practice that should be captured and promoted as a good practice;
- The Mozambican component's implementation approach was an example of how to undertake creative problem solving and flexible cost sharing,

the details of which could be written up into a case study and used to inspire similar approaches elsewhere.

Summary of findings on the sustainability of the project results and lessons learned

The project's single biggest weakness was the absence of a sustainability plan, although elements of the project have been integrated into other programmes, particularly in Tanzania. Important lessons learnt from this project relate to the need to articulate plans (and intended results) better and to ensure performance indicators are properly formulated, taking care to unpack policy pathways to ensure implementation is on course to achieve the desired results and the need for thorough project initiation and commencement processes. The project developed a number of good practices that could be replicated elsewhere, including the approach taken to implement the WISE/R component and the materials developed, various strategic approaches taken at an operational level and the emphasis placed in the project on tripartite cooperation and internal ILO collaboration.

7.5 Findings on management performance by the ILO

Findings in this section are based on:

- Interviews with project coordinators and ILO staff and managers
- Interviews with other project stakeholders;
- A comprehensive review of project documentation and correspondence provided to the evaluator

7.5.1 How well does the project manage its financial and human resources and communicate with stakeholders

The project appears to have managed its financial resources extremely well, although perhaps a little too closely, with administrative and procedural control seeming to be prioritised over effectiveness. However, this is perhaps characteristics of UN agencies which have learned the hard way of the need to ensure that controls are adhered to if resources are to be used for the purposes for which they are intended.

The project seems to have driven its human resources very hard, which is ironic in a project that seeks to improve job quality. The expectations of project staff seem not to have been entirely reasonable and they appear to have been driven to perform. More care should perhaps be taken to support and nurture professional staff, particularly since the team assembled to implement this particular project seems particularly committed and talented and to possess an unusually appropriate combination of skills and experience.

A lot of energy and resources appears to have been dedicated to communicating with stakeholders, but this was – probably because it appeared as if it needed to be – mostly of an administrative and operational sort. More could have been undertaken in the way of strategic communication – communication that focuses on the policy intentions and the outcomes to be achieved by the project. This kind

of communication takes time and resources and the absence of both these commodities in this project probably explains its absence.

7.5.2 Has the project staff received adequate support and cooperation from the local partners, constituents and relevant ILO units and offices?

Project staff appears to have received adequate cooperation and support, but more so in some cases than in others.

In Dar es Salaam, for example, the presence of a (seemingly) well functioning area office, the collaboration of colleagues in other programmes and the services of an administrative support staffer seemed to have allowed the coordinator to feel supported and to coordinate her work with other projects and programmes and to work hard at interacting strategically and operationally with constituents and others.

In Maputo on the other hand, the context seemed much less supportive, the administrative arrangements were extremely taxing and even the administrative support provided on site was of a limited capacity and faced performance challenges. These factors combined to make the coordinator of the Mozambican project feel far less supported than in Tanzania. In addition, the constituents were not hostile but certain elements of the government (or the Ministry of Labour at any rate), seems to have a rather sceptical view of the ILO in general, although it seems more supportive of this project than some of its other initiatives, concerns with which were raised during the interviews for this evaluation.

Staff members in Geneva seem to have largely cooperated well with each other and the country coordinators in providing technical assistance and support, particularly in areas such as the working conditions survey methodology and implementation support. The little feedback received from staff in Geneva did not indicate any serious problems in this regard, although it would appear that workloads in TRAVAIL are not light.

Summary of findings on management performance by the ILO

The project appears to have worked its human resources very hard and managed its financial resources extremely well, although the very tight administrative and procedural controls were perhaps too onerous on occasion. Project staff appears to have received more cooperation and support in Tanzania than in Mozambique. The level of administrative support in each country played a very influential role in project operations. Geneva-based staff members cooperated well with each other and the country coordinators in providing assistance and support, particularly in the working conditions survey methodology and implementation support.

7.6 Conclusions and recommendations

7.6.1 Conclusion

June 2010

The overarching conclusion reached regarding this project is that it has performed well and achieved more of its outputs than should have been expected. Its key strategic thrust – building tripartism to improve working conditions by undertaking and applying innovative and creative research and training interventions – was proved to be a successful and feasible operational approach.

The project was stretched by unrealistic expectations and an inadequate plan that was insufficiently detailed and an approach in which various strategic dimensions were inadequately developed. Project staff overcame these limitations with hard work, commitment, imagination and perseverance and in the view of the evaluator achieved extremely good results.

