

## NORAD Contribution: Women's Entrepreneurship Development and Gender Equality (WEDGE) Regional Africa (Phase III) - Final Evaluation

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## Acronyms

AfDB	African Development Bank
AGM	Action My Business Growth
AGOA	African Growth and Opportunity Act
ALE	Association of Lesotho Employers and business
BDS	Business Development Services
BUSA	Business Unity South Africa
CEF	Commonwealth Education Fund
CNAM	National Council for the Progress of Women
COMESA	Common Market for East and Southern Africa
CORE	Mozambique Centre for business guidance
CTA	Confederation of Business Associations
CUMO	Concern Universal Microfinance Operations
DIWODE	Disabled Women in Development
DWCP	Decent Work Country Programme
ECAM:	Employers Consultative Council of Malawi
EQ	Evaluation Questions
EYB	Expand Your Business
FAMOS	Female And Male Operated Small enterprises
FDC	Foundation for Community Development
FEDUSA	Federation of Unions of South Africa
FEMME	Federation for Women Entrepreneurs in Mozambique
FTTSA	Fair Trade in Tourism in South Africa's
FPE	Free Primary Education
FSTAP	Financial Sector Technical Assistance Programme
GoL	Government of Lesotho
GOWE	Growth Oriented Women's Entrepreneurs (also Growth Oriented Women's Enterprises but in current report GOWE is used to refer to entrepreneurs)
HIV/AIDS	Human Immuno Virus/Acquired Immune Deficiency Syndrome
ILO	International Labour Organisation
IYES	Improving Your Exhibition Skills
IPEME	Institute for the Promotion of Small and Medium Enterprises
IPRGS	Interim Poverty Reduction and Growth Strategy
KAP	Knowledge, attitudes and practices
LCTU	Lesotho Congress of Trade Unions
MCTU:	Malawi Congress of Trade Unions
M&E	Monitoring and Evaluation
MFI	Micro Finance Institution
MGCCD:	Ministry of Gender, Children & Community Development
MGYSR	Ministry of Gender, Youth, Sports and Recreation
MMAS	Ministry of Women and Social Action
MMF	Mozambique Micro Finance Institution
MOET	Ministry of Education and Training
MOF	Ministry of Finance and Development Planning
MOWE	Month of the Woman Entrepreneur
MPD	Ministry of Planning and Development
MSME	Micro, Small and Medium Enterprises
MTEC	Ministry of Tourism, Environment and Culture

MTICM	Ministry of Trade and Industry, Cooperative and Marketing
NABW	National Association for Business Women
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
NPC	National Project Coordinator
NSB	National Savings Bank
OVOP	One Village One Product
PAC	Project Advisory Committee
RBM	Results-based management
RSA	Republic of South Africa
SADC	Southern African Development Community
SME	Small and Medium Enterprise
SMME	Small, Medium and Micro Enterprises
TNA	Training Needs Analysis
ToRs:	Terms of Reference
ToT	Training of Trainers
TTI	Trades Training Institutions
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UNIDO	United Nation Industrial Development Organization
USAID	United States Agency for International Development
WEA	Women Entrepreneur Associations (Building)
We	Women's Enterprises
WEDGE	Women's Entrepreneurship Development and Gender Equality

## **Acknowledgements**

The evaluator would like to commend the entire project team and their partners for their input into the evaluation process. The ILO project staff, ILO technical support staff, National Project Coordinators/Officers and consultants were helpful, straightforward and accommodating. Thanks should also go to government officials, employers and workers organisation representatives, representatives of Business Development Service agencies, associations and all others associated with the project for sharing their insights and comments.

## Executive Summary

### Background and context

Supporting women's entrepreneurship is increasingly recognised as an important strategy to address poverty.<sup>1</sup> The project "Women's Entrepreneurship Development and Gender Equality-Southern Africa" (WEDGE) was launched as part of the effort to bolster this strategy using a two pronged approach. Women entrepreneurs face disproportionately higher barriers as a result of legal and policy frameworks that impede the achievement of an optimal level of their enterprise performance.<sup>2</sup> Women also face challenges to access training; particularly training that is appropriate to their specific needs. The WEDGE project was thus conceived to address such issues on the policy and regulatory environment and also to improve access to high quality appropriate training through sustainable mechanisms.

The WEDGE project was launched on 1.2.2010 with a projected end date on 31.10.2012. The project is currently in the second half of a ten month no-cost extension period that was approved in April 2012.

The project has three principal objectives:

- 1) An improved enabling environment for women entrepreneurship.
- 2) Improved capacity of business development service providers to deliver services to women entrepreneurs.
- 3) Women entrepreneurs income-generating capacity, productivity and competitiveness is improved.

The WEDGE project has three central indicators of achievement:

- 1) At least 1,200 jobs created across the four Project countries.
- 2) Businesses reached through WEDGE-SA adhere to minimum wage requirements.
- 3) A more conducive environment for women entrepreneurs recognized amongst stakeholders in the Project countries.

The independent final evaluation serves two main purposes, i.e., to provide:

- An independent assessment of the progress of the project in achieving its stated objectives across the project countries; assess the strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities.
- Recommendations for similar future projects.

The evaluator attended to the guidelines provided by and consistent with ILO evaluation principles and applied a high standard of evaluation principles including adhering to confidentiality and other ethical considerations throughout. Gender and cultural sensitivity were integrated in the evaluation approach.

To ensure a thorough evaluation the evaluator used a combination of methods so that a well-rounded evaluation could be carried out:

- Document review
- Interviews in person or via Skype with relevant ILO and other international officials.
- Individual interviews and/or focus group discussions with relevant stakeholders.
- Field visits where possible and individual interviews.

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<sup>1</sup> World Bank (2011) (See Annex 7 for full details on references)

<sup>2</sup> World Bank (2011)

- Stakeholder meetings
- A detailed review of all inputs was conducted

## **Main findings and Conclusions**

Based on the overall purpose and specific objectives of the evaluation 5 principal Evaluation Questions (EQ) were formulated and summary responses are included in the Executive Summary.

### **Relevance – Design**

The project strategy, objectives and assumptions is generally appropriate for achieving the planned result and corresponds well to the national and international development frameworks. The design focused on developing support for women entrepreneurs to create decent employment, and achieve women's economic empowerment and gender equality as a means to reduce poverty. The overriding aim of the project design is to build the capacity of local partners in such a way that the ILO's approaches and tools in women's entrepreneurship are embedded and continuous in government and other systems.

### **Effectiveness, Implementation**

The evaluation concludes that the project will substantially achieve its ultimate outcomes on improving the enabling environment for women entrepreneurship, capacity of business service providers to deliver services to women entrepreneurs, and framework for comprehensive use of ILO tools for women entrepreneurship development. The project no-cost extension is expected to be useful to consolidate achievements and work towards multiplier effects and sustainability.

The extent and quality of actions with women entrepreneurs was good. The evaluation participant's level of enthusiasm for the direct actions on Month of the Women Entrepreneur (MOWE) and training courses were noteworthy. The project means of measuring impact on entrepreneurs may underestimate the actual impact of the project on individual entrepreneur's income-generating capacity, productivity and competitiveness.

Within this context it should be mentioned that not only entrepreneur trainees, but also business development service providers, civil servants, association members, workers and employers representatives benefitted. Their capacities were strengthened and, as almost all such evaluation participants reported having a business activity as principal or side source of income, they also benefitted from applying what was learned through the project to their business.

### **Project fit with NORAD Private Sector Development Strategies**

The project fit very well with the NORAD private sector strategies as it helped to alleviate the structural, socio-cultural and personal impediments towards women's business growth. The NORAD strategies document recognises the role of the private sector in development and states, "The main objective is to promote economic growth and profitable production in developing countries."

The strategy document pays particular attention to women's role as entrepreneurs, their potential contributions to poverty reduction and the impediments that they face. The WEDGE project has addressed the key strategies on enterprise development cited in the NORAD strategy document including provision of technical support to address issues such as private sector policy development and enterprise development training.



## **Efficiency**

The project has generally been very cost-effective and cost efficient including through the ability to leverage substantial additional funds. In all four countries stakeholders noted that the project resources were very limited as compared to the expected outputs and outcomes.

The most pronounced cost-effective results were at the level of the BDS and associations and other civil society groups. The project system of certifying trainers and strengthening institutional capacities to implement WED actions is recognised as useful for the multiplication of the trainings and effective MOWE actions.

## **Ownership and sustainability**

The likelihood of sustainability of project actions is one of the project successes. The project has developed several systems to help ensure sustainability of the project actions and is increasing focus on improving these systems before the end of the project. These include a demanding but appropriate trainer accreditation system that is well appreciated by stakeholders. Most project components appear likely to be sustained after the project to at least some degree.

## **Recommendations and lessons learned**

### **Main recommendations**

- a. Future projects could include strategies to identify and support more GOWE in rural areas. The benefits of increasing investment and employment opportunities in rural areas through GOWE would likely outweigh the costs.
- b. There is a need more strongly brand the WED tools using good quality promotional materials. The materials can be more grounded with the WED ILO logo and linked to the accredited trainers with the logo of their agencies.
- c. Develop role of men in WED more concretely in future projects. Action plans and training materials can focus more on how men can help women entrepreneurs address their specific gender related challenges. Also, adapt AMG to address more specific men's issues as well as how men, can play an important role in gender responsible management.
- d. Future WED related projects need to develop more appropriate methodologies for KAP assessments. Trainers and entrepreneur trainees can be assessed before and after attending their own training on knowledge and attitudes.
- e. All of the stakeholders need to be more aware from project inception of the M&E process and its importance to inform current and future similar projects.
- f. Implement additional projects in the region with an increased focus on sector-specific business development support. Increased sector-specific approaches can provide very interesting opportunities for continuing WEDGE activities effectively in the region. Specific areas of interest include support for training of GOWEs in green economy enterprises and further strengthening of the tourism industry.
- g. Future projects need to include additional capacity building and support to promote effectiveness and likelihood of sustainability through:

- i) Adaptation of tools to difference levels of entrepreneurs and in accordance with specific needs (informal economy, different education levels, and people with disabilities) and or training of trainers on how to adapt materials during workshops.
  - ii) Training and guidelines on consulting skills using information from WED tools among BDS providers.
  - iii) Greater involvement of Employer's Organisations including for participation in FAMOS checks and advocating on national WED assessments.<sup>3</sup>
  - iv) Finding solutions to mediate competition issues between private and public sector trainers.
  - v) Finding solutions for objective monitoring of accreditation beyond project end, i.e., in addition to voluntary reporting systems on designated WED e-space.
  - vi) Developing systems for training additional trainers and cadre in the project countries.
  - vii) Ensuring that accreditation systems for future cadre are acceptable <sup>4</sup> and as high a quality as compared to cadre trained through the WEDGE-SA project.
- h. In case of future projects with a global component, ensure that roles and responsibilities of the global technical specialists are integrated into project logical framework and indicators are included.
- i. Recommendation for current WEDGE SA project: Identify continuing champions from all stakeholder groups as the project draws near closing.

### **Important lessons learned**

The project learned a great many lessons on all levels but some key lessons learned do deserve special mention:

- a. Sufficient support is needed for BDS and other partners through guidelines and/or other support to conduct publicity for tool roll out.
- b. There is a need to take the level of initial awareness and basic education of the entrepreneur participant taken into account when planning training.
- c. The choice of structure for housing WED has a major influence on project success, greater than might be expected. It is not always possible to predict the ideal structure nor to easily solve any eventual challenges. Internal conflict and competition between individuals and agencies/departments can severely affect implementation. A great deal of advocacy, follow up and diplomacy can be needed to mediate situations.
- d. Knowledge, attitudes and practices assessments need to be designed in such a way that they use a combination of different approaches for baseline and end-line. Methodologies need to be fine-tuned to measure change accurately under each of the categories.

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<sup>3</sup> The project did try to involve employers extensively but take up was low.

<sup>4</sup> Existing cadre request equal rigour for accreditation of future cadre.

# 1. Introduction

## 1.1. Project Background

Supporting women's entrepreneurship is increasingly recognised as an important strategy to address poverty.<sup>5</sup> The project "Women's Entrepreneurship Development and Gender Equality-Southern Africa" (WEDGE) was launched as part of the effort to bolster this strategy using a two pronged approach. Women entrepreneurs face disproportionately higher barriers as a result of legal and policy frameworks that impede the achievement of an optimal level of their enterprise performance.<sup>6</sup> Women also face challenges to access training; particularly training that is appropriate to their specific needs. The WEDGE project was thus conceived to address such issues on the policy and regulatory environment and also to improve access to high quality appropriate training through sustainable mechanisms.

The WEDGE project was launched on February 1, 2010 with a projected end date on October 31, 2012. The project is currently in the second half of a ten month no-cost extension period that was approved in April 2012.

The project has three principal objectives:

- 1) An improved enabling environment for women entrepreneurship.
- 2) Improved capacity of business development service providers to deliver services to women entrepreneurs.
- 3) Women entrepreneurs' income-generating capacity, productivity and competitiveness is improved.

The WEDGE project has three central indicators of achievement:

- 1) At least 1,200 jobs created across the four Project countries.
- 2) Businesses reached through WEDGE-SA adhere to minimum wage requirements.
- 3) A more conducive environment for women entrepreneurs recognized amongst stakeholders in the Project countries.

Additional indicators to assess each of the specific outputs were also developed.

## 1.2. Evaluation background

In March 2012, the ILO Pretoria Office commissioned Mei Zegers, to undertake an independent final evaluation of the Women's Entrepreneurship Development and Gender Equality-in Southern Africa Project. The terms of reference for this evaluation are contained in Annex 9.

### 1.2.1. Evaluation Purpose and Scope

The independent final evaluation serves two main purposes, i.e., to provide:

- An independent assessment of the progress of the project in achieving its stated objectives across the project countries; assess the strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities.
- Recommendations for similar future projects.

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<sup>5</sup> World Bank (2011) (See Annex 7 for full details on references)

<sup>6</sup> World Bank (2011)

### Specific Evaluation Objectives

- Determine whether the project achieved the stated objectives.
- Determine the quality of projects outputs and outcomes.
- Determine what steps were taken for the sustainability of key components of the project beyond the project's life.
- Determine how close the project has come to what can be considered good practice in women's entrepreneurship development and gender equality promotion in enterprise development institutions.
- Document lessons learned and extract recommendations for future projects and exercises initiated by the ILO on enterprise development and women's entrepreneurship development and economic empowerment.
- Assess the management of the operation of the project, including staff management at the level of the countries and the knowledge sharing component coordinated by ILO HQ.
- Assess the extent of partner buy-in, support and participation in the initiative.
- Assess the relevance of the initiative within UN and National development priorities/frameworks.
- Assess the strategy of the initiative fit with the Norad Private Sector Development Strategies.
- Identify the project's performance in knowledge management and sharing at the country, regional and international level.

Based on the overall purpose and specific objectives of the evaluation 5 principal Evaluation Questions (EQ) were formulated. Please refer to the terms of reference, annex 9

## **2. Methodology**

### **2.1. Overall Approach to the Evaluation**

It is important to stress that the evaluation's aim is to learn from the past and study how efforts can be further improved in future programming on women entrepreneurship. Specifically, this means that the evaluation determine what can be improved, should be avoided, and/or added to implement such programmes more effectively.

The evaluator saw the evaluation process as a joint and participative effort to identify the key conclusions in each of the evaluation areas. Despite this overall approach, the evaluator is ultimately responsible for the evaluation process including report writing.

The evaluator attended to the guidelines provided by and consistent with ILO evaluation principles and applied a high standard of evaluation principles including adhering to confidentiality and other ethical considerations throughout. Gender and cultural sensitivity were integrated in the evaluation approach.

To ensure a thorough evaluation the evaluator used a combination of methods so that a well-rounded evaluation could be carried out:

- Document review including of direct project related documents but also of the overall context in the project countries regarding poverty reduction, key development issues facing each country and other potential issues of importance.
- Interviews in person or via Skype with relevant ILO and other international officials.
- Individual interviews and/or focus group discussions with stakeholders from a wide range of groups including national policy makers, employers and workers organisation representatives, project partners and associates, Business Development Service (BDS)

- providers, community based organizations, beneficiaries.
- Individual and small group discussions with project staff in their offices and with any relevant partners.
- Field visits where possible and individual interviews.
- Stakeholder meetings were conducted in the project countries to allow for more input into the evaluation process.
- Detailed review of all inputs was conducted to allow for a good triangulation of data and the drawing of valid conclusions from the evaluation.<sup>7</sup>

### 3. Main Findings

#### 3.1. Validity of design

<b>EQ 1- Relevance – Design</b>
To what extent is the design of the ILO strategy relevant to the situation facing the project countries on women’s entrepreneurship development, economic empowerment, and gender equality promotion? (including as linked to UN/ILO and National development priorities/frameworks)
The project strategy, objectives and assumptions is generally appropriate for achieving the planned result and corresponds well to the national and international development frameworks. The design focused on developing support for women entrepreneurs to create decent employment, and achieve women’s economic empowerment and gender equality as a means to reduce poverty. The overriding aim of the project design is to build the capacity of local partners in such a way that the ILO’s approaches and tools in women’s entrepreneurship are embedded and continuous in government and other systems.

##### 3.1.1. Project Strategy, Objectives, Assumptions Appropriate

The project strategy, objectives and assumptions are generally appropriate for achieving the planned results. The overall project strategy was defined in a summary project outline<sup>8</sup> and further fine-tuned in accordance with the situation in each country. The design focused on developing support for women entrepreneurs to create decent employment, and achieve women’s economic empowerment and gender equality as a means to reduce poverty.

Accordingly, the overriding aim of the project is to build the capacity of local partners in such a way that the ILO’s approaches and tools in women’s entrepreneurship are embedded and continuous in government and other systems. The project was founded in methodologies that had previously been developed and tested under a six year Irish funded ILO project in East Africa and South East Asia. The project is thus oriented to supporting the enabling environment at national level to develop relevant policies and other enabling frameworks. The project, further, provides technical support to agencies in each country to house specialized activities on women entrepreneurship based in government or other institutions. In each country the project implemented a special process to try to identify the most appropriate agency. The agencies first served to implement the project activities

<sup>7</sup> All interview notes and stakeholder workshop results were ordered by subject matter and entered into a qualitative data base. The data base was structured around the detailed evaluation questions and used for the analysis and to structure the report.

