

## Independent Final Evaluation

# PROJECT TO SUPPORT THE DECENT WORK COUNTRY PROGRAMME OF MOZAMBIQUE

## FINAL REPORT

**Project No:** M.250.10.139.901 and M.250.10.139.902

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

- Decent Work Country Programme Support Project - Social Dialogue (MOZ0802FLA)

- DWCP support project, components on Women's Entrepreneurship and Women Workers' Rights (MOZ0901FLA)

<b>Total Budget:</b>	USD 2,309,338.00
<b>Donor:</b>	Flemish Government
<b>Start Date:</b>	August 2009
<b>End date:</b>	December 2012
<b>Implemented by:</b>	ILO Country Office for Zambia, Malawi and Mozambique
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## 1. Executive summary

**Programme Objective and anticipated Outcomes:** The overall objective of the Project Support the Mozambican Decent Work Country Programme was to “contribute towards poverty reduction in Mozambique, through the creation of decent jobs, women's economic empowerment and gender equality”. The specific Objectives were: (1) Promote within the Mozambican society a mind-set that recognizes the role of women in the workplace and provides support for their actions as entrepreneurs and as workers; (2) Create an enabling policy environment in which the tripartite constituents may play an important role in promoting and protecting the rights of working women, and promoting their potential as entrepreneurs, making gender equality a reality in policies and actions; (3) Strengthen the capacity of local organizations to provide support services for women workers and women entrepreneurs, taking into account the educational levels of each target group in business development services and (4) Educate women workers and women entrepreneurs about their rights and responsibilities in the workplace, and empower them to take advantage of the existing mechanisms, structures and institutions.

The project has a clear gender approach with the main target group being women workers both from the formal and informal sectors, as shown by its 3 components:

- **Component 1, Women's Entrepreneurship Development,** aims to promote female entrepreneurship as a way of empowering women, creating productive and decent work and reducing poverty.
- **Component 2, Women Workers' Rights,** aims to empower women workers in respect of their rights and to facilitate advocacy campaigns so that these rights have a practical effect. Particular emphasis will be given to the promotion of the four ILO Conventions on Gender Equality.
- **Component 3, Social Dialogue,** aims to strengthen the capacities of the Government and of the unions to use social dialogue as a strategic way of promoting decent work for women.

**The main beneficiaries of the Project are:** Women who are working or intend to engage in business development (as potential entrepreneurs or those who have already become entrepreneurs); Women who work in the formal and informal sectors of the economy; Women with disabilities; The Government, the Ministry of Labour (MITRAB), the Organization of Workers of Mozambique (OTM-CS), the National Confederation of Free and Independent Unions of Mozambique (CONSILMO) and the Confederation of Employers' Associations (CTA).

The project focuses its activities in three selected provinces, namely Maputo, Nampula and Sofala.

**Project development framework:** The project was designed as a direct contribution to Mozambique DWCP outcomes, namely by improving the conditions for enterprise creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises; improving the implementation of Fundamental Principles and Rights at Work and by strengthening Social Dialogue Institutions. Moreover it is coherent with the national global umbrella statement “Reduced poverty and disparities to improve the lives of the most vulnerable people in Mozambique by 2015”, under Government leadership, as stated in the Poverty Reduction Action Plan (PARP, 2011-2014), more specifically answering to the general objective of promoting decent employment, as a way of facilitating and developing micro, small and medium-sized enterprises. The project is recognized as a valid contribution by supporting and expanding comprehensive services to provide entrepreneurial guidance, training and financing to local entrepreneurs, with focus on women. The project is also a direct contribution to the United Nations Development Assistance Framework for Mozambique (UNDAF, 2012-2015)<sup>1</sup>, namely by systematically following the principle of the implementation of a culturally sensitive and gender responsive, human rights based approach ensuring a focus on the most vulnerable groups, particularly women. Project activities and outcomes are consistent with the UN Joint Programme objective of ensuring that “Vulnerable groups access new opportunities for improved income and livelihoods, with a special focus on decent employment”