7.6.2 Recommendations:

It is recommended that:

7.6.2.1 Within three months TRAVAIL should convene a review workshop at which the lessons learnt through this project can be reviewed for publication in a short, targeted booklet of the sort frequently released by multilateral financial institutions. At a minimum, the review workshop should include project management and operational and technical support staff from Geneva; the two country coordinators; at least one representative of Government, workers and employers from each country and the consultant who supported the WISE/R implementation.

7.6.2.2 As soon as possible but at least within the next three months, TRAVAIL should set up an IJQA webpage from which all the materials produced through this project can be accessed and downloaded, including the project reports and other technical materials. The page could also become a site on which other experiences in implementing WISE/R implementation could be hosted.

7.6.2.3 Within the next quarter, PARDEV should be tasked with holding a debriefing meeting with TRAVAIL to identify the reasons for the weakness of the project documentation for the IJQA project and to agree on a process to address them (with both parties in all likelihood having to take responsibility for certain actions and areas). The provision of training for staff on key elements of Results Based Management (particularly logframes and indicators) is a likely outcome of this meeting.

Annexure One:

List of people interviewed for this evaluation (in alphabetical order)

NAME	DETAILS
Addati, Laura	Associate Expert Technical Officer – Work Family and Maternity Protection TRAVAIL ILO Geneva
Berghmans, Els	Monitoring and Evaluation Consultant Maputo Mozambique
Bibiana, Amelia	Administration and Finance Secretary Trade Union Organisation of Mozambique Maputo Mozambique
Cassirer, Naomi	IJQA Project Manager TRAVAIL ILO Geneva
Finnegan, Gerry	Director ILO Regional Office Lusaka Zambia
Freitas, Anna	Trainer International Cooperation Capital Maputo Mozambique
Kaali, David N.	Acting Labour Commissioner Ministry of Labour Employment and Youth Development Dar es Salaam Tanzania
Kapela, Charles	Project Coordinator Association of Tanzanian Employers Dar es Salaam Tanzania

Karlsen, Anders B.	Counsellor, Head of Cooperation Deputy Head of Mission Royal Danish Embassy Maputo Mozambique
Kiaga, Annemarie	IJQA National Project Coordinator Tanzania
Maganya, Liberatus	Technical Officer Small Industries Development Organisation Mtwara Tanzania
Maquene, Fernando	Labour Inspector and teacher Labour School Maputo Mozambique
Mfungo, Mark	Training Coordinator Association of Tanzanian Employers Dar es Salaam Tanzania
Mgaya, Nicholas	Acting General Secretary Trade Union Council of Tanzania Tanzania
Monteiro, Rui	(Hotel Association) Maputo Mozambique
Moreira, Sergio	General Manager Hotel Turismo Maputo Mozambique
Mpelumbe, Godwin	Acting Assistant Director: Labour Market Information Ministry of Labour, Employment and Youth Development Dar es Salaam Tanzania
Munguambe, Alexandre Candido	General Secretary Trade Union Organisation of Mozambique Maputo Mozambique
Musindo, Alexio	Director: ILO Area Office for Tanzania, Kenya, Uganda and Somalia Dar es Salaam Tanzania

Muzkayembe, Edwin Richard	Training and Human resource Development Officer Trade Union Council of Tanzania Tanzania
Naimo, Mohmed Saide A.	Manager: General Secretary's Office Trade Union Organisation of Mozambique Maputo Mozambique
Ngujuna, Hezron	Senior Specialist: Employer activities ILO Regional Office Addis Ababa
Nyambo-Minja, Flora	Coordinator: Zanzibar Economic Growth and Employment Creation Programme ILO Dar es Salaam Tanzania
Pacule, Otilia	Office Manager: Southern Region Confederation of Employers Associations Mozambique
Phororo, Hopolang	Deputy Director ILO Area Office for Tanzania, Kenya, Uganda and Somalia Dar es Salaam Tanzania
Prince, Andrea	IJQA Project Coordinator TRAVAIL ILO Geneva
Saide, Alice Harman Morar	Director: Labour School Maputo Mozambique
Segola, Gaia	IJQA International Technical Assistant / National Project Coordinator Mozambique
Sembuyagi, Peter	Labour Officer Ministry of Labour, Employment and Youth Development Dar es Salaam Tanzania
Simao, Alfredo	Office of the Inspector General Ministry of Labour Maputo Mozambique