<sup>8</sup> International Labour Organization (2009)

in their respective countries with the subsequent intention that such agencies may act as entities for future sustainable WED activities.

The project methodologies further focused on stimulating awareness, positive attitudes, knowledge and practices on women's entrepreneurship and other gender issues. These methodologies were implemented at different levels using a range of approaches including interpersonal advocacy, research, group activities such as the Month of the Woman Entrepreneur (MOWE),<sup>9</sup> and training.

The capacities of trainers in government, BDS providers, associations and other entities were strengthened to provide women entrepreneurs with training using existing, adapted and new tools. A trainer accreditation system to ensure quality of training was developed and implemented. The accreditation system included requirements of trainers to roll out training workshops to women entrepreneurs on the different project tools on WED issues. Training was monitored and data collected to safeguard the accreditation system for current and sustainable systems. The accreditation system is currently being fine-tuned to help ensure sustainability over the long term.

The project design included a management system based in the ILO Pretoria Office and Sub Regional Decent Work Support Team to allow for technical support from regional ILO specialists who could provide input into the project implementation. A global component explicitly attached to the project is based in ILO Headquarters.

The global component ensures linkages to the international ILO WED program and supports two-way communication between the field and ILO Headquarters. Specifically, the global component supports knowledge generation and sharing between projects and helps ensure that lessons learned and good practices are disseminated.<sup>10</sup>

The project is completely decentralized and therefore falls directly under the responsibility of the ILO implementing offices. Project decisions are thus made by the implementing offices without headquarter involvement. Completely decentralized projects are still rather new for the ILO and expectations between field and headquarters on any needed support are somewhat unclear. This situation can be rectified by improved clarity on roles and responsibilities. In accordance with the project design, the global component is expected to contribute to the upgrading and enhancement of the WED tools and gender mainstreaming of other ILO enterprise work. The global component is primarily implemented through digital and phone communications and technical missions to and from ILO headquarters. The global component did not have any set outputs and indicators although monitoring of the global component is included in technical progress reports.

Given the project budget, the wide range of project areas of focus was quite ambitious. Although the project was able to leverage additional funds to implement the project it would have been advisable to focus on three instead of four countries (See Section 5.6.1 for further details on leveraging of funds).

The stakeholder workshop participants and evaluation interviewees did raise a number of issues that they felt could have been considered or covered in the project in greater detail.<sup>11</sup> There was a general impression that, while the project design was valid overall, there could have been greater involvement of country stakeholders in the original project design. Some of the issues which arose during the evaluation that could have been considered in the design were:

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<sup>9</sup> MOWE included activities such as focussed advocacy and awareness raising, as well as trade fairs.

<sup>10</sup> Women's Entrepreneurship Development and Gender Equality project

<sup>11</sup> To simplify discussions the stakeholder workshop and evaluation interviewees will henceforth be referred to as "evaluation participants".

- more clearly defined analysis of specific needs of women entrepreneurs in the different countries from outset
- greater emphasis on improving access to financial resources for women entrepreneurs
- inclusion of women entrepreneurs in rural areas or areas of the countries not included in the project
- inclusion of women entrepreneurs in the informal economy with appropriately related tools

Despite these assertions, however, the final conclusion of the evaluation participants was that the project design was valid and relevant. National Project Coordinators<sup>12</sup> were generally positive saying, for example, “the way it was designed was very good. It was a very feasible and strong way to design the program.”

### **3.1.2. Strategy Focus on Growth Oriented versus Micro Enterprises**

Quite a few evaluation participants commented on the fact that the project strategy to focus on Growth Oriented Women’s Entrepreneurs (GOWE). Enabling environment research has indicated that there are frequently already various kinds support for micro level/income generating activities and also for large enterprises while the “missing middle” is often ignored. Specifically, more focus has been placed on informal and related income generating activities for women, while men tend to access support programs for small and medium enterprises more. The ILO Governing Body WED Strategy document adopted by the Governing Board in 2008 also cites the GOWE target group as specifically needing attention.

The evaluator is of the opinion that, given the project resources, the choice of focusing on GOWEs was correct. When designing a project, choices regarding resource allocation have to be made and the desire to address GOWE was sensible as many actions for women entrepreneurs have ignored this category in the past. The need for actions specifically for women entrepreneurs will be discussed in further detail in Section 3.13

The project did align all of the selection criteria for inclusion of GOWE in training opportunities in line with country realities and requests. In Malawi, for example, some training was also conducted on association building for market women, many of whom are engaged in very small selling activities.

One other aspect is related to the fact that relatively few GOWEs are located in rural areas, a factor that evaluation participants considered as needing more attention. Any future projects could include strategies to identify and support more GOWE in rural areas. Despite the fact that this may not be entirely cost efficient, the benefits of increasing investment and employment opportunities in rural areas through GOWE would likely outweigh the costs.

A few workers’ organisation representatives and government officials, in particular, had hoped for more support for informal economy entrepreneurs and business start-ups for retrenched employees. However, the project was not conceived to help women start new enterprises and would have required quite a different approach. Providing support for existing growth oriented activities can help provide employment opportunities for those who are unable to be self-employed. An interesting issue to consider is whether future strategies of WEDGE type projects might provide technical support to accredited trainers to adapt their approaches to micro enterprises.

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<sup>12</sup> The project uses different titles for the national project coordinators/officers. For the sake of simplicity the evaluation report will refer to these individuals as national project coordinators (NPC)

## **3.2. Extent Project Indicators Useful to Measure Progress**

The project design includes a monitoring and evaluation framework to track the extent to which indicators are being met. The indicators are primarily proxies to measure achievement of the project objectives. The entire system is fairly complex as it relies on measuring many project elements that are primarily qualitative in nature.

The indicators are generally useful to track project progress although there were some difficulties in adjusting the measurement of the indicators due to the different contexts in the countries. Certain indicators are particularly contextually dependent. The indicator on creation of employment, in particular, was affected by local economic situations. In fact, the ultimate impact of the project on employment creation may be underestimated. For example, in Malawi the economy took a drastic downturn over the course of the last 18 months<sup>13</sup> although a devaluation of the country's currency on May 7, 2012 is expected to eventually improve the economic outlook. In South Africa two of the women entrepreneurs interviewed for the evaluation actually reported having decreased their employees as a consequence of training. In both cases, the entrepreneur stated that the training had led the entrepreneur to the conclusion that she was not managing her human resources efficiently. As a result, they decided to downsize in order to eventually be in a better position to hire more staff at a later point in time. In one case two employees went on to establish their own micro-enterprises but, as they could no longer be counted as employees for the project trainee, the business was counted as having lost staff.

In fact, the ultimate impact of the project on employment creation may be underestimated.

An additional point made by some evaluation participants is that it takes time for businesses to grow and that the effects of training on a business needs to be measured over the course of a longer time period.

An indicator on the lifting of barriers for women entrepreneurs to register their business as measured by a 20% increase in registration was ultimately not very appropriate. One of the criteria for entrepreneurs to participate in training workshops was actually that their business should already be registered. As a result, a 10% increase in businesses registered could be discerned subsequent to training. The project did conduct research on business registration in all four countries. (See Section 3.7 for details)

Despite these issues, however, the indicators are still useful but interpreting them means taking into consideration that the project impact may actually be more positive than measured. This is particularly the case if the training tools continue to be replicated (see Section 3.12 for further discussions).

## **3.3. Relevance**

The project is highly relevant and fits well with various country development strategy frameworks. ILO constituents also consider that the project fits well with their strategies with a stronger complementarity identified in Mozambique and South Africa as compared to Lesotho and Malawi.

### **3.3.1. Relevance of Project to Needs**

Evaluation participants considered that the approaches and tools were relevant to the needs and priorities of the immediate beneficiaries and support the national enabling environment. Specifically, during the early stages, the project identified the need to remove socio-cultural, legal

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<sup>13</sup> International Monetary Fund (2012)



and political barriers for women entrepreneurship and to advocate for an enabling environment for business development and gender equality. The project's key partners are the government offices on gender issues, industry and trade; employers and workers organisations; women's and entrepreneurial associations; and Business Development Services agencies (BDS).

Given the high rates of people living with HIV in the project countries, and the importance of including women with disabilities in actions, the project further considered the needs of these groups in planning. The project thus works with various kinds of associations including those focussing on women and men with disabilities and those living with HIV.

### **3.3.2. Relevance for National Development, Poverty Reduction, Decent Work Country Program, UN and Other Relevant Strategies**

The project design and interventions are in line with national development strategies and policies. These include the national development, poverty reduction, United Nations Development Assistance Framework (UNDAF), Decent Work Country Programs (DWCPs) and other relevant strategies in the project countries. In all project countries WEDGE influenced the content of DWCPs to include the role of women entrepreneurs in employment creation, rather than fitting into an existing priority. In all four countries both employment and women's issues are likewise prioritised in national documents. The project Mid-term Review included a detailed analysis of project relevance in the context of the national development strategies, DWCPs, UNDAF.<sup>14</sup> In South Africa, for example, the project fits very well with government priorities that include strengthening women's capacities.

More recent updates of the DWCP and UNDAF in some of the countries indicate that the project continues to be relevant to these frameworks. The WEDGE project is also well placed by working in first and second tier ILO priority countries for the promotion of employment through enterprise development.

The project is linked to the DWCP steering and technical committees composed of representatives of the tripartite ILO constituents in the countries. The committees are over-arching and exist in addition to any project specific steering or technical committees. The South Africa DWCP technical committee appreciates the WEDGE project as it relates specifically to one of the DWCP outputs. In Lesotho the project is linked to the goal of promoting sustainable enterprises. In Mozambique the project is linked to the ONE UN pilot country programme and was even able to leverage some funding through this system to roll out project actions. In Malawi the DWCP recognises women as a vulnerable group needing attention. The project was able to contribute to the leveraging of funding for women's issues in the One UN Programme on Youth Employment in Malawi. In Lesotho WEDGE contributed to gender sensitive value chain development and improve Your Exhibition Skills under the Joint UN Programme for economic empowerment.

### **3.4. Project Design: Level of Demand Driven Actions**

Evaluation participants discussed at length the extent to which the project is demand driven and included the involvement of stakeholders in the design process. In many cases the evaluation participants noted that the project was not perceived as originally demand driven despite the fact that clear linkages to the national development strategies could be identified. The primary reason is that the Summary Project Outline<sup>15</sup> was introduced to the countries using a range of channels without *overt* foundation in existing strategy documents. The other issue evaluation participants

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<sup>14</sup> Klemmer, Andreas (2010)

<sup>15</sup> International Labour Organization (2009)

raised centred on the perception that most initial planning contacts were not rooted in the range of country stakeholders. So while the project can be argued to be well in line with national needs, many evaluation participants still felt that it was not sufficiently based in specifically identified needs and with participation of key stakeholders

In fact, the project original design as reflected in the Summary Project Outline had been left quite open although the overall framework generally stayed the same into later stages. When the general project concepts were introduced in the countries through initiation meetings, government, employers and workers' representatives were included. Discussions at the inception meetings centred on definitions of women entrepreneurs and implementation methodologies.

In Lesotho the discussions concerning start-up were particularly pronounced with respect to the inclusion of the Gender Department in the Ministry of Gender, Youth, Sports and Recreation. The early project contacts had been positively initiated through the office of the Principal Secretary but the Gender Department perceived a situation where they were not as involved as they could have been from the outset.

The project cannot be held accountable for the internal structural functioning of a Ministry. The ILO usually enters the government through high level officials where possible. Government senior officials then normally delegate further interactions to the appropriate office within the ministry and, ideally, continue to monitor further actions. If the delegated department staff feel they were assigned activities without being sufficiently consulted there is a structural issue beyond the control of the project. The Gender Department did house the project and assigned a junior staff member to work with the project as an NPC. The Gender Department did not, however, become actively involved in the project during planning or implementation despite efforts of the project staff.

### **3.5. Stakeholder Participation During Implementation**

During implementation, the project worked hard to involve stakeholders using a range of mechanisms but with varying levels of success depending on the interest of the stakeholders. The project had a deliberate strategy to work with the most relevant stakeholders. Methods to promote stakeholder input into the project included the establishment of Project Advisory Committees (PAC) which met regularly to review and provide comments on project actions. During PAC meetings the project presented monitoring and evaluation results, research produced by consultants, and requested input as relevant. As one evaluation participant remarked, "Meetings were regular. I attended every meeting of the PAC and feel that the more we met the more it became excellent." Other methods included regular direct communications with various stakeholders to ask them for their input into the project activities. Monitoring of project actions, particularly of training, was also used to provide input into project planning.

The interest of stakeholders in project activities in the countries varied. While ILO projects need to involve the key ILO tripartite representatives, it is not realistic to expect all projects to be relevant or of interest to all potential tripartite stakeholders. Despite some of these issues, however, evaluation participants noted that representatives of all stakeholders were included in the project, there was a useful multi-sectoral project approach and the PAC provided practical input and were adequately committed while the project implementation was generally viewed as fair and democratic.

### 3.6. Effectiveness:

#### EQ 2- Effectiveness, Implementation

To what extent has the project been effective in meeting the project objectives at the time of Final Evaluation?

-EQ2a: What is the extent and quality of achievement of an improved enabling environment for women entrepreneurship and improved capacity of business development service providers to deliver services to women entrepreneurs? (Including good documentation and sharing of practices/models)

The evaluation concludes that the project will substantially achieve its ultimate outcomes on improving the enabling environment for women entrepreneurship, capacity of business service providers to deliver services to women entrepreneurs, and framework for comprehensive use of ILO tools for women entrepreneurship development. The project no-cost extension is expected to be useful to consolidate achievements and work towards multiplier effects and sustainability

-EQ2b: What is the extent and quality of achievement of improvements in women entrepreneurs income-generating capacity, productivity and competitiveness through direct actions?

The extent and quality of actions with women entrepreneurs was good. The evaluation participants level of enthusiasm for the direct actions on Month of the Women Entrepreneur (MOWE) and training courses were noteworthy. The project means of measuring impact on entrepreneurs may underestimate the actual impact of the project on individual entrepreneurs income-generating capacity, productivity and competitiveness. Within this context it should be mentioned that not only entrepreneur trainees, but also Business Development Service Providers, civil servants, association members, workers and employers representatives benefitted. Their capacities were strengthened and, as almost all such evaluation participants reported having a business activity as principal or side source of income, they also benefitted from applying what was learned through the project to their business.

### 3.7. Achievement of Objectives: Turning Outputs into Outcomes

The project monitoring and evaluation system established that, at the time of the final evaluation, planned objectives, outcomes and project outputs were achieved with generally good results although some outcomes had somewhat mixed results. Despite these mixed findings, however, the evaluator ascertained that the project achieved commendable results using a limited budget—for a four country project—and in challenging environments. Indicators were individually mostly achievable but taken together they were extensive as the project worked at personal, group, and multi-country national levels. The extent to which some of the indicators will be fully met by project end also depends on contextual factors and the project design methods as already discussed in Section 3.1.1.

The evaluator does believe that the project will, by project end substantially achieve its ultimate outcomes on improving the enabling environment for women entrepreneurship, capacity of business service providers to deliver services to women entrepreneurs, and framework for comprehensive use of ILO tools for women entrepreneurship development. The project no-cost

extension is expected to be useful to consolidate achievements and work towards multiplier effects and sustainability.

A key project target was to increase the number of decent jobs to a total of 1,200 jobs across the four countries with 300 jobs in each country. Jobs were expected to be created through BDS providers, Women Entrepreneur Associations (WEA) and entrepreneurs.

South Africa was able to create 427 employees, Mozambique 287 jobs, Lesotho's 112 jobs and Malawi 186 new full time employees. Indicator 2 on minimum wages was almost fully achieved. Superficially indicator 2 on a conducive environment was only partially achieved. As will be explained, however, the means to measure indicator 3 were not fully adequate. The qualitative results and those of several outputs also tend to indicate that the project has actually succeeded more positively than indicated from the knowledge, attitudes and practices (KAP) assessment. Examples include the changes in frameworks and services of BDS providers.

**Table 1 – Overview of Project Achievements**

Indicator/Output	Indicator & Target – Level	Achievements per April 2012				
		South Africa	Mozambique	Malawi	Lesotho	Aggregate
<b>Indicator of Achievement 1</b> At least 1,200 jobs created across the four Project countries.	1,200	427	287	186	112	1,012
<b>Indicator of Achievement 2</b> Businesses reached through WEDGE-SA adhere to minimum wage requirements	100%	100%	100%	87%	100%	95%
<b>Indicator of Achievement 3</b> A more conducive environment for women entrepreneurs recognized amongst stakeholders in the Project countries Positive KAP survey		<b>Country</b>	<b>Knowledge</b>	<b>Attitude</b>	<b>Practices</b>	
		South Africa	Positive	No change	Negative	
		Lesotho	Positive	Negative	Positive	
		Mozambique	Positive	Negative	Negative	
		Malawi	Positive	Positive	Positive	
<b>Objective 1- An improved enabling environment for women entrepreneurship</b>						
<b>Output 1.1</b> Enabling environment for GOWEs assessed and results disseminated for enhanced policy dialogue.	4 reports and dissemination	1	1	1	1	4
<b>Output 1.2:</b> Gender mainstreaming Action plans developed and implemented by the relevant ministries.	4 action plans developed and implemented	1	4 developed 1 being implemented with NEPAD funding	1	1 in development	6
	Target	<b>South Africa</b>	<b>Mozambique</b>	<b>Malawi</b>	<b>Lesotho</b>	<b>Aggregate</b>
<b>Output 1.3:</b> Gender equality issues integrated into SME development frameworks.	10 institutional frameworks changed	5	2	1	1	9
<b>Output 1.4:</b> Barriers for women entrepreneurs to access financial services lifted.	120 WEs apply for finance	27	25	Not collected	7	59 (9%)

<b>Output 1.5:</b> Barriers for women entrepreneurs to register their business lifted. (See text for comment on this output)	20% increase in business registration	Combined with output 1.4 in RSA 14%	5%	9%	3%	10%
<b>Output 1.6:</b> Women entrepreneurs as role models actively promoted.	MOWEA held and attended by 20,000 people	359 (Output 1.5 in RSA)	300	328	147	1,134 <sup>16</sup>
<b>Output 1.7:</b> Policy frameworks developed which include principles protecting women entrepreneurs from HIV/Aids related stigma.	4 policies	1 (Output 1.6 in RSA)	1	1	1	4

<b>Objective 2- Improved capacity of business development service providers to deliver services to women entrepreneurs</b>						
	Target	South Africa	Mozambique	Malawi	Lesotho	Aggregate
<b>Output 2.1:</b> Capacity of business development service providers enhanced to deliver relevant and effective services to women entrepreneurs.	22 cadre trained	9	8	3	4	24
	Increase in service provision to GOWEs by BDS providers increased by 15%	24%	26%	0%	11%	15.25% <sup>17</sup>
<b>Output 2.2:</b> Capacity of business groups and associations enhanced to represent the needs of women entrepreneurs.	Female membership increased by 15%	16%	0%	4%	16%	9%

<sup>16</sup> Direct involvement in MOWEA events does not include numbers reached during MOWEA events.