Suita, Joaquim Moises

Labour Inspector General
Ministry of Labour
Mozambique

Tomei, Manuela

Director: TRAVAIL
ILO
Geneva

Ussar, Maxi

Programme Officer
ILO Dar es Salaam Area Office
Tanzania

Wanzala, Pius Nambiza

Field Coordinator (Mtwara)
ILO Area Office for Tanzania, Kenya, Uganda and
Somalia
Tanzania

Annexure Two:

Terms of Reference for this evaluation

iTrack

Evaluation Unit (EVAL)

EVALUATION REPORT TITLE PAGE

- > **Project/Evaluation Title: Improving Job Quality in Africa through concerted efforts by Governments, Employers and Workers**
- > **Type and Timing of Evaluation: Final evaluation: December 2009**
- > **TC/SYMBOL: INT/08/61/DAN**
- > **Month/Year Evaluation Completed: December 2009**
- > **Country(ies) covered: United Republic of Tanzania, Mozambique**
- > **Donor: DANIDA**
- > **Project Budget: US\$1,425,317**
- > **Project Start and Ending Dates: May 2008 to 31 December 2009**
- > **Evaluation Manager: Jon Messenger**
- > **Consultant(s): Dugan Fraser**
- > **ILO Administrative Unit: TRAVAIL**
- > **ILO Technical Unit: TRAVAIL**
- > **Keywords: Working conditions, job quality, decent work, wages, working time, maternity protection, WISE, capacity building, Tanzania, Mozambique**
- > **Submitted to EVAL by: Andrea Prince**

I. PROJECT BACKGROUND AND BRIEF DESCRIPTION

The project was launched in June 2008, and has worked together with governments, employers and unions in Mozambique and the United Republic of Tanzania to improve the working conditions of men's and women's work in the formal and informal economy. The overall objective of this project is to contribute to poverty reduction and national development through improvements in the quality of men's and women's work in the formal and informal economy.

The project has been implemented by the ILO sub-regional offices in Dar es Salaam and Lusaka, with technical oversight and backstopping from the ILO's Conditions of Work and Employment Programme in Geneva. It has run in coordination with an ILO-DANIDA project on strengthening tripartism and social dialogue under the Bureaux for Workers' Activities and Employers' Activities, which has also worked directly with the social partners in Mozambique and Tanzania.

The project's approach to improving capacity to improve job quality has been based on four complementary strategies:

1. Strengthening national expertise and capacity of the tripartite partners to assess and improve working conditions for men and women;
2. Strengthening social dialogue and tripartite decision-making on working conditions;
3. Supporting the constituents to adapt and apply practical workplace-level tools and approaches (e.g. WISE and WIND) to translate decisions and policies into real improvements in working conditions; and
4. Fostering knowledge sharing among constituents and key stakeholders among and between local, national, regional and global levels.

These strategies have involved the project in working closely with national constituents and national and local institutions and partners, as well as in supporting the training at the enterprise level. All of the work undertaken has been focused around the agreed immediate project objectives, set out below. Further details of the work undertaken in the project are provided in Annex 1.

"At the end of the project:

1. *Constituents will have a stronger capacity to identify and analyze key patterns, trends, and dimensions of working conditions, and to develop responsive policies and programmes in tripartite consultation;*
2. *Constituents and stakeholders will have undertaken effective and concerted action at local and/or sectoral levels to improve conditions of work for women and men in small scale enterprise and farms, including for at-risk groups such as pregnant women, young mothers and women with heavy unpaid work responsibilities.; and*

-
3. *Awareness will have increased at regional and global levels on the importance of job quality in Africa with a stronger understanding of the measurement, analysis and responses for improving working conditions.*

The project will end in December 2009.

II. PURPOSE

The purpose of the final evaluation is to:

- a) Determine if the project has achieved its stated objectives and explain why or why not;
- b) Evaluate the long-term benefits / impact accrued to direct and indirect beneficiaries of the project ('the target beneficiaries'):
 1. national constituents in the project countries;
 2. relevant national institutions, project partners or implementing organizations;
 3. participants (including institutional participants) in training or other project activities and, indirectly, those that work in enterprises/institutions that have participated;
 4. In relation to the Regional Conference, participants/constituents from other African countries;
- c) Document best practices and lessons learned that could be used to inform the design, planning, implementation and activities of future projects;
- d) Assess potential future needs of technical assistance on working conditions issues and provide recommendations;

III. ROLE OF THE EVALUATOR

The evaluation will be carried out by an independent consultant, Mr Dugan Fraser.

He will:

- Review the TORs and provide input on any amendments judged necessary;
- Review project background materials (e.g., project document, progress reports);
- Review the purpose of the evaluation and work with the ILO Evaluation Focal Point to further refine the issues to be addressed, as necessary;
- Develop and implement an evaluation methodology (i.e., conduct interviews, review documents) to enable him to prepare the evaluation report.
- Conduct a Planning Teleconference with ILO prior to the evaluation mission.
- Prepare an initial draft of the evaluation report to ILO and prepare a final report, reflecting any comments or additional inputs received, together with a summary of the evaluation report.

-
- Submit the final evaluation report and summary thereof after the evaluation mission according to the timeline provided in Section VI.

The consultant will be responsible for applying ILO quality standards for evaluations, which are in line with UN Evaluation Norms and Standards, and for delivering a final report and summary report consistent with the ILO guidelines for summaries and final reports. The consultant should refer to the guidelines included on the ILO/EVAL webpage (http://www.ilo.org/intranet/english/edmas/eval/proj_eval.htm) for guidance on these standards.

ILO is responsible for:

- Reviewing, providing any necessary inputs into, and approving the TOR;
- Providing project background materials;
- Describe the purpose of the evaluation and working with the evaluator to refine the issues to be addressed, as necessary;
- Facilitating the organization of meetings/interviews for the purposes of the evaluation and scheduling the same, in consultation with the evaluator;
- Assisting in the implementation of the evaluation methodology, as appropriate and as approved by the evaluator (i.e., participate in interviews, observe committee meetings) and in such a way as to minimize bias in evaluation findings; and
- Reviewing and providing comments on the evaluation report and summary.^[2] Ensuring that the evaluation is conducted in accordance with these terms of reference for preparing the draft report of the evaluation, discussing it with the other member of the evaluation team, the beneficiaries and the stakeholders.

IV. SCOPE / KEY ISSUES

The evaluation will cover the whole implementation period of the project, from June 2008 to December 2009, but will take into account events occurring immediately prior to this period in so far as it is necessary to presenting an accurate and comprehensive picture of the project's context and development.

The evaluation will examine the following key issues:

1. Validity of the project strategy, objectives and assumptions:

^[2] It is important to review the draft based on the elements of the TOR and to ensure that the draft is factually accurate and structurally sound. The comments should not attempt to change the findings, conclusions, and recommendations / lessons learned made by the evaluator in order to maintain the independence and objectivity of the evaluation report.

-
- *Were the project strategy, objectives and assumptions appropriate for achieving planned results in the project countries and in the region?*
 - *Did the assumptions made in the project design prove to be basically accurate?*
 - *Were the activities appropriately adapted for the needs of the country?*
 - *Did the government / employers / unions and other project participants and partners understand the project's objectives and approach? How have they supported these objectives over the life of the project?*
 - *How did the project design reflect the different needs of women and men?*
2. Benefits / impact accrued to project target beneficiaries:
- *What have been the major results / accomplishments of the project?*
 - *To what extent has the project achieved its objectives and reached its target beneficiaries?*
 - *Has there been adequate stakeholder commitment to and understanding of the project?*
 - *Did the project adequately account for the different needs of women and men?*
3. Implementation status, specifically as concerns planned activities, materials, schedule and budget:
- *To what extent have planned activities been implemented in a timely and cost-effective manner?*
 - *What efforts have been undertaken to ensure that both women and men are able to benefit from project activities?*
 - *What obstacles were encountered in project implementation? What actions were taken to address any such obstacles?*
 - *Were training programs, manuals and other project materials adapted to the needs of the project, stakeholders and beneficiaries (both women and men) as well as the country situation? Were they well received and well produced? Did they incorporate existing materials where appropriate?*
4. Sustainability of project results and lessons learned:
- *Does the project have a sustainability plan? If so, how was it developed?*
 - *What project components or results appear likely to be sustained after the project and how?*
 - *How might the approach, products, results and lessons learned from this project be extended to similar projects worldwide? Please, highlight best practices that are replicable.*

-
- *What steps have been taken to encourage/facilitate use of project-produced materials and manuals by the stakeholders once the project is over?*
5. Management performance by ILO, specifically as concerns project staffing and communications:
- *How well does the project manage its financial and human resources and communicate with stakeholders?*
 - *Has the project staff received adequate support / cooperation from, the local partners, constituents, and relevant ILO units and offices?*

V. METHODOLOGY

Document Review:

The evaluator will review the following documents before conducting any interviews or trips to the region.