<sup>17</sup> Increase in services offered to women entrepreneurs by BDSPs and WEAs.

<b>Objective 3- Women entrepreneurs income-generating capacity, productivity and competitiveness is improved.</b>						
	Target	South Africa	Mozambique	Malawi	Lesotho	Aggregate
<b>Output 3.1:</b> Improved market access for women entrepreneurs through value chain upgrading.	GOWES have 15% increase in turnover	1%	-1%	3%	19%	5.5%
	120 business plans developed	93	156	Not collected	3	252
<b>Output 3.2:</b> Gender equality issues integrated into the Expand Your Business programme.	EYB gender mainstreamed. Achieved as a global product and adopted by ILO HQ	Yes	Yes	Yes	Yes	4

### **3.7.1. Factors Influencing Project Effectiveness**

The project effectiveness was influenced by the relatively small budget for a four country project. The project was, however, able to address this issue at least partially by leveraging substantial funding from different sources (see Figure 5. for details). The project Global Component was helpful in attributing some resources for specific activities on tool development.

Other issues influencing effectiveness included the need to build relationships with the wide range of project partners, i.e., government officials, employers and workers organisation representatives, associations, BDS agencies across the project countries. While the project did hire NPCs in each country, initial contacts were all initiated and established by the project CTA which required intensive attention to each country. The initial technical capacity of the government in the different countries on women enterprise development with GOWEs was generally low so the foundation to conduct capacity strengthening was limited. Consequently, as one evaluation participant noted, “the ability of some government officials to step outside of boundaries to react and pick up new ideas was partial.”

Attitude change is a time consuming process and requires highly focused efforts. While the project was able to make a start on changing attitudes, knowledge and practices, the real impact will probably only be felt once new relevant policies start to be implemented and training tools are consistently replicated.

### **3.7.2. Enabling Environment**

The project conducted a great deal of advocacy at policy level using diverse mechanisms such as meetings, workshops, and training. One of the project tools consisted of training on advocacy methods. Such training helps ensure that stakeholders will continue to have skills to advocate for relevant policy changes over the long term. Advocacy training, further, has the potential of contributing to policy change on WED. While the project has been able to influence the mainstreaming of gender into Micro, Small and Medium Enterprises MSME policies and/or special policies on WED, much still depends on full adoption and eventual implementation. The importance of identifying continuing champions from all stakeholder groups will require special attention as the project draws near closing.

### **3.7.3. Business Development Services and Entrepreneurs**

BDS in all four countries stated that they benefited from the project in various ways. Associations and government agencies, likewise, noted that benefits of the project to help them improve their organisational capacities and policies on WED.

While in Malawi the output on BDS services is not as impressive as in the other countries, one BDS i.e. the National Association for Business Women (NABW), stated that their organisational and training capacities were substantially strengthened as a result of the project. In other countries, BDS and other training agency representatives also noted the usefulness of the project for capacity strengthening of their agencies. As one supervisor stated, “Now our training is more participative. We also pay more attention to gender and association issues.”

While the agencies providing training in Malawi still have room for improvement, the economic and other challenges in the country during the most intensive project implementation period cannot be underestimated. Internal issues within and among some BDS in Malawi also influenced some of the project results to deliver more and better services to GOWE. A foundation for improved services on WED for GOWE has, however, been established in all four countries.



According to evaluation participants, positive factors indicating the extent of effectiveness of BDS and entrepreneurs actions were varied and included:

- Training on new training methodologies.
- Trainers are now well trained in project tools.
- Certification as WED trainer.
- Private sector included in training of trainers and not just limited to government staff.
- BDS developed new marketing opportunities.
- Creation of a database of Mozambique Consultants.
- The realisation that income can be obtained through training on WED issues.

Some of the challenges that affected the effectiveness of actions included:

- Difficulty at initial stage to identify sufficient competent trainers with experience on entrepreneurship tools.
- Entrepreneurs not willing and/or able to pay for training.
- Entrepreneurs unable to spend sufficient time to attend training due to work responsibilities in their business.
- Difficulty of training sufficient cadre trainers in Lesotho and Malawi.
- Competition between trainers, particularly between the private sector BDS and the government staff.
- Trainers lack financial resources and find it difficult to maintain regular practice of training with tools.
- Provision of sufficient range of products and services adapted to entrepreneurs needs.

The project tried to identify trainers with a background in training using materials such as the ILO's Start and Improve Your Business (SIYB) tools. Identifying such experienced trainers and including them in the project was not always easy. As a result, in some cases the project included individuals with less experience as trainers. Identifying and achieving positive results with trainers was easier in South Africa as more individuals have been certified as SIYB trainers or other senior trainers.

Not all individuals trained on the tools were able to adequately "roll out", i.e. replicate and practice conducting training using the tools. To roll out, the trainers needed to recruit participants, organise and conduct training. Identifying participants for such roll out trainings was not always easy and some trainers were not able to do so. Only the most committed trainers went on to become cadre as many trainers found the demands to be certified in at least 3 tools to be too challenging. Some trainers interviewed for the evaluation, however, indicated that they would still like to be certified in additional tools before the end of the project and also become cadre.

One area of concern is the perceived competition between private BDS training providers and government trainers. Many of the BDS representatives considered that there was a degree of "unfair" competition as they needed to charge participants to attend training in order to grow their business or cover association costs. Government officials may be able to offer training free of charge within the framework of their jobs or other government programs. In all four countries some BDS trainers noted the same concern to varying degrees. They note that while there may be a BDS market—more so in South Africa and Mozambique, as compared to the other countries—the number of entrepreneurs who can and are willing to pay for training is limited. Funding of BDS to run training is more commonly provided through international or local donors. The suggestion was thus made that future project should stimulate governments to incorporate training on WED in their budgets and ask the private sector to implement.

Trainers shared many positive comments about their involvement with the project. In one example a trainer noted, "I am very happy, I gained confidence, gained ability to network with others. It was also a benefit to my institution. Some of the BDS providers noted that the project could have undertaken more efforts to market the tools with other development agencies, including other government agencies. The expectations of BDS and other trainers with respect to project support were high in this regard in all countries. The evaluation participants added that if the ILO replicates the project in other countries it would be advisable develop a strategy to prepare the market, including possibly using trainers from the WEDGE (SA) project. As they stated, "there needs to be more cross pollination across Africa on methods and promoting tools."

The project has worked with the trainers in the four countries to include a marketing component for the remaining project time period and in their sustainability strategies. Given the frequency of evaluation partner comments on the need for greater project publicity and support for marketing of tools, future projects will need to provide greater attention to this aspect.

The ability of entrepreneurs to contribute to training is more evident in South Africa and Mozambique as opposed to Lesotho and Malawi. In Mozambique a BDS cadre said he was able to conduct two WEDGE courses completely funded by entrepreneurs.

Another suggestion from a few BDS trainers is to more strongly brand the WED tools using good quality promotional materials. The materials can be more grounded with the WED ILO logo and linked to the accredited trainers with the logo of their agencies. As one BDS trainer indicated, "We should market WED as one." While the tools currently have ILO logos, the linkages to local agencies and their accredited trainers are not yet clear.

### **3.8. Quantity and Quality of Outputs**

The quantity and quality of the project outputs was good overall. The project had a good reputation as having achieved much despite many challenges in different areas. The outputs have been transformed into outcomes on employment creation, increased service provision and an improved enabling environment. Some of the outputs are expected to be multiplied further beyond the project end as their full impact becomes more integrated into systems and enterprises. One of the strongest results is the networking that has been established between the various types of stakeholders. Many evaluation participants stated that, despite some competition in some areas, the ability to work with and collaborate with others has grown as a result of the project.

#### **3.8.1. Regulatory Framework- Enabling Environment**

Development and adoption of supportive policies and regulations is difficult in any environment but the project has been able to achieve relatively good results. In all countries research on women's entrepreneurship development has been conducted and incorporated into policy dialogue and development. Even if in Lesotho there were substantial challenges at ministerial level, the project was still able to have impact on the enabling environment. In South Africa and Lesotho relevant strategies are currently under consideration at ministerial level. In Mozambique SME strategies are planned around a 15 year time frame so inclusion and the current time cycle is only a few years underway. Despite this situation the project has been able to contribute to the development of action plans on WED issues in four agencies. In Malawi and Lesotho a gender component has been incorporated into the SME policy proposal and submission to government is expected to occur within the next few months.

At the meta level, evaluation participants said the project helped to change the way people think about women entrepreneurs seeing them more as potential contributors to employment creation and economic growth. One element that did contribute to this change is the use of the term “Growth Oriented Women Entrepreneurs” (GOWE) which continually reminded those associated with the project approach that women can support growth.

## South Africa

South African key stakeholders who became actively involved with the project over time appreciated the actions and technical support provided. In South Africa some project partners in the enabling environment are more active than others. As one evaluation participant pointed out, “Some of the employers still need more push, more awareness, so there is still a long road and another project is needed to get the employers more involved. Employers’ Organisations do have a structure to do things with very good potential for women entrepreneurs.

The project established a very good partnership from beginning of the project with the Business Unity South Africa (BUSA)<sup>18</sup> BUSA has been particularly involved with the project through the implementation of gender audits using the Female and Male Operated Small (FAMOS) enterprises check.<sup>19</sup> Through the WEDGE project BUSA was able to gather women associations together and deepen their membership in BUSA.

Another example of a successful FAMOS check was conducted with the Fair Trade in Tourism South Africa (FTTSA) association<sup>20</sup> as part of working towards their goal of encouraging responsible business practices by South African tourism establishments through a certification programme.<sup>21</sup> The FAMOS check, interestingly resulted in the raising of some unexpected issues not necessarily related to gender for the FTTSA to address. The FAMOS check, thus, resulted in a broader more organisation development outcome beyond the direct FAMOS check goal. According to a WEDGE project case study, “It changed how FTTSA saw its mandate, how it approached and communicated with its clients and even influenced its offer to its clients.”<sup>22</sup> “FTTSA is now a new organisation. We have all new actions, a whole new direction” As stated in Section 4.4, the project has worked well with the workers’ organisation FEDUSA while other workers’ organisations indicated a lower level of interest in project activities. The project worked with the Department of Labour to train their career advisors on WED issues. Work with the South African Department of Trade and Industry was intensive and required substantial attention. Ultimately the Department established both a political and financial commitment<sup>23</sup> to implement actions on WED.

Within the Department of Trade and Industry there is a division on enterprise and empowerment that includes a gender and women’s empowerment focus. In 2006 the division had already started developing a national strategy for women’s enterprise empowerment but was never fully completed. In 2010, with the technical support of the project, strategy and policy development was picked up again. This is in acknowledgement of WEDGE worldwide. The project contributed through research on needs and gaps which was submitted to the Department of Trade and Industry. The research included a wide consultation process with women’s groups and government in the provinces Subsequently the Department of Trade and Industry developed a number of drafts of the

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<sup>18</sup> Business Unity South Africa (BUSA) (2012)

<sup>19</sup> International Labour Organization, Women’s Entrepreneurship Development and Gender Equality project (2012a)

<sup>23</sup> Two million Rand

strategy with technical support from the project. The resulting document was being finalised in the office of the Deputy Minister at the time of the final evaluation field work. Once completed, the draft will be presented to the Minister for submission to parliament with June 2012 as a target for submission. It will then be taken to the minister who will take it to parliament in 2013.

The project input into the process was well appreciated as reiterated by a representative of the Department, "It is a long process and draining but very insightful as we learned a lot about what is happening with global women's empowerment and the ILO has really helped us to benchmark it. Their voice has been there to guide us in terms of what is acceptable internationally and also on taking government priorities into account."

A Department representative did add that they would like much more technical support from the ILO in the future to enable them to support women entrepreneurs. Particular attention is needed to enable women's enterprises to grow at provincial level.

The project also worked with the Department of Economic Development and Tourism in KwaZulu Natal to conduct analyses and strengthen capacities on training in WED.<sup>24</sup> The collaboration was at times challenging, for example, the Department wanted the ILO tools to be approved by the South African qualification system. Acquiring such approval is a complicated and long process as the tools do not directly fit into South African formal or non-formal education systems.

Ultimately, however, the Department recognised that their capacities to implement actions on WED were strengthened and continue to broaden actions on WED throughout different units. DEDT is now establishing a WED unit in the department and strategy for WED.

### **Mozambique**

Stakeholders in Mozambique noted several levels of success with respect to the enabling environment.

- Institutional capacity/capacity building
- New approaches on policy, strategies, action plans including gender mainstreaming at all levels in the activities of the institutions, review of gender policies
- Training of focal points for gender unit within the ministries
- Improved registration of workers at social security offices

Some of the enabling environment challenges stakeholders cited were the process of providing technical support to the Ministry of Women and Social Action (MMAS) and the need to increase involvement of women entrepreneurs in policy planning<sup>25</sup>.

In Mozambique the project worked most intensively with the Institute for the Promotion of Small and Medium Enterprises (IPEME) but also with the Ministry of Women and Social Action, Ministry of Trade and Industry, Ministry of Tourism, Ministry of Public Works, Ministry of the Interior, Ministry of Labour, Employers' and Workers Organisations. One of the WEDGE project successes is that government evaluation participants noted they have learned how to mainstream gender into a range of subject areas, not just on WED.

Using the Action Plan developed with the support of the project, the Ministry of Women and Social Action has successfully submitted their action plan to the New Partnership for Africa's Development (NEPAD). NEPAD is an African organisation working to enhance Africa's growth, development and

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<sup>24</sup> International Labour Organization, Women's Entrepreneurship Development and Gender Equality project(2012b).

<sup>25</sup> Many of the civil servants and others involved in planning are interestingly, business women as a side activity so there is at least some input but the evaluation participants believed it should be more structured.

participation in the global economy<sup>26</sup> which has launched a funding system for 18 countries in Africa for women's entrepreneurship development. NEPAD has agreed to fund the Action Plan with over \$600,000 of support for WED related activities. During an evaluation interview the Ministry of Women Social Action focal point stated that, "WEDGE was a good success in Mozambique. The project complemented and reinforced the objectives of this ministry for the creation of a favourable macro environment for the development of women entrepreneurship."

The Ministry of Industry and Trade Focal Point noted that their Action Plan is currently on the agenda waiting to be presented to the ministerial council for review. The Focal Point added that the ILO will help finance some of the elements of the Action Plan but they also expected the government to allocate some budget to implement it. According to the Focal Point, "The project brought many benefits, we have had capacity strengthening on gender mainstreaming and the guidance provided for the implementation of gender activities within the ministry was good." Capacity strengthening within the Ministry of Industry and Trade was provided for 25 people on gender issues which evaluation participants noted helped to create unity within the ministry on gender issues.

Despite these positive elements, however, the Focal Point added that there is still a need for more gender awareness training for Ministerial staff, such as in the Directorate of Support to the Private Sector. More assistance was also said to be needed to strengthen the PAC or any structure that may be established to strengthen and sustain WED activities after the project closes. Another identified gap is the need for more training on how to effectively implement and address issues that might arise during Action Plan implementation.

The representative of the ILO Decent Work Country Support project in Mozambique stated that his project is building on the WEDGE project actions with respect to gender and the enabling environment. While the Ministry of Labour (MoL) is a key partner of the DWCP support project the MoL has not been very active on WEDGE project enabling actions. The DWCP project has, thus, joined WEDGE in working with the Ministry of Women and Social Affairs on gender issues. According to evaluation participants, the reason for the lack of active involvement of the MoL in gender activities is primarily because of a lack of interest of individuals within the Ministry. As is common in WEDGE as well as many other projects, having focal points does not guarantee commitment and success, as it depends on individual willingness to champion the relevant issues.

The Confederation of Trade Unions of Mozambique has also been involved and trained on WED actions. The Confederation stated that their principal challenge to being able to fully play their role is that they have "knowledge but very limited means to implement actions on WED".

IPEME has been particularly positively affected by being associated with the project. Gender issues have now been mainstreamed in all of IPEME's work as a result of a gap analysis. The initial version of the IPEME master plan was "gender blind" according to an IPEME evaluation participant. A few points on gender were then added before it was finalised but the gap analysis implemented with support from the project clearly showed that this was still much too limited.

IPEME staff indicated that, "as a result of the project, IPEME as an organisation is improving as we have more knowledge. We feel more confident to talk about gender issues. We have more joint activities among the government and other women institutions. Today when any agency comes and asks us if we are doing anything on gender we can honestly say, "yes".