- Project document
- Project reports
- Training materials
- Work plans
- Survey instruments, reports and publications
- An other relevant background documents

Teleconference:

The evaluator will have a Planning Teleconference with appropriate members of the project team. The objective of the teleconference is to reach a common understanding regarding the priority evaluation questions and the available data and information sources.

Individual Interviews:

The individual interviews to be conducted will be agreed between the project team and the evaluator but will include, where practical:

- a. The Project Manager in Geneva
- b. TRAVAIL experts, who have provided technical assistance to the project
- c. Project Managers in Mozambique and Tanzania;
- d. In both project countries, selected beneficiaries from the following groups:
 - Workers, employers/entrepreneurs, Government officials, and individuals from local or national institutions who have participated in project activities;
 - Employers' organization, union, and Ministry of Labour representatives. that have received training or otherwise participated in or worked with the project;
 - Others organizations and groups as appropriate.

These interviews will be used by the evaluator to obtain first-hand reports on the experience that participants and beneficiaries have gained within the project that can inform the evaluation of the projects' work and inform recommendations for future work.

Field Visit:

The evaluation will involve the evaluator in conducting missions to Mozambique (Maputo) and United Republic of Tanzania (Dar es Salaam). Meetings there will be scheduled in advance of the missions by ILO project staff, in accordance with the evaluator's requests and consistent with these terms of reference. The field visits will include meetings in Dar es Salaam and Maputo. Whilst in Dar es Salaam, the evaluator will attend at a High-level Regional Conference being organized by the project, on 7 and 8 December 2009.

The evaluator's attendance at the project's Regional Conference will provide the evaluator with an opportunity to gain a full understanding of the interrelatedness of the parallel project strategies, the scale of the difficulties/issues that the project has sought to address, and the interest and level of capacity that exists in the region to advance work in line with project objectives.

The missions will give the evaluator the chance to gain a clearer view of the local and national context (both physical and policy) in which the national work has been undertaken, as well as providing an opportunity to carry out the interviews referred to above.

VI. DURATION AND MILESTONES

The following is a schedule of tasks and anticipated duration of each. The total number of working days for the evaluation is 15 days.

Tasks	Work Days Due	
Preparatory Research	2	Before missions
Field Research (incl. Travel)	10	To begin 6 December and to be completed by 16 December
Draft Report	2	To be delivered by 18 December
Finalization of Document including debrief	1	To be completed within 3 working days of receiving comments on the draft report from ILO
		<hr/>
		15

VII. DELIVERABLES

-
1. Preparation for the pre-evaluation teleconference with the project manager and other ILO staff, to discuss roles, responsibilities, and TORs;
 2. Draft report submitted to ILO, and
 3. The final Report, to be submitted electronically to ILO within one week after receiving final comments from ILO (signed and scanned). Two signed hard copies of the final report should also be sent by post to ILO.

VIII. REPORT

The evaluator will complete a draft of the entire report (and the draft summary) following the outlines below.

The final and full version of the evaluation report will follow the format below (page lengths by section illustrative only) and be no more than 20 single spaced pages in length, excluding the annexes:

1. Title page (1)
2. Table of Contents (1)
3. Executive Summary (1)
4. Acronyms (1)
5. Background and Project Description (1-2)
6. Purpose of Evaluation (1)
7. Evaluation Methodology (1)
8. Project Implementation Status (1)
9. Findings, Conclusions, and Recommendations (no more than 15 pages). This section's content should be organized around the TOR questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated.

Annexes:

- Annex 1: Note on project activities
- Original Project Workplan
- Any other relevant documents

Annex 1:
Note on project activities

Project Overview and Context

Working conditions are key dimensions of decent and productive work and concerns regarding job quality are urgent in Africa, where most workers labour in poor working conditions. There is also a clear need, in Africa as elsewhere, for better understanding of the dimensions of job quality, the legal and regulatory frameworks that govern them, and the appropriate policy responses to address them. Aspects of job quality include wages and the minimum wage, problems of long hours and low pay leading to low productivity, safety and health, poor maternity protection and productivity costs and stress of demands of paid and unpaid work.

This project was conceived to promote and encourage a deeper understanding of working conditions issues, and to build capacity to analyze and take action to improve conditions of work in Africa.

The three key elements of the project's work have been:

- undertaking research and analysis, and developing policy tools that enable governments and the social partners to measure, assess, monitor and address job quality. By technically and financially supporting the implementation of national surveys, case studies and legal reviews, all relating to working conditions, the project has also sought to increase awareness and understanding of working conditions issues and promote social dialogue, and broader debate, upon them. Thus, the results of a survey and analysis have been shared with and validated by the national constituents, in a process that has served to promote initiatives at sectoral level aimed at enhancing the working conditions therein;
- the introduction and implementation of the WISE approach to improving working conditions in small and medium-sized enterprises (see below for details). This has included the development and adaptation of new modules (WISE+) through a pilot programme of training and follow-up work in both project countries, focusing on the tourism sector.
- ensuring the regional sharing of project achievements and experiences and the promotion of regional (Africa-wide) consideration of working conditions issues through the organization of a High-level Regional Conference. The conference is to be held in Dar es Salaam in December 2009.

Project Objectives:

The project has worked to achieve three immediate outcomes:

Outcome 1. Constituents have a stronger capacity to identify and analyze key patterns, trends, and dimensions of working conditions, and to develop responsive policies and programmes in tripartite consultation.

Outcome 2. Constituents and stakeholders undertake effective and concerted action at local and/or sectoral levels to improve conditions of work for women and men in small scale enterprise and farms, including for at-risk groups such as pregnant women, young mothers and women with heavy unpaid work responsibilities.

Outcome 3. Improved awareness at regional and global levels on the importance of job quality in Africa and a stronger understanding of the measurement, analysis and responses for improving working conditions.

Project Activities to Date:

The project has undertaken the following activities presented here under the three Project Outcomes:

Immediate Objective 1. Constituents will have a stronger capacity to identify and analyze key patterns, trends, and dimensions of working conditions, and to develop responsive policies and programmes in tripartite consultation

Work under this objective has focused on building the capacity of the ILO constituents in the **United Republic of Tanzania (URT)**, and **Mozambique** to measure and analyze working conditions, understand the range of policy options, and identify priority responses through social dialogue. The constituents identified the tourism sector as their priority area for intervention.

- **Research and Policy work on working conditions**

This component is intended to improve national information on working conditions in law and practice as a basis for policy responses that are well researched and informed.

The project has developed two tools:

- (1) a survey instrument on working conditions,
- (2) a template for a comprehensive review on working conditions laws, their implementation and enforcement mechanisms.

The instruments and methodologies have been adapted to the national situation in both United Republic of Tanzania (later referred to as URT) and Mozambique, translated into Portuguese and Kiswahili, pilot-tested, and validated by constituents.

In URT and Mozambique, teams of national experts in labour economics have used the tools to conduct national surveys on working conditions, prepare national working conditions case studies, and review the regulatory frameworks in each country. In both countries, this work has been completed and the results were reviewed and validated by national constituents in tripartite meetings.

The survey and legal review work has involved significant project inputs and capacity building efforts in both countries. In particular, the project

coordinator and the TRAVAIL Senior Labour Economist have undertaken extensive capacity-building activities in Mozambique with Centro de Analise de Politicas (CAP), the national research institution in charge of this work. The project also supported a mission of two members of the URT survey and legal review team to Mozambique to share experiences and offer technical advice to CAP.

In URT, the survey on working conditions is the first of its kind to supplement the existing national Integrated Labour Force Surveys (ILFS) with both quantitative and qualitative data on working conditions. The review of the regulatory framework is also unique since the new labour laws were enacted in 2004 and the regulatory framework was revised in 2007. In Mozambique, the survey on working conditions is the only study of its kind to have taken place, producing both quantitative and qualitative data on working conditions. The review of the regulatory framework will serve as the first national review to be carried out since the new labour law was enacted in 2007.

The insights and data revealed by the above work has been carefully analyzed and, for each of the two countries, a National Profile of Working Conditions has been written. These Profiles are currently being prepared for publication and will be available in time for the project's High-level Regional Conference on Job Quality in Africa, which will take place in Dar es Salaam on 7 and 8 December 2009 (see Outcome 3)

- **Capacity building to strengthen understanding and social dialogue on working conditions.**

Tripartite dialogue and decision making mechanisms on working conditions remain weak in many developing countries, including URT and Mozambique. The efforts of the project to build capacity on social dialogue, in the context of research analysis and legal reviews on working conditions aims to ensure that constituents perspectives are shared and common goals are identified for improving policies and programmes to benefit workers and employers in formal and informal employment, in urban and rural areas.