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<sup>26</sup> NEPAD (2012, NEPAD (2001)

## Lesotho

In Lesotho stakeholders cited enabling environment successes of interest such as:

- Realisation of the need to formulate/facilitate policies for financial assistance for women entrepreneurs
- Project partners were able to network and assist each other on issues pertaining to women, business and others
- GOWE's networking systems were improved

In Lesotho the economic empowerment of women through promotion of women's entrepreneurship was not a priority at the time of the project start-up. According one evaluation participant, which summed up the situation at project start up, although there was a formal recognition of the importance of women's economic empowerment it was not well anchored in concrete programs. As indicated in Section 4.3 the level of commitment to implementing project actions was challenging although during the evaluation period some noted improvements could be identified. The Government Gender Department took the evaluation seriously, participated at length in interviews and attended the stakeholder workshop.

A positive response from the Department was shared with the project on the interest of the Principal Secretary, Director General and Minister of the Ministry of Gender, Youth, Sports and Recreation in supporting the development of a Women Entrepreneur Association. These ministerial officials also added that they would pledge financial support for the mobilization process to ensure that as many women as possible are reached. Networking of the employers with the government on women's entrepreneurship is still limited. Interestingly, some of the women entrepreneurs who have attended training on project tools did not merely wait to obtain support from the government but went directly to advocate for it. They met with the Minister of Gender, Youth, Sports and Recreation to advocate for special support for women through a Partial Credit Guarantee scheme.

BDS representatives and entrepreneurs noted during interviews and in the stakeholder workshop that a structure to support programs for—and with—women entrepreneurs should not be housed within a government structure in Lesotho. The alternative is not, however, very evident. No BDS, workers' or employers' organisation is sufficiently strong or interested to represent all of the issues and stakeholders. The establishment of a comprehensive Women Entrepreneur Association might be a solution and is now being supported through capacity building and management training during the remainder of the project.

The Lesotho Trade Union Confederation (LCTU) was integrated into the project from an early stage with the support of the ILO Pretoria based specialist on workers' education. The LCTU is a member of the PAC. The LCTU particularly appreciated being involved with the Month of the Woman Entrepreneurs (MOWE) action. An integral part of the MOWE action is an exhibition during which women entrepreneurs can showcase their products and/or services. Some women entrepreneurs attended training on Improving Your Exhibition Skills (IYES) as part of their preparation for participation in the MOWE exhibition.

Employers' Organisations were also somewhat involved in the beginning of the MOWE planning but were later less active. The LCTU, however, noted that their capacities were strengthened through their involvement in the MOWE. They advocate for the continued implementation of MOWE over the long term as part of the enabling environment actions for women entrepreneurs. The LCTU evaluation participants, further, noted being involved in radio broadcasts on regulations and policies that are relevant to women entrepreneurs.

## Malawi

Stakeholders in Malawi cited some of the same successes with respect to the enabling environment as in the other project countries:

- Creation of linkages and networks created of relevant stakeholders
- Contribution to policies and action plans on WED related issues.

In Malawi, as already explained in Section 3.2, the last 18 months have been challenging economically and politically. The issues facing the country thus had an impact on all levels of project implementation. Despite this situation, some successes could be recognized at enabling level. Some challenges that were not necessarily strongly linked to the context could also be identified. At ministerial level there was some interest but among workers and employers organisations level of reaction to WEDGE was more limited than it could have been, especially in the early stages.

Stakeholder workshop participants noted that the research studies into gender mainstreaming in policies and other studies were among the project's best initiatives. One study focused on analysing the draft SME policy for gender mainstreaming.

The study included input from a participative workshop in which people with disabilities, people living with HIV, youth entrepreneurs, womens' association members and also BDS representatives were included. This study was very well appreciated and likely to contribute to concrete changes in the SME draft policy.

The Ministry of Industry and Trade evaluation participant reported that a draft SME policy had been languishing since 1998 without being formally adopted. In 2011 the World Bank initiated discussions to review and update the SME draft policy and work towards adoption of a new version. The WEDGE project financed a well appreciated study on gaps as related to gender issues in the existing SME policy. Currently the Ministry of Industry and Trade is finalising a national SME survey which includes gender disaggregated data collection. One important aspect related to WEDGE that is being assessed is the ability of women to access micro-finance. The Ministry expects the data to be used to improve the new draft SME policy together with the results of the WEDGE supported gap research. The policy will be linked to an implementation strategy with associated budget. The Ministry expects to use a sector wide funding approach with support for the actions through pooled resources from core partners.

The Ministry of Gender, Children and Community Development evaluation participant noted that capacities of staff were strengthened including through his own attendance in WED training.

### 3.9. WEDGE Tool's Effectiveness in Serving Needs of Beneficiaries

"I have really appreciated this project as it has made a change in my life. The (*training*) materials really make a change in women's thinking and economic growth." (Women entrepreneur.)

The project's most notable success is in the area of developing and promoting WED related tools in conjunction with training of trainers and rolling out training with women entrepreneurs. An almost unanimous level of enthusiasm was evident among the evaluation participants with respect to the quality and usefulness of the ILO WEDGE tools. Stakeholders noted that the training materials were of high quality, participative and generally appropriate. The evaluator, likewise, found the tools very good with clear guidelines for the trainers. In some cases evaluation participants did state that they would like to have even more fine-tuned materials in local languages, using locally based case studies, and with more attention to special sub-groups such as women with disabilities.

Some of the most important things that entrepreneurs felt were useful from training were:

- Separating business from personal expenses
- Basic management of finances/bookkeeping

- Opening and keeping a bank business account
- Exhibition skills
- Realisation that different customers need different services, processes and different ways of information

One element both trainers and entrepreneurs appreciated is that the tools are certified by the ILO. Trainers are also certified upon satisfactory completion of a person certification process (see also Section 3.12).

Specific benefits of the tools and other direct actions were cited by the stakeholders in the workshops and individual interviews across the project countries and included:

- Empowerment through acquisition of new knowledge
- Economic empowerment
- More women develop activities to promote self-employment
- Increase in successful women entrepreneurs
- Improved management of enterprises of women
- Expansion of entrepreneurial spirit through creativity and innovation
- Decrease in women's economic dependence on men
- Raising of awareness about entrepreneurship and the importance of gender differences

One trainer suggested that some of the training tools could also be integrated into consulting with individual or small groups of entrepreneurs. The materials are currently mostly oriented in the form of train the trainer guidelines and tools for workshop participants.

Some challenges included the low level of initial awareness and basic education of some of the women entrepreneur participants in Mozambique, Lesotho, and Malawi. Low education starting points meant that trainers needed to adapt the materials, intended for women with at least some basic education during training itself. One tool used in the WEDGE project that does not require more than a modest level of education is the Action My Business Growth (AMG). The AMG tool is an innovation developed through the WEDGE project. Although entrepreneurs consider this tool to be useful the training is provided through a one day workshop. As one trainer commented, "It is short but goes straight to the problem of the entrepreneur." An entrepreneur and another trainer did comment that it would be better to have about one and a half day for the AMG tool.

The Improve Your Exhibiting Skills (IYES) tool is also appropriate for less educated women. Three women with medium size businesses noted, however, that they would like more advanced tools for growing bigger businesses.<sup>27</sup>

There is a need for either a wider range of materials aimed at women with different levels of education or trainers need to learn how to adapt materials effectively for different groups.

Some very experienced trainers were able to fairly easily adapt to different audiences while others found it to be difficult and needed more guidance on adapting materials. Ideally having specialised materials would be preferred but the cost-benefit ratio of doing so may not be worthwhile.

A few entrepreneurs also noted that they would have liked tools on issues such as avoiding child labour in business and ensuring occupational safety and health even more explicitly. Several evaluation participants stated that they would like to learn more about financial and human resource management. The duration of training workshops was another complex issue as many entrepreneurs find it difficult to spare time from their business and other responsibilities to attend

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<sup>27</sup> One in South Africa, one in Lesotho, one in Malawi.



training. Despite this situation, however, some entrepreneurs stated that training needs to be longer but spread over a phased time period.

Other issues evaluation participants raised were the small number of women who could be actually accommodated in the training courses. In some cases the accessibility of women with disabilities to the workshops sites was not sufficient. Many countries still lack basic accessibility in public places. The most relevant approaches and tools to the immediate beneficiaries depended on their needs so evaluation participants provided answers in accordance with their needs. Trainers and other stakeholders did remark that it is important to conduct more follow up and provide consultation services to former training participants. Such support was said to increase the likelihood that entrepreneurs are able to apply what they have learned.

One important tool on gender analysis in value chain management was mentioned by some evaluation participants. The ILO did have an existing guide on value chain analysis but gender issues are not particularly addressed. The WEDGE value chain analysis tool is more rooted in gender issues along the value chain and focuses more on the empowerment of individuals to analyse and upgrade their ability to access markets. The WEDGE project ultimately influenced the ILO to introduce the gender sensitive Value Chain tool into the main ILO tools. It was also pilot tested in the curriculum of the ILO International Training Centre of the ILO, Turin in March, 2012.

The participants in the pilot training provided very good feedback on the course stating that they found the contents useful and would implement what they learned in their work. Discussions on the value of merging the main ILO tool on value chain analysis with the WEDGE developed tool are still on-going. Given the fact that the WEDGE tool has, in addition to a gender focus, also other elements on empowerment it may be useful to consider keeping both tools. The ILO main tool would, however, need to include more mainstreaming of gender issues to ensure that it addresses gender issues.

### **South Africa**

In South Africa 71 trainers<sup>28</sup> have become certified on WEDGE tools, some on more than one tool. The trainers noted that they feel confident to use and promote the tools given the extensive certification system of trainers in the project. Trainers and entrepreneurs all stated that the tools correspond very well to the needs of the women entrepreneurs as they are based in research and are practical. Experienced trainers felt that the materials have structure but allow for innovation. They also added that the tools allow trainers to show their training ability by using a whole host of training methods within any particular WEDGE tool. As already stated, however, not all trainers have the capacity to innovate and use a wide range of methods. The South African trainers did note that there was some confusion regarding the tools that were to be rolled out with some being added and others taken away. In fact, entrepreneurs in South Africa are interested in learning more and deepening their knowledge on enterprise development to enable them to grow their businesses further.

### **Mozambique**

In Mozambique 89 trainers<sup>29</sup> have been certified in at least one WEDGE tool. According to the former NPC, in Mozambique the IYES tool was in high demand followed by Women Entrepreneurs Associations (Building) (WEA). The NPC added that trainers felt that WEA was also useful for other groups, not only those composed of women entrepreneurs. The NPC, further added that the other

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<sup>28</sup> AS of January 2012. International Labour Organization, Women's Entrepreneurship Development and Gender Equality project (2012)

<sup>29</sup> AS of January 2012. International Labour Organization, Women's Entrepreneurship Development and Gender Equality project (2012)

tools, Expand Your Business (EYB) and FAMOS check were also helpful. So far FAMOS has not been implemented substantially, however, although IPEME is promoting the FAMOS checks and expects to have some positive responses. According to the Mozambique NPC, many women “are stuck in their existing business level of operations because they do not know how to manage a larger business.” The specific value of EYB for women entrepreneurs was, thus, the provision of cues on how to manage if they grow their business. The WED tool was used more to train the BDS on the different perspectives on gender in the context of women’s entrepreneurship.

### **Lesotho**

In Lesotho 58 trainers<sup>30</sup> were certified on at least one WEDGE tool as of January, 2012. The most successful project actions in Lesotho were focused on the IYES tool and the MOWE while Action My Business Growth was also appreciated. The WED tool is considered useful to raise awareness on gender issues in enterprise development. Evaluation participants reported that WEA has succeeded in helping women realise that they should work to help themselves and not wait for the government to do everything for them. In one recent situation an association had even held a seminar attended by 300 of their members. Some entrepreneurs in Lesotho, but also in the other project countries, volunteered the information that they continue to refer to the training materials even after completing training. .

### **Malawi**

In Malawi the number of trainers certified in at least one tool as of January, 2012 is somewhat smaller with 17 trainers.<sup>31</sup> The trainers have trained 250 women so far out of a target for Malawi of 300 women. The project does expect to be able to achieve the target by project end. In Malawi the FAMOS check has not yet been implemented although there is recognition of the usefulness of the FAMOS check in the Malawi context. Attempts to implement a FAMOS check were undertaken but no agency or business has, thus far, agreed to actually participate in a FAMOS check. The Malawi People with Disabled Women in Development has a membership of over 5,000. An evaluation participant of the association noted that being certified as a trainer through WEDGE has been very helpful with their membership. The trainer noted that she could act as a business role model to her workshop participants stating: “The women are encouraged that they are being trained by someone with a disability. They can identify more. They say ‘she has done it why can’t I?’”

## **3.10. Project Effectively and Efficiently Mainstreaming Gender Equality**

The project was entirely focused on mainstreaming gender equality approaches into policies and tools. While some tools were explicitly oriented to support women entrepreneurs they were not exclusively for women. The project also provided input on mainstreaming gender into general ILO tools.

## **3.11. Effects of the Project on People with Disabilities and Living with HIV**

The project works includes special focus on people with disabilities and people living with HIV. Several approaches were used to realise actions for WEs with disabilities and/or living with HIV. The project established, for example, a partnership with the South African Business Coalition on HIV/AIDS (SABCOHA) to gender and disability mainstream the BizAIDS materials and also rolled out these materials to women entrepreneurs in South Africa and Malawi. The project thus aimed to

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<sup>30</sup> As of January 2012. International Labour Organization, Women’s Entrepreneurship Development and Gender Equality project (2012)

<sup>31</sup> As of January 2012. International Labour Organization, Women’s Entrepreneurship Development and Gender Equality project (2012)

include these target groups in the project activities and had set a target of 5% of representation of such participants. South Africa and Mozambique met the target for participants from disability organisations. Lesotho met the target of both representatives of disability and HIV organisations. Malawi exceeded their target with the percentage of BDS providers and women’s associations whose mandate includes disability and HIV. In Lesotho the stakeholder workshop participants noted that the involvement of people with disabilities and their inputs was one of the most positive elements of the project.

**Table 3- Percentage of disability and HIV / AIDS representation.**

Country	Number of Organisations Represented		Number of Participants from Organisations represented	
	HIV	Disability	HIV / AIDS	Disability
<b>South Africa</b>	2%	2%	4%	12%
<b>Lesotho</b>	4%	2%	8%	8%
<b>Mozambique</b>	8%	8%	Not collected	10%
<b>Malawi</b>	Not collected	14% (WEA) 23% (BDS providers)	Not collected	8%

Note: table provided by WEDGE project, May 2012<sup>32</sup>

In Mozambique and Malawi representatives of disability and HIV organisations were included in the Project Advisory Committee. In South Africa representatives of disability organisations attended and were actively involved in the PAC while the HIV representative organisations were not very active in the PAC. In Lesotho representatives of disability and HIV organisations were invited but did not attend. Associations of people with disabilities and people living with HIV were, however, actively involved in other project activities.

The project monitoring system measured the extent to which entrepreneurs had conducted training on HIV during the previous 12 months as compared to baseline. This information was collected as part of the measurement on the extent and effectiveness of social protection for the employees of businesses reached by the project.

Although due to the sample size results may not be statistically significant, for South Africa and Mozambique a slight reduction of HIV training over baseline was found. In Lesotho there appeared to be an increase while data for Malawi is still pending.

**Table 4 - HIV / AIDS training held for employees of entrepreneurs**

Country	Baseline	Evaluation
South Africa	40%	37%
Lesotho	42%	68%
Mozambique	29%	26%
Malawi	Not available	Not available

Note: table provided by WEDGE project, May 2012<sup>33</sup>

The extent to which this information is meaningful, however, is difficult to assess given that the project did not have a high focus on HIV in the world of work methodologies. The measures also do not assess the quality of such HIV training. Experience from ILO actions on HIV indicate that for employers to conduct such training, and especially to do so using effective methods, requires special

<sup>32</sup> International Labour Organization, Women’s Entrepreneurship Development and Gender Equality project (2012c)

<sup>33</sup> ILO/WEDGE’s cooperation with the Department of Economic Development and Tourism in KwaZulu Natal in 2010 and 2011

attention. If an entrepreneur has attended the one day AMG workshop, for example, to which extent could the project really influence a result on employee HIV training?

The desire of some women with disabilities groups to have special materials, or at least more examples and case studies in WED materials on such women does need to be considered. One disabilities group also requested the translation of the tools into Braille. According to the project, the adaptation of materials into Braille is the responsibility of disability partners and would have been accommodated if requested. All materials are also in large print to accommodate visually impaired people.

### 3.12. Project Multiplier Effects

The project is very well designed to maximise multiplier effects through the development of a certification system, including of Lead/Cadre trainers.<sup>34</sup> The cadre trainers interviewed during the evaluation were evidently very motivated to continue to roll out training using the project tools. The project has also had an impact on increased membership and reach of women’s associations.

The ILO is also in the process of developing a set of core indicators for people who design WED actions using the experiences of other project, including the WEDGE Southern Africa project.

Project staff and consultants also reported having benefited from personal capacity strengthening and awareness raising on a range of issues through the project. One consultant even noted that, as a result of experience with the project, she was able to grow her own company.

#### 3.12.1. Leverage, Mobilisation and Diversification of Funding Sources for Partners

One of the most impressive project results is the extent to which the project has been able to leverage and diversify funds for project actions and to help mobilise funding sources for partners. Without the leveraging that the project was able to mobilise the project would not have been able to implement their no-cost extension.

Leveraging funds in South Africa and Mozambique was somewhat easier than in Lesotho and Malawi. For Malawi, as discussed in Section 5.3.2 the main issue has been the severe economic downturn.

Even in Malawi, however, there is a good chance that the new SME policy will result in some budget allocations for women entrepreneurship actions. The adoption of policies and action plans in the other project governments is also leading to additional funding for WED actions.

**Table 5- Resources Mobilised**

Total Resources Mobilized As a Result of Project Support from August 2009 WEDGE-Southern Africa	
Mozambique	\$1,064,222
RSA	\$777,567
Malawi	\$92,554
Lesotho	\$150,773
<b>Total USD \$</b>	<b>\$2,085,115</b>
Percent of original WEDGE budget mobilised	59%

<sup>34</sup> The project has elected to use the term well qualified “cadre” for trainers who are certified in at least 4 WEDGE tools of which either the WED or FAMOS tools are compulsory.