In URT, social dialogue has been a particularly strong theme throughout the project. From the beginning, a Local Expert Team made up of constituents, experts, and representatives from national institutions, was formed to oversee project planning and implementation. The Local Expert Team (LET) has ensured that project activities in the workplan meet the interests and needs of national constituents and secure their continued engagement. Under the LET, a number of capacity building activities have been organized, some with a technical focus on working conditions, others focusing specifically on the role of industrial relations in establishing and implementing working conditions. By way of example, capacity-building activities have included a tripartite seminar on job quality in Africa a "Workshop on the Role of Trade Unions in Promoting Improved Working Conditions in Tanzania" (in collaboration with ILO ACTRAV and the Trade Union Congress of Tanzania (TUCTA)); two workshops on strengthening social dialogue and tripartism among ILO constituents, one being a high profile forum for 28 high level officials (with a follow-up in August 2009), the second, a workshop on joint union/management negotiation skills. The training package from

the latter has been translated into Kiswahili to aid the replication of this training of trainers amongst members of the workers' and employers' organizations.

In Mozambique, the project has organized training on social dialogue, safety and health, and wage policies, as well as training for labour inspectors on the WISE/WISE-R approach. It has worked closely with the connected ACTRAV and ACTEMP projects, with which the project has jointly organised seminars and trainings on tripartite social dialogue, occupational safety and health, and wage policy and wage negotiation.

In total, more than, 10 ILO-led trainings/workshops, 4 formal seminars/meetings, and a large number of more informal meetings, have taken place. Most have been tripartite, and have offered concrete opportunities for building technical skills and for social dialogue on working conditions.

These meetings and training events have included training seminars on WISE/WISE-R, which delivers a strong message on the importance of workplace dialogue and its link to productivity (more details on WISE/WISE-R are given under objective 2). This training has included a series of follow-up enterprise visits, in which national consultants and newly formed local (national) trainers have undertaken visits to participating enterprises of the WISE/WISE-R training, to support them in implementing improvements in their enterprises. The innumerable visits in both Mozambique and Tanzania have provided constant opportunities for reaffirming the project's message on the value and importance of workplace dialogue.

While the project is appropriately focussed upon achieving long-term impact, the above capacity building activities are also having immediate results. For example, the training on wage policies and negotiation in Mozambique lifted the capacity of trade union negotiators in time for the annual wage negotiations in April 2009, and increased the potential for a positive negotiated outcome.

In both URT and Mozambique, tripartite meetings have been held to review and validate findings from the working conditions survey and legal review. In April 2009, the constituents in URT unanimously adopted a Tripartite National Policy Statement on Job Quality in URT, with the support of the Labour Commissioner. Among other commitments, the Statement incorporates a set of concrete recommendations to improve the labour legislation, with a view to achieve better enforcement and improved working conditions (see Annex 1). More recently in Mozambique, a tripartite validation workshop adopted a conclusion that recognized the role of trade unions in promoting working conditions and the specific need to support contacts between employers and workers (see Annex 2).

Immediate Objective 2. Constituents and stakeholders will have undertaken effective and concerted action at local and/or sectoral levels to improve conditions of work for women and men in small scale enterprise and farms, including for at-risk groups such as pregnant women, young mothers and women with heavy unpaid

work responsibilities

The strategy towards this objective has been to adapt and implement the Work Improvement in Small Enterprises (WISE/WISER) methodology in the tourism value chain. WISE is a training package and development tool supporting small and medium enterprises (SMEs) to improve business productivity and workers' health and well-being through low-cost occupational safety and health improvements in the workplace. WISE-R represents an extension of WISE to address workplace working conditions issues, such as wages, working time, family-friendly practices and maternity protection. In order to guarantee sustainability and national ownership, the training and implementation processes have been designed with the objective to strengthen the training services of employers' associations and relevant public sector agencies. To this end, in each country, the project has developed a corps of national trainers from employers' organizations, ministries of labour and tourism, trade unions and other specialized agencies, who will have the expertise and experience to help enterprises understand and implement working conditions improvements.