Of the total amount, the project partners leveraged USD \$1,233,191 for activities of their own, beyond the Project. Partners indicated that they were able to raise these funds directly as a result of project technical support. The remainder of the funding was to provide support to direct project activities.

Approximately 40-50% of the cadre are private sector based. The cadre have so far leveraged funding from their governments and private sector enterprises such as Coca Cola and Microsoft. Cadre also have been able to obtain financial support for training through the Common Market for East and Southern Africa (COMESA), the European Union (EU), through United Nations Development Assistance Framework (UNDAF) and the Southern African Development Community (SADC). Cadre have recently applied for funding from UN Women.

### 3.12.2. Project Fit with NORAD Strategies

#### **EQ3- Project fit with NORAD Private Sector Development Strategies**

How well have the project strategies and implementation fit with Norad Private Sector Development Strategies?

The project fit very well with the NORAD private sector strategies as it helped to alleviate the structural, socio-cultural and personal impediments towards women's business growth. The NORAD strategies document recognises the role of the private sector in development and states, "The main objective is to promote economic growth and profitable production in developing countries."

The strategy document pays particular attention to women's role as entrepreneurs, their potential contributions to poverty reduction and the impediments that they face. The WEDGE project has addressed the key strategies on enterprise development cited in the NORAD strategy document including provision of technical support to address issues such as private sector policy development and enterprise development training.

The strategy document pays particular attention to women's role as entrepreneurs, their potential contributions to poverty reduction and the impediments that they face. The WEDGE project has addressed the key strategies on enterprise development cited in the NORAD strategy document. These include providing technical support to address issues stressed in the strategy document, "The most decisive factors for the potential for private sector development in developing countries are the policies of the countries themselves, the framework conditions for local commercial and industrial activities."<sup>35</sup> The strategy document also emphasises the importance of training for the development of enterprises. The project focussed on both of the policy and framework conditions as well as developing sustainable training systems for women entrepreneurs (and also men who have participated training.)

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<sup>35</sup> Norwegian Agency for Development Cooperation (NORAD) (1999) Page 8

## 4. Efficiency:

### 4.1. Cost Effectiveness and efficiency

#### EQ4- Efficiency

How efficiently has the project been managed to reach the objectives?

The project has generally been very cost-effective and cost efficient including through the ability to leverage substantial additional funds. In all four countries stakeholders noted that the project resources were very limited as compared to the expected outputs and outcomes.

The most pronounced cost-effective results were at the level of the BDS and associations and other civil society groups. The project system of certifying trainers and strengthening institutional capacities to implement WED actions is recognised as useful for the multiplication of the trainings and effective MOWE actions.

As indicated in Section 3.2, the project has generally been very cost-effective and cost efficient including through the ability to leverage substantial additional funds. In all four countries stakeholders noted that the project resources were very limited as compared to the expected outputs and outcomes. Costs in Mozambique for any local actions are comparatively very high which particularly impacted the actions in the country. The project did try to address such issues by adjusting practical issues such as printing materials in South Africa and combining field trips and activities in the provinces.

The project and its actions were built on other ILO initiatives including WED projects in other countries. Several of the tools were first developed in other WED projects and adapted. Adaptation was either done through direct adjustment of materials and reprinting with changes or by the trainers during training workshops. There was also creation of synergies through the project's global component. The version of the materials on EYB and Building Women Entrepreneur Associations (WEA) have, for example, been adopted by the ILO for the global WED programme.

The project approach of working with GOWE has served to inform new WED programmes. Other good practices and lessons learned have, further, been used to inform new projects such as a new ILO project in Youth project in Morocco which has a young women entrepreneur component.

Decisions to fund certain proposed project activities, and not others, were mostly influenced by the log frame. Only in Lesotho were actions also dictated to a certain extent by the willingness of macro level institutions to actively engage with the project.

### 4.2. Comparative Level of Cost-effective Benefits

The most pronounced cost-effective results were at the level of the BDS and associations and other civil society groups. The project system of certifying trainers and strengthening institutional capacities to implement WED actions is very evident. The eventual multiplication of the trainings and effective MOWE actions are expected to have the most long term effects.

The cost-effectiveness on individual beneficiaries is very good, particularly taking into account the multiplier effects of changes in management and networking approaches leading to business

growth.

As compared to other projects, the cost effectiveness at macro enabling level has been good even if some of the actions were more time consuming than expected. The no-cost extension has helped the project maximise the ability to reach the objectives even while the full impact of some may only be apparent after the end of the project. Much depends on the ultimate adoption and implementation of policies and action plans initiated with support of the project. The project has implemented direct advocacy and supported stakeholders to develop their advocacy abilities. Many factors beyond the control of the project, however, influence whether specific policies and action plans are adopted and implemented. Politics at all levels, central government, decentralised government, and institutional—workers and employers organisations, BDS, associations—determine such issues.

### **4.3. Number of Direct and Indirect Beneficiaries**

The number of direct beneficiaries was 5,518. This figure includes the 3,485 number of beneficiaries in training of trainers and entrepreneurs trained directly. Other direct beneficiaries were those involved in MOWE and other project actions.

Using a conservative estimate of 3 indirect beneficiaries for every direct training beneficiary, the number of indirect beneficiaries would be at least 10,458. The indirect training beneficiaries would consist of colleagues and employees of trained individuals. Calculating the number of indirect beneficiaries is always an inexact science, however, and can include colleagues of government and other institutions who were represented in meetings, conferences and other activities. The families of the direct beneficiaries whose businesses have benefited from the project support could also be added. With respect to the MOWE direct beneficiaries one could also argue extending the direct beneficiaries to other individuals who were affected by the MOWE.

## **5. Effectiveness of Management Arrangements**

### **5.1. Adequacy Available Technical and Financial Resources**

As already stated in previous sections, the project was quite ambitious as related to the available financial resources. The project was initially intended to hire a national project coordinator and a financial controller in each country. Ultimately, due to financial resource issues, the only staff members who were employed directly under the ILO were the Chief Technical Advisor (CTA), an administration and finance officer, a financial controller in Mozambique, and an NPC for South Africa. Other individuals were hired as consultants, most on a part-time or short term basis. The project organised the technical and financial resources well within the scope of available options.

The project management and governance arrangements were generally good. Evaluation participants reported some of the project successes in the area of management. In Mozambique stakeholder workshop participants cited the fact that the project introduced effective ways of elaborating reports as one of the best project practices. In Malawi workshop participants noted that there was good technical support at all necessary intervals.

In Lesotho evaluation participants did remark that the number of people assigned to implement the project in the country was inadequate. While the project conducted administration and finance for South Africa, Mozambique and Lesotho through the Pretoria sub-regional office, the Malawi actions were channelled through the ILO Lusaka office.

Although the Lusaka office is efficient, additional time is needed for processing the paperwork. In Malawi several evaluation participants commented that the funding allocation and disbursement processes through the ILO Lusaka office posed major challenges.

The CTA was cited as having excellent management skills, balancing both project processes, including human relations, and focus on project outputs. Different stakeholders also very well appreciated her technical expertise. Skills of several of the other project staff, including of the Administration and Finance Project Officer, were also very good. A few of the NPC needed in-depth technical support due to their lack of experience. Staff and consultants noted that their capacities had been strengthened through the project, including through guidance from the CTA. The CTA, further, makes regular visits to the country and is thus able to provide appropriate technical support and follow up as needed. As one NPC noted, "There were no communication breakdowns that really influenced the project. I mean the design had good communications. Even if we were working in different countries we were working in a cohesive way."

The ILO bureaucratic processes that help ensure that financial control and transparency are addressed were sometimes seen as overbearing. While project partners and staff realised the necessity of control, it did cause frustration and delayed some of the work. Even small amounts of disbursement need to be authorised by senior ILO staff.

ILO colleagues appreciate the regular communications and updates from project staff on various actions noting that they understand their mandate to do so.

All parties stated that they had a clear understanding of their roles and responsibilities. The PAC, consultants and all others with formal relationships with the project have Terms of Reference. These individuals felt that their ToR were clear and to the point. The project, further, provides clear guidelines and criteria for selection of project partners, including BDS, and training participants. Guides are also provided on implementing various project components such as the rolling out of training. All of the work completed by staff, partners, consultants and others with formal relationships are evaluated. If work needs correction it is sent back for improvement. Wherever this occurred the individuals concerned appreciate the feedback and considered it constructive.

## **5.2. Monitoring & Evaluation System**

Overall the project monitoring and evaluation (M&E) system was good and well maintained. Information collected is generally relevant and systematically collected and collated as well as disaggregated by gender and disabilities. Evaluation participants report that contacts from project staff, NPC, and M&E consultants are regular and supportive. As has already been discussed in some previous sections, a few shortcomings on measuring issues such as the KAP monitoring system could use improvement. The project did use different systems for some of the monitoring which the individuals responsible for M&E sometimes found challenging to coordinate.

The project's structure was very effective for knowledge management and sharing, partially because the number of project staff is limited. Some project partners indicated that they would have liked to share the experiences with other project countries more frequently and more directly. While the NPC did not always communicate with each other as much as they could have, communications with the project main office in Pretoria was conducted on a daily basis. The project shared a project newsletter every four months and also used Dropbox, a MOWE website, as well as holding an annual staff/consultants meeting. Working to increase motivation of project partners and others linked to the project to upload information to the websites would be useful. The accreditation of the



cadre has helped to stimulate further knowledge sharing while, as already indicated in Section 5.3, evaluation participants lauded the networking stimulated through the project.

ILO headquarters evaluation participants noted that, “As compared to the other projects on WED this project been very rigorous about sharing their information and monitoring, including verifying progress on indicators. Good on communicating within the project and with others outside the project.” The donor noted that there were frequent delays in reporting of project reports to their offices. These delays were primarily caused by hierarchic systems to review, approve and channel the reports before they reach the donor.

Partners in the countries also indicated that the monitoring system was clear and useful including collection and sharing of systematic quality information from trainers and beneficiaries. The monitoring and valuation matrix is the same for all three countries with a minor difference for Mozambique. Evaluation participants who were involved in gathering, sharing and/or reviewing project data also appreciated new technologies to continually share information such as through the “Dropbox” website.

Data collection for the M&E process was not always easy as several evaluation participants pointed out. As one interviewee stated, “all of the stakeholders need to be much more aware of the M&E process from the beginning. We must make it very clear that their participation in M&E will be expected to help inform this and future projects.” Some challenges to collect information from trained entrepreneurs subsequent to their workshops were, for instance, encountered.

Entrepreneurs were scattered in different locations and did not easily respond to request to fill in post training forms. Approximately one third of former trainees responded overall. The forms had been developed to indicate the extent and ways in which entrepreneurs were able to implement what they had learned. As a result of the partial response rates various statistical methods were employed to extrapolate the findings. These processes may somewhat compromise the exact results. The final evaluation individual interviews and stakeholder workshop participants did indicate clear enthusiasm with respect to the effectiveness of the training tools and MOWE.

The project monitoring system included a knowledge, attitudes and practices assessment monitoring system that was partially intended to measure changes in the mainstreaming of gender equality. In general the monitoring system indicated an improvement in knowledge on women’s entrepreneurship issues but only in Malawi was a positive change in attitudes and practices discerned.

**Table 2: Changes in Knowledge Attitudes and Practices as Provided by the Project**

<b>Country</b>	<b>Knowledge</b>	<b>Attitude</b>	<b>Practices</b>
South Africa	Positive	No change	Negative
Lesotho	Positive	Negative	Positive
Mozambique	Positive	Negative	Negative
Malawi	Positive	Positive	Positive

Note: table provided by WEDGE project, May 2012<sup>36</sup>

The evaluator does have reservations on the methodology used to assess the changes in knowledge, attitudes and practices (KAP) in this part of the project monitoring system. As a result the evaluator is doubtful whether the method used is valid to measure the mainstreaming of gender equality. The KAP was, for example, only conducted with the PAC members and members of MOWE committees

<sup>36</sup> ILO/WEDGE’s cooperation with the Department of Economic Development and Tourism in kwaZulu Natal in 2010 and 2011

who were planning and implementing the MOWE. PAC are composed of government, employers, workers, and other civil society group representatives. The number of people surveyed was thus small. The meetings were not always attended by the same people so some might not be as well informed about the WED activities as others. Several of the questions also do not reflect the respondent's own views but those of their organisation. While one might argue that as a consequence of the project organisations should change, some aspects such as "women are not promoted equally with men within our organisation" are not always easy for the project to influence.

Some of the questions are also not completely appropriate for the different categories of knowledge, awareness and practices. In one example, a question on having a workplace policy on HIV is more a "practice" question but it is placed under the "attitudes" category.

After contact with the project, KAP respondents may also answer questions differently than one might expect simply because they are more aware about the issues than at the beginning of the project. At the beginning of the project technical committees members may, for example, feel that women are promoted equally with men. After being in contact with the project they may be more likely to realise that women are not equally promoted with men in their organisation.

Any such change at the end might then be misinterpreted as indicating that there is deterioration with respect to this particular question. Under the "practices" category, agencies may have considered themselves leaders in WED, but after being associated with the project they may have realised that this is not the case.

While it is very useful to include KAP measures, future WED related projects need to develop more appropriate methodologies. Trainers and entrepreneur trainees can be assessed before and after attending their own training on knowledge and attitudes. Practices of BDS and entrepreneurs can be assessed continue as part of project monitoring. Given the small sample sizes, baseline and end line knowledge and attitudes of committee members can only be relevant if the same individuals are included in calculations. Practical changes in organisations of PAC and other committees could be more usefully tracked using a case study approach so that the institutional context can be taken into account as was done in the excellent case studies of some of the project actions.<sup>37</sup> Questions under each category of knowledge, attitudes and practices need to be carefully reviewed to ensure that they measure each of the categories correctly.

In future projects various methods can be used to ensure that ex-training participants respond more frequently to requests for post-training monitoring information. Trainees could, for example, be asked to sign an agreement form at the beginning of workshops to indicate that they will participate in post-training monitoring exercises. Training certificates might also be provided only upon participation in monitoring while entrepreneurs who respond to training might also receive small incentives such as newsletters.

The project monitoring system is linked to a results-based management (RBM) system implemented in the projects. The project RBM system was mostly focused through a special monitoring system that is being piloted and which allows ILO supervisors to easily track project progress. Most project partners considered that the system worked well once they were able to understand and incorporate it into their systems. Capacities of the different individuals in the project countries who collected, analysed and/or contributed to the M&E system were not all equal. This situation did not always make it easy to prepare reports and a great deal of supervision was required. Gradually,

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<sup>37</sup> International Labour Organization, Women's Entrepreneurship Development and Gender Equality project (2012a); (2012b); (2012d)

however, capacities of the associated individuals improved and the reporting consequently also improved.

The project monitoring system includes a method of collecting case studies to help document details of results and benefits. This documentation system is currently still in progress and is expected to help inform future projects and actions on good practices and lessons learned. The case study system can also help in the analysis of unexpected benefits that are identified through the project. One of the M&E specialists contributing to the project indicated that there is a challenge in ensuring that any changes in the enterprises are a result of the project actions. This issue is, however, a very common M&E problem. Post-training forms could include more open-ended questions to ask post-training participants for examples of how their businesses had changed following the training. Such information can then be used to develop case studies and improve tools.

### **5.3. Technical Support**

#### **5.3.1. Project Receiving Adequate Technical Support from ILO Offices**

The project received adequate support from technical specialists in the ILO sub-regional office in Pretoria. This was facilitated by the fact that the project is based in the ILO office in Pretoria so the CTA and administrative and finance officers were able to initiate and maintain useful contacts with colleagues in the office. The ILO technical specialists in Headquarters were able to provide a mixed level of support.

The project global component provided support through maintaining linkages between the project and global WED activities. The added value of the global component, including a global coordinator in headquarters, helps to promote the WEDGE concept using recent practical examples from field experience. A global component can also help ensure that the project good practices and lessons learned are considered and used.

The global component can thus add a global perspective and foster cooperation between countries with WEDGE activities. The project was able to contribute its experiences and tools to feed into the global WED activities. The project participated actively in a global newsletter and Facebook page. The project global component also shared key reports and documents from other projects or initiatives directly with the project. The project thus benefited as a contributor but also reader of the news and materials thus shared.

The global WEDGE component was, further, able to channel financial support as needed for specific activities as they were being identified in the project countries and for

Challenges in terms of amount of quantity and timeliness of technical support from the global component and other ILO headquarters specialists were due to a range of factors. The CTA was seen as very experienced with good technical and management competence, thus not needing in-depth support. The headquarter staff also faces human resource and time constraints resulting in delays to review reports and project activities such as revised training tools. While the CTA's competence on WED issues is evident, she nevertheless needed timely feedback on her suggestions and proposals for tools. Determining the exact roles and responsibilities of the ILO technical experts from the beginning of the project would be a useful step towards this end.

#### **5.3.2. Project Support from National Partners**

The issue of collaboration with national partners has already been highlighted in preceding sections. The level of support was initially challenging in all countries to varying degrees but ultimately

support in all countries improved over time. In Lesotho the situation continued to be challenging for a longer period of time but has also recently started to improve.

## **5.4. Impact orientation:**

### **5.4.1. Likely Contribution of the Project Initiatives to ILO Decent Work Agenda, DWCP and National Agendas**

The project has developed innovative approaches and methodologies for broader development changes in the area of WED. The project systems of working with GOWE, developing a cadre accreditation system, certifying trainers for specific tools, strong focus on capacity strengthening of all those associated with the project, and inclusion of technology for information sharing are useful in this regard.

The project contributes to ILO labour standards including various ILO conventions and recommendations such as:

- ILO Convention 111 - Discrimination (Employment and Occupation) Convention, 1958
- ILO Convention 159 on Vocational Rehabilitation and Employment (Disabled Persons).
- ILO Recommendation 111 - Discrimination (Employment and Occupation) Recommendation, 1958
- ILO Recommendation 123 - Employment (Women with Family Responsibilities)
- ILO Recommendation 189 - Job Creation in Small and Medium-Sized Enterprises
- ILO Recommendation 200 - HIV and AIDS Recommendation, 2010 (including non-discrimination in employment)

The project contributions to policies and action plans will also likely contribute to long term improvements in decent work and poverty reduction national agendas.