The WISER training modules with training guides and presentations (all translated into Portuguese and Kiswahili) have been drafted and piloted within the project in Maputo (Mozambique) and Lindi and Mtwara (URT). The implementation phase took place over a four-month period and included the development of participatory training-of-trainers sessions, awareness-raising workshops, interactive enterprise-level trainings, advisory and follow-up enterprise visits, and lessons-learned workshops. This process was completed only at the end of October 2009, and the project is currently compiling positive experiences in workplace improvements. Recent reports on implementations in beneficiary enterprises in the two countries point to significant success in achieving ground-level action to improve working conditions. It is also clear that the national capacities required to replicate and scale-up the methodology at the local and national levels has been developed.

The newly developed and piloted WISE-R modules and guides, together with documents that can be used to support follow-up work are currently being prepared for publication in a package that will include the WISE training package (to be called WISE+). In addition, to ensure future replicability of WISE/WISER methodology in the African region and elsewhere, the project has put in place a process for documentation, systematization and feedback on the pilot-testing phase and the lessons learned from it. This will include a report on the WISE/WISE-R piloting which will provide invaluable information that will enable the ILO to adjust and adapt the methodology and the related training materials in the future. This report will also contain, as an annex, a guide to WISE/WISE-R implementation.

The results of the above learning and review process will represent a key aspect of the knowledge-sharing activity between the national constituents of Mozambique, URT and other countries under Objective 3 below.

Additional efforts to guarantee sustainability and ownership of the WISE/WISER approach have included the development of partnerships with national constituent bodies and inter-project cooperation. In URT, the WISE/WISER implementation has become part of an integrated capacity building approach to improving working conditions and entrepreneurship in collaboration with the UN Joint Programme on wealth creation, WEDGE, and Coop Africa. In Mozambique, the Southern Mozambique Hotel Association, which plays a significant national role within the tourism value chain, has cooperated in this work. In addition, participants in the training programme have included the Employers' Association, the Ministry of Labour Including the MOL Training School), the Ministry of Tourism (Inspectorate Department), and the National Institute of Quality Certification (INOQQ).

The project is currently supporting work on the revision of the MOL Training School curriculum, which will provide a further excellent sustainable vehicle for reinforcing project messages. The influence that changes in the training curriculum could have on present and future labour inspector is particularly welcomed.

Immediate Objective 3. Awareness will have increased at national, regional and global levels on the importance of job quality in Africa with a stronger understanding of the measurement, analysis and responses for improving working conditions

The strategy for increasing awareness on job quality issues at regional and global levels relies on fostering knowledge sharing among constituents and key stakeholders, and among and between actors at local, national, regional and global levels.

As the core project activity for Objective 3, the project is organizing a High-level Regional Conference, bringing together constituents from URT, and Mozambique, together with tripartite representatives from each region of Africa, (including representatives from Burundi, Cape Verde, Democratic Republic of Congo, Egypt, and Zambia). The Conference will consider the practical and policy measures that can make an effective contribution to improving working conditions in Africa, and that can contribute to the continent's drive to create sustainable, better quality jobs and increased economic prosperity. Constituents will share policy tools, strategies, experiences and outcomes in addressing working conditions, based on the project experience in the pilot countries of URT and Mozambique, but bringing in experience from other countries as well. Results, approaches and tools developed under the project will be disseminated, with a view toward their up-scaling and replication in the region.

This event is particularly important in the context of the current economic crisis and planning, with close cooperation between this project, the ACTRAV and ACTEMP partner projects, ILO field and regional offices as well as with DANIDA, is ongoing. The workshop will take place on 7 and 8 December 2009 in Dar-Es-Salaam, Tanzania.

Other project activities, including trainings and seminars, have directly increased awareness of working conditions at the national level. For example, in a "*Seminar on Improving Job quality in Tanzania*," sixty-three members and officials from workers' and employers' organizations, government ministries, NGOs, civil society, UN agencies, development partners and the media addressed job quality issues. This first national tripartite forum resulted in a report detailing critical areas of intervention for all dimensions of working conditions in URT as perceived by the constituents.

Finally, as referred to under objective 2 above, the project Devolution Workshop in URT and the Validation Workshop in Mozambique, provided opportunities to share the results of the survey and legal review with national tripartite constituents in both countries. These provided direct opportunities to highlight the research findings and led to the adoption in URT of a *Tripartite National Policy Statement on Job Quality in URT and, in Mozambique*, to a *Concluding Minute* that recognized the role of trade unions in promoting working conditions and the specific need to support contacts between employers and workers (see Annex 2).