As one evaluation participant in South Africa remarked, “We did not see WED as a standalone project but linked to other issues on women’s issues.” As such the project was seen by several evaluation participants to contribute to increased overall attention to gender issues

Gender has now been integrated into the ILO overall results based management performance appraisals. The project experiences can likely facilitate ILO staff to understand and integrate WED into their work activities where appropriate. The International Training Centre of the ILO in Turin is now already integrating some of the good practices and lessons learned from the WEDGE project into their programming.

## **6. Good Practices and Lessons Learned for ILO, NORAD and Project Partners**

### **6.1. Good Practices**

The project developed several good practices that can be applied to similar future projects. The project special good practices are varied and partially process based. The “how” is more important than the “what” in several cases. The project implemented advocacy and awareness raising, networking efforts and other actions just like many other projects do. The good practice lies, however, in the way these were implemented using flexible approaches.

## **6.2. Key Good Practices**

- a. Broad organisation development approach to working with project partners including governments. Direct contacts with the partners relied on an informal system of identifying strengths and gaps followed up with support to build on strengths and address gap. Methodologies such as the FAMOS check were implemented with sensitivity to organisation issues beyond only WED or gender. Other forms of research on strengths, gaps and opportunities likewise contributed to a comprehensive approach.
- b. Accreditation system for WED cadre (master trainers).
- c. Piloting and working with Growth Oriented Women Entrepreneurs
- d. Methodologies and approaches used in the MOWE actions.
- e. Training tools were well adapted to the needs of the participants (although evaluation participants requested even greater specialisation)
- f. Inclusion of both men and women as trainers and to participate in WED training activities
- g. Use of information technologies to promote communications and knowledge sharing on project activities.
- h. A training course on action planning for WED and gender mainstreaming was very useful and brought about concrete results in Mozambique.
- i. Continuing advocacy and support to help ministries and agencies responsible for private sector development to make WED a priority are needed..

## **6.3. Lessons Learned**

The project learned a great many lessons on all levels but some key lessons learned do deserve special mention:

- a. Projects need to provide sufficient support for BDS and other partners through guidelines and/or other support to conduct publicity for tool roll out.
- b. Some entrepreneurs prefer consulting support as opposed to training so trainers not well versed in consulting need special guidelines on consulting.
- c. To achieve policy change and buy-in to create an enabling environment for WED the choice of structure to house the project is an important consideration.
- d. Knowledge, attitudes and practices assessments need to be designed in such a way that they use a combination of different approaches for baseline and end-line. Methodologies need to be fine-tuned to measure change accurately under each of the categories.

## 7. Sustainability:

### EQ 3- Ownership and sustainability

To what extent has the project undertaken effective and efficient steps to ensure ownership and sustainability upon completion of project implementation?

The likelihood of sustainability of project actions was one of the project successes. The project has developed several systems to help ensure sustainability of the project actions and is increasing focus on improving these systems before the end of the project. Most project components appear likely to be sustained after the project to at least some degree.

The Project has worked to ensure that key components are sustainable beyond the life of the project through approaches embedded in the entire project. The evaluation participants cited that the likelihood of sustainability of project actions was one of the project successes. The project has developed several systems to ensure sustainability of the project actions and is focusing on improving these systems before the end of the project. Most project components appear likely to be sustained after the project to at least some degree. The most noteworthy is the accreditation system for project cadre and certified trainers. Cadre will be encouraged to maintain a high level of quality in order to maintain their accreditation. Policy and action plans in government ministries and departments, as well as agencies having completed the FAMOS check are likely to result in sustainable support for WED actions.

The project has already succeeded in mobilising substantial resources to continue to implement some of the project actions. Cadre, especially those in the private sector, have indicated that they are likely to continue to work to obtain funding from entrepreneurs, through corporate social responsibility programs, government and donor allocations to conduct training. As one government based trainer stated, "I am definitely going to use EYB and the FAMOS check in my work.

Government and agency policies and action plans that have been adopted so far have already resulted in some budget allocations and donor funding. Policies and action plans that are still under development will potentially also receive some funding. Future funding resources for allocation to project actions is more likely than in the other countries, given the higher starting level and better overall economic situation in South Africa. The other countries, however, have also provided positive statements concerning the potential of at least some government and other budget allocations on WED. As Malawi has just devalued its currency and is expected to receive renewed donor budget support it is also likely to result in more positive outcomes over time.

Countries report wanting to continue to hold MOWE on an annual basis, or at least to actively support women entrepreneurs role in various trade fairs.

The evaluation participants in all four countries did note the importance of strengthening the position of any WED platform in their countries prior to project end. The evaluation partners stated that there is a need for more time and technical support to ensure that such a platform is fully functional. In Lesotho, in particular, the establishment of such a platform will still need much more technical and advocacy support beginning with identification of the most appropriate agency to house it.

Most of the project elements have scope for replication. Some of the tools have already been replicated or will be so soon through involvement of the global WED program. Elements that have already been replicated and/or scaled up include the IYES, AMG, EYB, WEA, WED, FAMOS, Gender Sensitive Value Chain Analysis and Assessing the Enabling Environment for Women in Growth Enterprises.

The replication process will, naturally require substantial funding resources so there is no certainty that future WED actions will be implemented at the same level of intensity as during the project.

## **8. Conclusions and Key Recommendations**

### **8.1. Conclusions**

The WEDGE SA project has been able to develop important approaches to women entrepreneurship development in the four project countries of South Africa, Mozambique, Lesotho and Malawi. While there were major challenges in developing supportive enabling environments the project has accomplished a great deal give these difficult circumstances. The determined and persistent commitment to achieving results in the enabling environment is ultimately producing results although some may not be fully visible until just after the project ends. Several policies and action plans are still in the final stages of development and will still need to be adopted for implementation. More still needs to be done to further develop structures and/or platforms on WED in the project countries but a foundation has recognisably been laid.

The project actions on establishing training systems, including accreditation of cadres and certification of other trainers, appear sustainable and likely to lead to multiplier effects beyond the project. The MOWE has been recognised as a very useful means to promote women entrepreneurs and help them to gain confidence in public arenas. Women entrepreneurs who participated in training initiated through the project were enthusiastic and shared their experiences with implementing what they had learned. Entrepreneur's desire continuing training on a range of management issues so that they can grow their businesses. Notably, most of the entrepreneurs interviewed mentioned their desire to grow for their own and their family's benefit and for other women in their communities.

### **8.2. Recommendations**

- a. Future projects could include strategies to identify and support more GOWE in rural areas. The benefits of increasing investment and employment opportunities in rural areas through GOWE would likely outweigh the costs.
- b. There is a need more strongly brand the WED tools using good quality promotional materials. The materials can be more grounded with the WED ILO logo and linked to the accredited trainers with the logo of their agencies.
- c. Develop role of men in WED more concretely in future projects. Action plans and training materials can focus more on how men can help women entrepreneurs address their specific gender related challenges. Also, adapt AMG to address more specific men's issues as well as how men, can play an important role in gender responsible management.
- d. Future WED related projects need to develop more appropriate methodologies for KAP assessments. Trainers and entrepreneur trainees can be assessed before and after attending their own training on knowledge and attitudes. Practices of BDS and entrepreneurs can be assessed as part of project monitoring. If sample sizes are small analysis can only be somewhat

relevant if the same individuals are included in calculations. Practical changes in organisations of PAC and other committees could be more usefully tracked using a case study approach so that the institutional context can be taken into account as was done in the excellent case studies of some of the project actions. Questions under each category of knowledge, attitudes and practices need to be carefully reviewed to ensure that they measure each of the categories correctly.

- e. All of the stakeholders need to be more aware from project inception of the M&E process and its importance to inform current and future similar projects.
- f. Implement additional projects in the region with an increased focus on sector-specific business development support. Increased sector-specific approaches can provide very interesting opportunities for continuing WEDGE activities effectively in the region. Specific areas of interest include support for training of GOWEs in green economy enterprises and further strengthening of the tourism industry.
- g. Future projects need to include additional capacity building and support to promote effectiveness and likelihood of sustainability through:
  - i) Adaptation of tools to difference levels of entrepreneurs and in accordance with specific needs (informal economy, different education levels, people with disabilities) and or training of trainers on how to adapt materials during workshops.
  - ii) Training and guidelines on consulting skills using information from WED tools among BDS providers.
  - iii) Greater involvement of Employers' Organisations including for participation in FAMOS checks.
  - iv) Finding solutions to mediate competition issues between private and public sector trainers.
  - v) Finding solutions for objective monitoring of accreditation beyond project end, i.e., in addition to voluntary reporting systems on designated WED e-space.
  - vi) Developing systems for training additional trainers and cadre in the project countries.
  - vii) Ensuring that accreditation systems for future cadre are acceptable and high quality as compared to cadre trained through the project.
- h. In case of future projects with a global component, ensure that roles and responsibilities of the global technical specialists are integrated into project logical framework and indicators are included.
- i. Recommendation for current WEDGE SA project: Identify continuing champions from all stakeholder groups as the project draws near closing.



## **Annex 1- Additional Recommendations for Consideration**

### **Support for Entrepreneurship Development**

- 1) Conduct more follow up and provide consultation services to former training participants.
- 2) Future strategies of WEDGE type projects might consider providing technical support to accredited trainers to adapt their approaches to micro enterprises.
- 3) Develop short tools, or at least the discussions during the training sessions, to also alert entrepreneurs to issues such as avoiding child labour in their business and ensuring occupational safety and health.
- 4) Train entrepreneurs in such a way that they will learn how to share their newly acquired knowledge with their colleagues, employees, and association friends. Participants would then not necessarily be trainers but learn how to more effectively share some of the key learning objectives.

### **Monitoring and Evaluation**

- 5) All of the stakeholders need to be more aware from project inception of the M&E process and its importance to inform current and future similar projects.
- 6) ]In future projects various methods can be used to ensure that ex-training participants respond more frequently to requests for post-training monitoring information. Trainees could, for example, be asked to sign an agreement form at the beginning of workshops to indicate that they will participate in post-training monitoring exercises. Training certificates might also be provided only upon participation in monitoring while entrepreneurs who respond to training might also receive small incentives such as newsletters.
- 7) The extent to which the trainers added employees on their own staff was not included in the M&E system as this was an unexpected benefit but may be worth exploring prior to project end.
- 8) Develop system to track entrepreneur referral to training materials, at least immediately post training, could be a worthwhile way to ascertain enduring interest.

## **Annex 2- Value-Added of Women-specific Projects**

The evaluation participants recognised very well the added value of women specific projects and women specific enterprise development tools.<sup>38</sup> Many evaluation participants stated that there should be even more specialised tools aimed at women entrepreneurs with different educational levels, with disabilities or other specific situations. Although it is necessary to balance the cost benefit of specialised tools, where funding is available the benefits are evident.

The remainder of the current section summarised the main value-added points raised in the evaluation workshops and individual interviews.

### **General Value Added of Specialised Women Entrepreneurship Projects**

- Stakeholders' realisation of need to encourage women's entrepreneurship, changing attitudes towards women entrepreneurs. Knowing and understanding the role of women entrepreneurs in the economy
- Awareness raising on various specific women entrepreneurship issues (access to financing, challenges to growth of women's enterprises, etc.)
- Promotion of equity between men and women
- Recognition of successful women, women role models
- Creation of job opportunities for women entrepreneurs and their employees

### **Women's and Men's Interest in WED Actions**

- Women learn how to advocate for themselves.
- Women, including female youth, are more easily attracted to specialised WED actions.
- Access of women to training increased (as opposed to more men attending in most training)
- Ability to focus particularly on women specific issues
- Awareness of many women about their abilities and potential
- Actions provide women and opportunity to exchange their specific experiences.
- Male trainers on WED learn the usefulness of using a gender lens in a range of development areas.
- Participation of men in WED actions helps increase their awareness and support for women entrepreneurs.
- Gender analysis in value chain analysis supports a major positive paradigm shift in how gender is perceived.

### **Specialised Women Entrepreneurship Tools**

- Women can easily identify with the specialised content of tools and actions.
- Special tools on women entrepreneurship are needed in addition to gender mainstreaming to ensure adequate attention to women's specific challenges.
- Opportunity to learn about women and gender associations accentuated.
- Tools are especially oriented to help women gain more confidence.
- Tools help women become more aware that poverty alleviation is intended for both men and women.
- Women change their views of the range of market opportunities open to them, even including export.

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<sup>38</sup> Only one evaluation participant in the project countries was not sure about the need for special tools on WED.

### Annex 3- Beneficiaries by Type of Action

(As of 3.5.2012)

Country	Workshop		Training of trainers		Total	MOWE/ Exhibitions		Conference /diner/ launch		Meetings		Other		Sub-total		With disabilities	TOTAL By Country
	M*	W**	M	W		M	W	M	W	M	W	M	W	M	W		
Lesotho	46	583	24	49	73	101	294	2	75	18	84	0	0	191	1085	37	1276
Malawi	111	523	17	24	41	36	292	0	0	46	35	0	0	210	874	86	1084
South Africa	104	822	51	142	193	40	410	0	0	25	66	0	31	220	1471	47	1691
Mozambique	251	577	84	78	162	30	270	24	60	13	62	0	18	402	1065	137	1467
Sous Total	512	2505	176	293	469	207	1266	26	135	102	247	0	49	1023	4495	307	5518
<b>TOTAL By ACTIVITY</b>	<b>3017</b>		<b>469</b>			<b>1473</b>		<b>161</b>		<b>349</b>		<b>49</b>		<b>5518</b>		<b>6%</b>	<b>5518</b>
			<b>38%</b>	<b>62%</b>										<b>19%</b>	<b>81%</b>		

\*= Men, \*\*= Women

#### Annex 4- Final Evaluation Schedule

When	Time	Who and how
<b>South Africa 11-18 April 2012 Travel 18th</b>		NOTES: Appointments. Meeting with partners at WED training workshop. Telephone interviews. Transport: ILO Office
		11 <sup>th</sup> April
	9am 11am 2-4pm  5-6.30pm	<ul style="list-style-type: none"> <li>• CTA Grania Mackie briefing, ILO Pretoria</li> <li>• Meeting ILO Director Vic Van Vuuren, ILO Pretoria</li> <li>• Documentation review</li> <li>• Meeting with Joni Simpson HQ specialist Women and Youth Entrepreneurship, Benoni, Johannesburg. (Questions sent)</li> <li>• Focus group with selection of 8 WED trainers and partners from South Africa, Benoni, Johannesburg. (Questions sent)</li> </ul>
		12th April
	8.30-9.45 10.40-11.15 2.30-3.30 3.30-4.30	<p><b>Document Review</b></p> <p><b>Interviews with ILO staff: (To be scheduled)</b></p> <ul style="list-style-type: none"> <li>• Andreas Klemmer Enterprise specialist 2<sup>nd</sup> floor, ILO Pretoria</li> <li>• Siphon Ndlovu ILO Pretoria Lesotho Focal point 3<sup>rd</sup> floor, ILO Pretoria</li> <li>• Telephone interview Former NPC Mozambique SKYPE +267 3191230 cell nr +267 72477866</li> <li>• Telephone interview Carmen Armstrong WEDGE-RSA Project Coordinator SKYPE or +27 824 928 654</li> </ul>
		13 <sup>th</sup> April
	8-9am 10-11am 11-12pm	<ul style="list-style-type: none"> <li>• Telephone interview ILO Lusaka Belinda Chanda Malawi Focal point +260 1228 071, ILO Lusaka</li> <li>• Rose Anang Employers Specialist, 2<sup>nd</sup> floor, ILO Pretoria</li> <li>• M&amp;E consultant Birgit Brammer in ILO Pretoria</li> </ul> <p><b>Interviews with Partners over telephone</b></p> <ul style="list-style-type: none"> <li>• Women entrepreneurs?</li> <li>• ILO HQ</li> </ul>

		<b>16<sup>th</sup> April</b>
	9.30-10.30am 11.15am-12pm 1.45-2.45pm 3.00-4.00 4-5pm	<ul style="list-style-type: none"> <li>• Interview with Lucia Rodrigues WEDGE-SA Finance Office @ILO Offices</li> <li>• Inviolata Chinyangarara Workers Specialist, ILO Pretoria</li> <li>• Merten Sievers: BDS Coordinator ILO, SEED, HQ</li> <li>• Ntombi Shangase dti programme Officer @ ILO Pretoria</li> <li>• Telephone interview with Igor Felice ILO CTA Maputo +258 8230 41799 or SKYPE</li> </ul> <p><b>Interviews with Partners over telephone</b></p> <ul style="list-style-type: none"> <li>• Women entrepreneurs?</li> </ul>
		<b>17 April</b>
	8.15-9.15am  1-2pm	<p><b>Interviews with Partners over telephone</b></p> <ul style="list-style-type: none"> <li>• 4 women entrepreneurs</li> </ul> <p>ILO HQ Virginia Rose-Losada, programme officer, Youth and women's entrepreneurship ILO HQ SKYPE</p> <p>ILO Pretoria Interview with Sindile Moitse RSA Programme Officer @ ILO Offices</p>
		<b>18 April</b>
		Travel





Where	Time	Who
<b>Maputo Mozambique 23-25 April 2012</b>		<b>23<sup>rd</sup> April</b>
	8.30-9.30 11-12pm 1.15-2.15	<b>Document Review</b>  <b>Meetings</b> <ul style="list-style-type: none"> <li>• MITUR (Ministry of Tourism)</li> <li>• MMAS (Ministry of women and Social Development)</li> <li>• MIC (Ministry of Commerce)</li> <li>• Meeting with Odete Tsamba, CEO IPEME (Small enterprise development institute, WEDGE management partner)</li> <li>• Meeting with Madina Ismail Project director, WEDGE-Mozambique implementation partner: Institute of Small Enterprise Development. (IPEME)</li> <li>• Meeting with David</li> </ul>
		<b>24<sup>th</sup> April</b>
		<b>Document Review</b> <b>Meetings</b> Ministries and constituents
		<b>25 April</b>
		<b>Meetings:</b> <b>Stakeholder workshop 25<sup>th</sup> April including:</b> <ul style="list-style-type: none"> <li>• Steering Committee members</li> <li>• Focus groups of women entrepreneurs and associations of WEs</li> <li>• Group of: trainers, WED cadre</li> <li>• Partners incl. ministries mentioned above</li> <li>• Disabled persons, HIV orgs</li> <li>• MOWEA partner</li> </ul> Debriefing with IPEME



Where	Time	Who How
Malawi 27-1st May 2012		27 <sup>th</sup> April, pm only
		<p><b>Documentation</b></p> <p><b>Meetings:</b></p> <ul style="list-style-type: none"> <li>Meeting with WEDGE-Malawi National Project Consultant Charles Nangwale</li> </ul>
		30 <sup>th</sup> April
	8-12pm	<p><b>Stakeholder workshop on 30<sup>th</sup> April including</b></p> <ul style="list-style-type: none"> <li>Steering committee</li> <li>Women entrepreneurs</li> <li>WEDGE trainers and WED cadre</li> <li>Partners incl. ministries</li> <li>Associations of WEs</li> <li>Disabled persons organisations</li> </ul>
	2-5pm	<p>Individual interviews with:</p> <ul style="list-style-type: none"> <li>George Mwase: Director SMME Department, MTI</li> <li>Meeting with Mary Malunga WEDGE-Malawi coordinating management partner NABW</li> </ul>
		2 <sup>ST</sup> May
	10am	<p>Meetings:</p> <ul style="list-style-type: none"> <li>M&amp;E consultant Dick Maganga</li> </ul> <p>Debriefing</p>

## Annex 5- Summary Stakeholder Workshop Results

Note:

- Information from each group listed in order of priority determined by the groups.
- For South Africa no specific stakeholder workshop was held although group and individual interviews were conducted.

<b>SUCSESSES- LESOTHO</b>
<b>Group 1</b>
1) Skills and knowledge
2) Involvement of people with disabilities and their inputs
3) Networking and knowledge sharing
4) Recognition of successful women
<b>Group 2</b>
1) Training of trainers and also of women entrepreneurs
2) Financial fair
3) Training on FAMOS Check
4) MOWE reached 500 Women entrepreneurs in several events
5) Holding of financial fair successfully
6) Training us how to exhibit
7) Creation of job opportunities for women entrepreneurs
8) Realised the need to formulate/facilitate policies for financial assistance towards women entrepreneurs
9) Realised the need to encourage the women entrepreneurship
10) Realised that different customers need different services, processes and different ways of information
11) It helped to know and understand the role of women entrepreneurs in the economy
<b>Group 3</b>
1) Capacity building; More women were trained on different areas of entrepreneurship
2) Working together
3) Participants were able to network and assist each other on issues pertaining to women, business and others
4) Introduction of new entrepreneurial activities
5) Awareness raising on Women entrepreneurship issues

<b>SUCSESSES – MOZAMBIQUE</b>
<b>Group 1</b>
1) Creation of institutional capacity/capacity building
2) New approach on policy/ plan and strategy action AND Gender mainstreaming at all levels in the activities of the institution
3) Certification as WED Expert/trainer
4) Obtaining income through training
5) Brought new way of elaborating reports
<b>Group 2</b>
1) Facilitates GOWE's networking
2) Exchange of experiences
3) Opening of new marketing opportunities
4) Empowerment of new knowledge/Economic empowerment
5) Have created a database using Mozambique Consultants
6) Existence of trainers capable of disseminate and act throughout Mozambique
7) Creation of a large family that fights for the development of Women

8) The cases of success entrepreneurs after project actions
9) Increase of a considerable number of employees trained and informed on matters of gender
10) Have managed to make the registration of workers at INSS
11) Train focal points for gender unit within the ministries and organizations passed through a course in South Africa
12) Having achieved and accomplished the monitoring and evaluation
13) Fulfill the strategy outlined by the project WEDGE
<b>Group 3</b>
1) Trainings
2) Improved management of enterprises of women
3) Awareness many women about their abilities and potential
4) Increase in female entrepreneurs successfully
5) Involvement of gender in components
6) Registration of new companies in the tax
7) Improving services for women entrepreneurs
8) Organizations of women entrepreneurs in the nuclei
9) Possibility of partnering
10) Increase in turnover
11) Influence of Government on a review of gender policies
<b>Group 4</b>
1) The trainings conducted
2) Acquisition of knowledge in the use of new work
3) Opportunity to learn about women and gender associations
4) The exchange of experience between us
5) Development of sectorial plans with integration of gender issues
6) Develop contact/networks and strategic partnerships between service providers various institutions for women and women's associations
7) More women develop activities to promote self-employment

<b>SUCSESSES MALAWI</b>
<b>Group 1</b>
1) The studies ( research ) looked into the real gaps / barriers for women entrepreneurs finance and registration / policy gaps
2) Capacity building of women entrepreneurs and stakeholders in various wedge tools
3) Inclusion of all stakeholders in the project
4) Women entrepreneurs exposed as role models through month of the women entrepreneur (MOWE)
5) The coordination and collaboration among stakeholders
6) Timely updates on developments in the project
<b>Group 2</b>
1) Capacity building for trainers - capacity development in entrepreneurship development - taught trainers new methodologies which make trainings participatory and successful
2) Linkages & networks created from all relevant stakeholders and all worked together well i.e. MOWE - coordination of WED,WEA and GOWES by the consultant - contributed to change of attitude towards entrepreneurship
3) Multi-sectoral approach of the project - the composition of project steering committee ( PAC ) provided practical input

- commitment of PAC members
4) Financial support for trainings – trainers & BDS providers
5) Material created was specifically for women entrepreneurs so was able to focus properly and address women's issues
<b>Group 3</b>
1) Good networking with other entrepreneurs
2) Capacity building of trainers & BDS providers
3) It made participants to share skills & knowledge on business growth
4) Good technical support
5) Training material is practical & relevant to women entrepreneurs
6) Trainers were well trained in the tools
7) Coordination & collaboration in the implementation of activities
8) The project trained both women & men in the informal sector ( e.g. MCTU )
9) Regular PAC meetings
10) Project was free & democratic

<b>CHALLENGES- LESOTHO</b>
<b>Group 1</b>
1) Poor publicity
2) 100% centralized
3) Lack of awareness for women entrepreneurs
4) Lack of database of Basotho women
5) Unsatisfactory participation by major stakeholders
6) Inability to come up with a cohesive structure of business women
7) Project timeframe been too short
8) Irregular meetings often at short notice
9) No logical support for advisory committee
10) Lack of follow up or feedback mechanisms
<b>Group 2</b>
1) Lack of capacity (only one person run programme)
2) No outreach in rural areas
3) Women are only involved in small business
4) Collaboration with other countries on SMMEs
5) Language barrier for workshop materials
6) No incentives for the PAC
7) Weak women's association structures
8) Matching programme with actual needs of Women entrepreneurs
9) Coverage could not reach rural Basotho women
10) Engagement with private sector sponsorship and participation
11) Trainings could accommodate small number
12) Cooperation between project and ministry (red tape)
13) Lack of political will and commitment
<b>Group 3</b>
1) Project not widely known
2) Only one cadre trainer in Lesotho
3) Materials written in English
4) Insufficient follow ups
5) Target group left out the majority of SMEs
6) Many people not invest in training
7) Many people are not prepared to pay for their trainings

8) Not clear criteria to be trained as a trainer
9) Poorly organized incentives

<b>CHALLENGES- MOZAMBIQUE</b>
<b>Group 1</b>
1) Promotion / integration issues related to gender in rural areas
2) To replicate/to roll out the tools
3) To sell the WEDGE tools
4) Get systematic and quality information from trainers/beneficiaries AND to report monthly
<b>Group 2</b>
1) Sustainability of the action, after the end of the project
2) Consolidate all activities that have arisen during the implementation of the project
3) Institutional partnerships that help women to get credit
4) Continue to build skills for women entrepreneurs to business management
5) Moving women out of women's economic dependence on men
6) Track the replica that is being done by the trainers Mauto, Beira and Nampula
7) Raise awareness about entrepreneurship and the importance of gender differences
8) Serve more for the good of my country
9) Organize workshops, lectures and seminars for dissemination of instruments that defend women such as family law against violence
10) Create conditions for the group of this committee has been able to more information for exchange of experience with women in other countries
11) Organization of other courses to help corporate life
12) Critical factors for business success like how to manage your finance should be made simple and a bit more detailed
13) Many GOWEs have great potential to grow majority have low education AND need for a lower version of EYB
14) EYB entry form in too long and complicated for GOWEs. It normally takes almost 3 hours guide through the form. Need to be simplified
<b>Group 3</b>
1) Mobilization of funds to ensure continuity and sustainability of the project
2) Expand the project to all country
3) Adapt to the realities of the country manuals
4) Get more money for roll out
5) Partner support in the entrepreneurial mind-set change
6) Funding and monitoring of new or existing businesses
7) Training of rural entrepreneurs with low levels of schooling
8) Change of financial entrepreneurs
9) Sensitize more women to join entrepreneurship
10) Market Penetration of target micro-enterprises
11) Increase the range of trainers
12) Ability to provide product or service as the consumer's desire
<b>Group 4</b>
1) Create conditions for the project sustainability
2) Continuing education of the beneficiaries
3) Technically equipping the Ministry of Women and Social Action (MMAS)
4) Include more women mainly from informal business
5) Continue to identify financial support for programs for women
6) Expand project for communities
7) Make lobby to reduce the interest rate of credit

- |  |
|--|
| 8) Expand entrepreneurial spirit through creativity and innovation |
| 9) Give greater financial support to women.                        |

<b>CHALLENGES MALAWI</b>
<b>Group 1</b>
1) Limited financial resources – this affected the impact
2) Project limited to growth oriented women entrepreneurs only while the majority of women entrepreneurs in micro and small were left out
3) Limited involvement at project design level
4) Limited media coverage of most WEDGE activities
5) Centralised nature of project administration – this affected funds allocation & disbursement
6) There was no baseline data on growth oriented women entrepreneurs
<b>Group 2</b>
1) There was little funding to reach more BDS providers in training-difficulty in getting people to pay for the training- lack of conducive economic environment
2) Low levels of understanding due to low education
3) Mobility i.e. women with disabilities access /assertive devices / transport- venue for PAC meetings centralised- lack of resources
4) Lack of capacity by participants on gender issues
5) The project design targeted issues at national level rather than at lower level of implementation
6) Lack of baseline data
7) Women entrepreneurs have multiple roles sometimes trainings have to be compacted & limited to 3 days
<b>Group 3</b>
1) Too many topics were covered within a few days
2) Project time span not enough as in Malawi it started late
3) Most government policies are made without the involvement of women entrepreneurs
4) Women entrepreneurs not willing / reluctant to pay / contribute towards training
5) Training materials are in English not in local language
6) Small budget allocation
7) No provision for inter country information sharing
8) Most women businesses do not grow due to lack of capital
9) Women entrepreneurs would attend training where a loan is attached
10) Lack of continuity due to lack of financial resources for the trainers
11) The project did not target micro women entrepreneurs
12) Most of the women did not want to attend to the training due to time constraints

<b>RECOMMENDATIONS - LESOTHO</b>
1) A secretariat should be established.
2) The secretariat, should be private sector driven, not under government ministry
3) Project should capacitate and empower existing women organisation.
4) The project needs to be well publicized,
5) More project staff
6) Incentives for the advisory board
7) The project should be decentralised.
<b>Group 2</b>
1) Continued implementation of the SMME policy which already has an gender component. The project was instrumental in getting this on board.
2) The ILO should do a situational analysis before tailor making a program to make sure needs are met

3) The ILO should work with other such as private sector and NGO s in addition to the existing ones
4) The project should be institutionalised outside the ministry but include it.
5) Linking all the ILO projects to other existing programs in the country.
6) More publicity on future programs prior to implementation.
7) Flexibility when implementing the program. It should fit the programmes
<b>Group 3</b>
1) There should be more master trainers. There would then not be a need to get people from outside.
2) Strengthening the coordinating office and the advisory committee on incentives
3) The project should be housed outside the ministry to avoid the red tape.
4) Impact assessment.
5) The project should focus only on ToT. Because apparently the project has been training the entrepreneurs or free while taking business away from consultants.
6) Regional conference of WED.

<b>Recommendations Mozambique</b>
<b>Group 1</b>
1) To sensitize public institutions, business associations, rural, and other NGOs on gender issues
2) Funding increase by 50% the number of roll out
3) Explain to the trainers and the direct beneficiaries of the need to passer information for project managers
4) Make agreements with trainers and trainees / entrepreneurs in the sense of being committed
5) Creating a network of trainers
<b>Group 2</b>
1) Creating structure/database to represent the SME's like Brazil (SEBRAE)
2) Creating references and partnerships between the Government and trainers
3) Continue to financially support the trainers
4) Continue training the technical advisory committee of the project WEDGE
5) Advertise WEDGE tools at national level
<b>Group 3</b>
1) Assessing the impact of the project in respect of beneficiaries (women entrepreneurs)
2) Fortify networks and partnerships created
3) Promote funding for women trained
4) Recycling of trainers and an increased number of trainers
5) Better dissemination of training
6) Require greater involvement of technical advice to projects
<b>Group 4</b>
1) Database packages, for trainers and trained
2) Design of training packages for various levels of business owners / entrepreneurs
3) Continuity of the project WEDGE in Mozambique to straighten the activities already built
4) More roll outs
5) Expansion plans for other sectorial ministries
6) Monitoring continues at the national level technically supporting the Ministry of Women and Social Action (MMAs)
7) Books adapted to national realities

<b>Recommendations - Malawi</b>
<b>Group 1</b>

1) The project should be extended for five more years
2) Administration & finances should be decentralised to promote effectiveness & efficiency in project implementation by time period
3) The project needs to include women entrepreneurs in micro and small besides the growth oriented women entrepreneurs
4) There is still need for more trainings targeting women entrepreneurs and stakeholders
5) The project should target women entrepreneurs in other districts apart from the cities
6) The project should involve all stakeholders at design stage
7) Allocate more funds for all project activities including media and IEC materials
8) Need to increase financial allocation for the project & distributed properly as some need more than others
<b>Group 2</b>
1) Engage the national project coordinator from the inception of the project
2) There is need to institutionalise project implementation during planning
3) Conduct baseline data / survey before project implementation
4) Build capacity of stakeholders so that they are conversant with project implementation
5) Draw strategies to mainstream special needs
6) Planning & budgeting to be group specific
7) The project should have an inbuilt information & communication strategy
8) Establish forums where information sharing of best practices could be done by all participating countries
<b>Group 3</b>
1) Need for thorough research before commencement of the project
2) Time frame & resources needed should be informed by the study
3) Training programmes should target micro & small women entrepreneurs as they are in majority
4) Provide more training tools & how to train in those tools
5) Training materials should have local examples of that particular country
6) Provide country networking intervention
7) Some trainers needed additional tools for them to train





## Annex 6- References

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## **Annex 7 - Guidelines for Stakeholder Workshop Preparation and Input**

### **Final Evaluation of Project Women's Entrepreneurship Development and Gender Equality-Southern Africa (WEDGE)**

#### **Guidelines for Stakeholder Preparation for Participation in Evaluation Workshop**

##### **Purpose of guidelines**

These guidelines serve to guide stakeholders representing other individuals who have been involved with the WEDGE project and who will participate in the project evaluation workshop. The guidelines provide suggestions for topics for evaluation workshop participants to discuss with their colleagues, membership or other relevant contacts prior to the workshop.

##### **Guidelines**

We will give you a form with some questions on it. Please discuss the questions and answers as a group. Please bring your answers to the Evaluation Workshop. If the space allocated is not sufficient please write on the back of the form.

Please assign one person the task of writing down the answers. Please try to fill in your answers as well as you can.

Please make sure that all group members have contributed to the discussions and that the points written on the survey form are not only from one or two people.

If you wish, you can discuss your answers in your group before you write them on the survey form. If you have a blackboard/whiteboard in the place where you are discussing you can write down the main points there and then when you finish discussing them please transfer them to the survey form.

At the end of the discussion please go over the answers that the note taker has written down on the survey form to make sure that everyone agrees.

- 1) What do you think was very good about the project? (Please list at least three answers)
  
- 2) To what extent have you been involved in:
  - designing the project? (development of initial project). Please describe.
  - providing input into how the project was implemented in practice. Please describe with examples if possible.
  
- 3) What were some of the challenges of the project with regard to trying to improve women entrepreneurship? (Please list at least three answers)

- 4) What still needs to be done to further strengthen women's entrepreneurship in your country?  
(Please list at least three answers)
- 5) Are you aware of any contributions that the project has made to share information about project implementation and data on women entrepreneurship?
- 6) What has the project done to make sure that there is sustainability of the project beyond the project's actions after the project ends?
  - Do you think this was effective?
  - What else is needed to make sure actions are sustainable?
- 7) What recommendations do you have for future projects and exercises initiated by ILO on enterprise development and women's entrepreneurship development and economic empowerment?

## Annex 8 - Terms of Reference

### TERMS OF REFERENCE “Women’s Entrepreneurship Development and Gender Equality-Southern Africa”

#### FINAL INDEPENDENT EVALUATION

Project Code	RAF/08/057M/NAD and GLO/08/12/NAD
Budget	3,313,783 USD
Donor	Norad
Project Time scale	1.1.2009 - 31.5.2012 (Including 5 month no cost extension Jan. 1.1.2012 – 31.5.2012)
Geographical Coverage	Lesotho, Malawi, Mozambique, South Africa
Evaluation Period	11 April – 23 May 2012

#### 1. Introduction and rationale for evaluation

The Women’s Entrepreneurship Development and Gender Equality Southern Africa Project (WEDGE-SA) project spans forty one months. The project aims to redress existing gender imbalances in enterprise development through approaches and activities aimed specifically at women. This project aligns with the ILO’s Strategy to promote Women’s Entrepreneurship Development (ILO, 2008), which calls for ‘a particular focus on women entrepreneurs whose businesses have growth potential’. The key operational levels of the WED Strategy are:

- Creating an enabling environment for women entrepreneurship development
- Institutional capacity building in WED
- Tools and support services for women entrepreneurs.

The Norad partnership in Women’s Entrepreneurship Development has been critical in the development of the ILO’s expertise in women’s entrepreneurship development and mainstreaming gender in public and private enterprise development agencies, there are a number of ‘lessons learned’ that can be and have been shared and carried into ongoing projects. In particular, it would be important to gather information that would enable improvements on the design and implementation arrangements of future projects in order to making an enabling environment for WED.

As per ILO standards and according to the commitments with Norad, this evaluation will be an external independent evaluation. It will provide a comprehensive and balanced presentation of the, achievements of the project, strengths and weaknesses of the project, as well as a set of forward-looking recommendations and lessons learned for future similar initiatives in entrepreneurship and enterprise development at the ILO, including women’s entrepreneurship development. The evaluation to be carried out will be expected to comply with the UN norms and standards for evaluation quality, as well as follow all ethical safeguards.

The independent evaluation of the initiative is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO’s work, strengthen the decision making process and support to constituents in forwarding decent work and social justice.

#### 2. Background on project

The Women’s Entrepreneurship Development and Gender Equality in Southern Africa (WEDGE-SA) project aims to promote women’s entrepreneurship and support women entrepreneurs to create decent employment, achieve women’s empowerment and gender equality, and work toward poverty reduction. The overriding aim of the project is to build the capacity of local partners in such a way that the ILO’s approaches and tools in women’s entrepreneurship are embedded and continuous.

Building on the tools and methodologies developed by the ILO over the previous six years, the project has worked with national governments, constituents and partner agencies to remove the obstacles that women face in starting and growing their businesses.

The project has three main objectives stated in its project document:

- An improved enabling environment for women entrepreneurship
- Improved capacity of business development service providers to deliver services to women entrepreneurs

- Women entrepreneurs income-generating capacity, productivity and competitiveness is improved

With three main indicators of achievement for the Project being

- 4) At least 1,200 jobs created across the four Project countries.
- 5) Businesses reached through WEDGE-SA adhere to minimum wage requirements
- 6) A more conducive environment for women entrepreneurs recognized amongst stakeholders in the Project countries

### **3. Project Management**

#### **Overall Administrative management**

The overall administrative responsibility for the project lies with the Director of the ILO Area Office in Pretoria, South Africa. The administrative responsibility for Mozambique and Malawi lies with the Director of the Area Office in Lusaka, Zambia.

#### Technical support

The overall technical responsibility for the project lies with the Small Enterprise Programme in ILO headquarters in Geneva, Switzerland in particular the Global Coordinator in Youth and Women's Entrepreneurship Development. Direct technical support and supervision lies with the Senior Enterprise Specialist in the ILO Area Office in Pretoria, South Africa.. Technical support for Malawi and Mozambique is also provided by the respective focal points in ILO Area Office in Lusaka, Zambia. Technical support for Lesotho and South Africa is provided by the respective focal points in ILO Area Office in Pretoria, South Africa

#### Project management

Project Management in the four countries lies with The Chief Technical Advisor (CTA) based in the ILO Area Office in Pretoria, South Africa. Knowledge Sharing and Management at the global level lies with the Global Coordinator for Women's and Youth entrepreneurship at ILO HQ. Financial Management of the project lies with the Finance and Administration Assistant (FAA) based in the ILO Area Office, Pretoria South Africa.

Each project country has a Project Advisory Committee that meets approximately every 4 months and is made up of ILO constituents and other partner organizations

Lesotho project implementation: National Project Officer is funded by the ILO and employed by the Ministry of Gender Youth Sports and Recreation (Department gender) in Maseru, Lesotho

Malawi project implementation: National Project Consultant is funded by the ILO and employed by the National Association of Business women in Lilongwe, Malawi

Mozambique project implementation: Up to the 31<sup>st</sup> September 2011 the ILO employed a National Project Coordinator in the ILO Project Office in Maputo. From October 1<sup>st</sup> 2011 the Project has been placed in the Small Enterprise Development Institute (Ministry of Trade Parastatal) Maputo, Mozambique. Financial control is provided by a ILO employed FAA based in the ILO Project Office, Maputo, Mozambique.

South Africa project implementation: National Project Coordinator employed by the ILO based in the ILO Area Office, Pretoria, South Africa. Financial control of the project lies with the Finance and Administration Assistant (FAA) based in the ILO Area Office, Pretoria South Africa

### **4. Purpose, scope and clients of the evaluation**

The independent evaluation serves two main purposes:

- i. Give an independent assessment of the progress of the project in achieving its stated objectives across the project countries; assess the strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities
- ii. Provide recommendations for similar future projects

#### Specific Objectives

- Determine whether the project achieved the stated objectives
- Determine the quality of projects outputs and outcomes

- Determine what steps have been taken for the sustainability of key components of the project beyond the project's life
- Determine how close the project has come to what can be considered good practice in women's entrepreneurship development and gender equality promotion in enterprise development institutions
- Document lessons learned and extract recommendations for future projects and exercises initiated by ILO on enterprise development and women's entrepreneurship development and economic empowerment.
- Assess the management of the operation of the project, including staff management at the level of the countries and the knowledge sharing component coordinated by ILO HQ
- Assess the extent of partner buy-in, support and participation in the initiative
- Assess the relevance of the initiative within UN and National development priorities/frameworks
- Assess the strategic fit of the initiative with the Norad Private Sector Development Strategies
- Identify the projects performance in knowledge management and sharing at the country, regional and international level

Clients of the evaluation will be both internal and external to the ILO. External to the ILO, these will include NORAD and the project's implementing and other partners and WED practitioners. Internally, clients are the project managers, the responsible ILO unit (SEED), the manager and coordinators of the WEDGE-SA project, the Global Coordinator for Women's and Youth entrepreneurship, Enterprise, Gender and other Specialists, PARDEV (partnership development department), constituents.

The scope of the evaluation in terms of time is January 1<sup>st</sup> 2009 through to 1 March 2012, thus representing the entire project period. The scope of the evaluation in terms of operational area is in the Southern Africa region itself Lesotho, Mozambique, South Africa and Malawi as well as the operations related to knowledge management and sharing carried out from ILO headquarters under the direct supervision of the Global Coordinator in Youth and Women's entrepreneurship.. The scope of the final evaluation will be all objectives of the project and will entail a desk review of relevant materials and in-depth interviews with key project stakeholders in Southern Africa as well as ILO HQ. The evaluators will elaborate in greater detail the key evaluation questions and methodology for addressing each specific objective.

The first output to be produced by the evaluators will be a brief proposal that provides information on evaluation design and validates the key questions to be answered by the evaluation. The evaluation will address the overall issues of relevance and strategic fit of the project, project progress and effectiveness, adequacy and efficiency in the use of resources, effectiveness of management arrangements. The evaluation should also consider the project's performance in relation to ILO's cross-cutting issues on poverty, international labour standards, in particular related to equality and non-discrimination and social dialogue. Norad cross-cutting issues such as disability should also be addressed.

### **Key Evaluation Questions**

The evaluator shall examine the following key issues:

- *Validity of design:* Were the project strategy, objectives and assumptions appropriate for achieving the planned results? Does the project make use of a monitoring and evaluation framework? Is data regularly collected? To what extent are project indicators useful to measure progress
- *Effectiveness:* Has the project achieved its planned objectives? What factors influenced the effectiveness of the project capacity building and other activities? Have the quantity and quality of outputs been satisfactory? How have outputs been transformed into outcomes? How have stakeholders been involved in project implementation? Has the project effectively and efficiently succeeded in mainstreaming gender equality in its areas of work (outputs) and its processes? What interventions had effects on gender relations? What multiplier effects can be identified? Have the tools been effective in serving the needs of immediate and end beneficiaries (women entrepreneurs)? To what extent has the project been effective in increasing in partner organisations: 1) organisational capacity; 2) greater involvement of the social partners in project implementation; and 3) mobilisation and diversifying funding sources for partners to



enable them to be fully self-sustaining by the end of this phase of the partnership? What is the value-added of women-specific projects in entrepreneurship and enterprise development? Do some elements of the project have scope to be replicated and/or scaled-up, and if so, which ones?

- *Sustainability*: Has the project ensured that key components are sustainable beyond the life of the project? What project components appear likely to be sustained after the project and how? How likely is it that the project outcomes will be sustainable – that is, that the local/national partners take ownership of them and have the necessary capacity and resources to continue or even expand them? What needs, if any, were identified for further capacity building and supports to promote the likelihood of sustainability? Where should the ILO focus its interventions in order to achieve sustainable impacts in women's entrepreneurship development?
- *Relevance*: To what extent have the project activities been relevant to implementing national and partner needs and priorities, programmes for national development and poverty reduction and other relevant national and international documents? To what extent have the design and implementation of capacity building and other activities involved stakeholders or been demand-driven? How do the interventions link with the DWCPs and UNDAFs? Which approaches and tools were most relevant to immediate beneficiaries? Why? Why not?
- *Efficiency*: To what extent have the project activities been cost-effective? What level of the project activities (individual; institutional; systemic) provided the most cost-effective benefits? What factors influenced decisions to fund certain proposed project activities, and not others? To what extent have the projects been able to build on other ILO initiatives and create synergies through the project's global component?? What results have been achieved, including through tools developed, to assist implementing partners secure and sustain on-going operations? Is information available on numbers of direct and indirect beneficiaries?
- *Effectiveness of management arrangements*: Are the available technical and financial resources adequate to fulfil the project plans? Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved? Have targets and indicators been sufficiently defined for the project? How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)? Is the project receiving adequate administrative and technical support from the ILO office in the field and field technical specialists (Pretoria) and the responsible technical units in headquarters? Is the project receiving adequate political, technical and administrative support from its national partners/implementing partners? Are all relevant stakeholders involved in an appropriate and sufficient manner? How effective was the project's structure for knowledge management and sharing? What more could be done to ensure the adequate flow of information and knowledge between project countries, as well as between these countries and other regions? How effective was the project's M&E system and indicators in capturing results and how was it used by project staff?
- *Impact orientation*: To what extent has results-based management been implemented in the projects? What is the likely contribution of the project initiatives, including the innovative approaches and methodologies piloted, to broader development changes in the area of intervention, including those laid out in the ILO Decent Work Agenda, the Decent Work Country Programmes, Country Objectives within the ILO Programme and Budget and national development programmes, and envisioned in relevant ILO standards?
- *Lessons learned*: What good practices can be learned from the project that can be applied to similar future projects? What should have been different, and should be avoided? What more could be done to make sure that ministries and agencies responsible for private sector development make WED a priority?

What are the lessons learned for achieving policy change and buy-in on creating an enabling environment for WED? What lessons were learned and applied since the start of the project? ? Based on the outputs of this project, what are the key lessons learned that both the ILO and Norad can take away on women's entrepreneurship development project implementation, monitoring and evaluation and impact assessment?

## **5. Methodology**

An independent evaluator will be hired by ILO to conduct the evaluation. The evaluator will be expected to conduct visits to all 4 WEDGE-SA countries, as well as cover the knowledge sharing component in SEED.

The evaluation will be carried out through a desk review and visits to each of the four countries (Lesotho, Malawi, Mozambique and South Africa) for consultations with ILO management and staff, constituents, implementing partners, beneficiaries and other key stakeholders. The independent evaluator will review inputs by all ILO and non ILO stakeholders involved in the initiative, from WEDGE-SA teams in the four countries, constituents and a range of partners from the private and civil sectors. The evaluator will seek to apply a variety of evaluation techniques, for example: desk review, meetings with stakeholders, focus group discussions, field visits, informed judgement, and scoring, ranking or rating techniques. Open Space workshop with key partners may be organised in each country, or alternatively a regional evaluation knowledge sharing workshops where key partners from each country will be brought together.

The evaluator will review key documents produced during the project both in relation to the quality and quantity of output delivery and management issues in all countries. These will include technical research reports and manuals, progress reports, self-evaluation reports, workshop reports, other relevant memos as well as monitoring and evaluation reports.

The evaluator, will also interview key stakeholders involved in the project design and implementation.. In consultation with ILO offices and the Evaluation manager they might also hire local consultants to report back specific findings. Key stakeholders to be interviewed include ILO constituents, Gender and Enterprise Specialists and other relevant specialists, current and past project managers, donors, partners , and experts (consultants) having taken part in the project implementation or outputs. The evaluator will also interview key Norad staff in relevant areas (by phone).

The draft evaluation report will be shared with a select group of key stakeholders and a request for comments will be asked within a specified time.

## **6. Main outputs of the evaluation**

The main outputs will be:

- An proposal that provides information on the evaluation design, as well as a set of key evaluation questions will be presented and finalized based on comments from ILO and Norad
- A draft report: The evaluator will submit a draft report to the ILO evaluation manager who will circulate it to immediate project stakeholders and the donor for comments. The evaluation manager will forward comments to the evaluator
- A final report: The evaluator will incorporate comments as they deem appropriate and submit the final report to the evaluation manager
- An executive summary of the evaluation conforming to the ILO template provided in Annex 1 of these ToR

The quality of the final report will be determined by conformance with Checklist 4 on "Formatting Requirements for Evaluation Reports" and Checklist 5 "Rating Quality of Evaluation Reports" of ILO's Evaluation department. Both will be provided to the evaluator to serve as reference and guide.

The expected outcome of this evaluation is a concise Evaluation Report as per the proposed structure in the ILO evaluation guidelines:

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology

- Clearly identified findings for each criterion
- Conclusions
- Recommendations
- Lessons learned and good practices
- Annexes

### 7. Management arrangements

The overall Evaluation Manager for the WEDGE project is Ms Chantel Belle-Rose, M&E Officer, ILO DWT Office, Pretoria South Africa.

The evaluator will work in consultation with a small evaluation team that could include key project staff, the corresponding technical unit and a representative of Norad, with regard to the logistics for the evaluation. The evaluator may count on the project management in this team for providing contact details of key people to be interviewed. The project team may also help set out times for the interviews to take place.

### 8. Work plan & Time Frame

The evaluation will be carried out between the 9<sup>th</sup> April 2012 and 23 May 2012 with a draft report to be produced by the 14 May 2012. (See table below)

The total duration of the evaluation process is estimated to 32 work days for the independent international consultant over an 6 week period from 9 April and the 23 May 2012. The independent consultants, both ILO and the Norad consultant will spend at least 3 days in two countries including one day in Pretoria.

Phase	Tasks	Responsible Person	Timing	Payment
I	<ul style="list-style-type: none"> <li>• Preparation of TOR, consultation with Norad and ILO</li> </ul>	Evaluation manager	October 2011	
II	<ul style="list-style-type: none"> <li>• Identification of independent international evaluator</li> <li>• Entering contracts and preparation of budgets and logistics</li> </ul>	Evaluation manager	November-Feb 2011 March 2012	
III	<ul style="list-style-type: none"> <li>• Contract signature</li> <li>• Telephone briefing with evaluation manager</li> <li>• Desk review of project related documents</li> <li>• Evaluation instrument designed based on desk review</li> <li>• Workplan</li> </ul>	Evaluator	March-April 2012	1 <sup>st</sup> Payment
IV	<ul style="list-style-type: none"> <li>• Consultations with Facility staff/management in two countries</li> <li>• Consultations with WEDGE-SA secretariat in South Africa</li> <li>• Consultations with ILO HQ SEED unit responsible for technical area and global knowledge sharing of WED</li> <li>• Consultations with ILO Pretoria, HQ Units</li> <li>• Consultations with stakeholders in four countries</li> <li>• Debriefing and presentation of preliminary findings to ILO</li> </ul>	Evaluator with logistical support by WEDGE-SA	11 April 2012 – 3 May 2012	
V	<ul style="list-style-type: none"> <li>• Draft evaluation report based on desk review and consultations from field visits</li> </ul>	Evaluator with support of evaluation team	14 May 2012	
VI	<ul style="list-style-type: none"> <li>• Circulate draft evaluation report to key stakeholders</li> <li>• Consolidate comments of stakeholders and send to evaluation team leader</li> </ul>	Evaluation manager	14 – 17 May 2012	

<b>VII</b>	<ul style="list-style-type: none"> <li>Finalize the report including explanations on if comments were not included</li> </ul>	Evaluator with support of evaluation team	18 -23 May 2012	
	<ul style="list-style-type: none"> <li>Submit the draft final evaluation to the regional office for review</li> </ul>		24 May 2012	Final payment

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

- The team leader will submit a draft evaluation report to the evaluation manager. (Chantel Bellerose: [bellerose@ilo.org](mailto:bellerose@ilo.org))
- The evaluation manager will forward a copy to key stakeholders for comment and factual correction.
- The evaluation manager will consolidate the comments and send these to the team leader.
- The team leader will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager
- The Evaluation manager will forward the draft final report to the Regional Evaluation Focal person who will then forward it to EVAL for approval.
- The evaluation manager officially forwards the evaluation report to stakeholders and PARDEV.
- PARDEV will submit the report officially to Norad.

The evaluation report, as well as the draft and all content of the evaluation are property of the ILO. None of these, or any of the individual findings, may be shared without the explicit approval by the ILO and Norad.

#### 9. Budget for the ILO hired consultant

Item	Number of units	Cost per unit	total
Professional fee:	32 days	\$600	\$19,200
Air travel: estimated*			\$4,000
Subsistence**	20	\$313	\$3,623
Terminal allowances	10	\$38	\$380
Communications (lump sum):			\$300
		TOTAL	\$27,503

\*To be organised by ILO, not included in contract

\*\* TOTAL DSA = \$3,623 @ March Rates to be adjusted to actual based on actual dates of travel.

#### 10. Consultant Profile:

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

- Masters degree in business, development management, gender or related graduate qualifications
- A minimum of 5 years of professional experience in evaluating international development initiatives, preferably in the area of entrepreneurship and management of development programmes, preferably in developing countries.
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System
- Understanding of the development context of the four project countries would be a clear advantage.
- Knowledge of Portuguese would be an advantage
- Understanding of gender equality and mainstreaming gender in evaluations.
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.