**Programme Management and Budget:** The project was funded by the Flemish Government through its agency FICA, under an agreement signed between the Flemish Government and the ILO in October

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<sup>1</sup> See *Mozambique UNDAF (2012-2015)*, approved by Council of Ministers, July 2011

2009. The ILO prepared the project in January 2009, foreseeing 2 separated projects: (1) Social Dialogue and (2) Women Workers' Rights and Women's Entrepreneurship Development. The start of the operations was initially scheduled to commence in August 2009 up until July 2011. After funds were allocated at the end of 2009, ILO and constituents went through a period of revision of the project document and preparation of a new work plan. In June 2010 ILO and the social partners designed the workplan and re-allocated the resources for each activity. The revised work plan was approved by the constituents in October 2010 and the two separated projects were merged in on only project. Therefore, the project was fully operational since November 2010. The donor agreed to a no cost extension from end 2011 until the end of 2012. The project was implemented with very satisfactory effectiveness under the supervision of a Technical Advisory Committee (TAC, CAT, in Portuguese), established on the basis of one of the subcommittees of the Advisory Commission of Labour (CCT, in Portuguese), the tripartite advisory body in the country. The management team was compounded by 3 National Coordinators (for each of the 3 components), joined, since July 2011, by a CTA. This team was administratively, financially backstopped by ILO Country Office for Zambia, Malawi and Mozambique and technically backstopped by the ILO DWST for Eastern and Southern Africa. The total project budget was USD 2,309,338.00.

**Purpose, Scope and Clients of the Evaluation:** The main objective of the final evaluation is to assess the results achieved during the implementation of the Project. The evaluation covers all outcomes/objectives of the DWCP Support Project and assesses all key outputs that have been produced since the start of the project. The scope of the evaluation in terms of time is the period from the start of the project implementation in November 2010 to December 2012. It builds on the findings of the mid-term self-evaluation carried out in May 2012 and assesses to what extent the programme has taken on board its recommendations. The clients of the evaluation are the key stakeholders involved in the Programme implementation, as represented by the Project Technical Advisory Committee (TAC), the donor (FICA), the ILO, the Tripartite Constituents and other relevant stakeholders in the project who would use the evaluation findings and lessons learnt.

**Methodology:** The evaluation exercise was based on stakeholder's participation and was guided by the core evaluation framework and questions as listed in Annex II. This table of questions was used by the consultants, and was adapted as appropriate for the different partners interviewed. The evaluation work went through an initial phase consisting of careful reading of the project documentation, mainly produced by the project over the 41 months of its implementation. A visit to Nampula helped to interview key local partners working in the Women's Entrepreneurship Component and to visit some of the women's Micro Enterprises supported by the project.

**Validity of the Design:** The project design had a relative validity at the time the proposal was drawn up. However, previous consultations with a higher number of actors at local level should have been included as part of the proposal-making activities. The main weaknesses of the design are associated with a not-too-precise appreciation of the magnitude and characteristics of the problems. Nevertheless, the new project document (Work Plan, Logframe) approved in October 2010 is redesigned to coincide with the requests of national partners and has shown to be operational. The idea of merging the three components under a unique project helped to better understand the intervention's logics and to avoid duplications. The design reviewed foresees the establishment of a control and monitoring body for the activities, which was performed by the Technical Advisory Committee (TAC), in representation of the tripartite constituents and other project partners. The new work-plan approved included indicators and means of verification, but did not include an operational monitoring system. It is noted that the project design does not include provisions for a post-project phase. The lack of such a designed phase endangers the sustainability of the actions and their results, in terms of expansion of activities still on-going, results and impacts expected.

**Relevance and Strategic Suitability:** The project is coherent with the national global objective of "Reduced poverty and disparities to improve the lives of the most vulnerable people in Mozambique by 2015", under Government leadership, as stated in the Poverty Reduction Action Plan (PARP, 2011-2014) and with the general objective of promoting decent employment, as a way of facilitating and developing micro, small and medium-sized enterprises. It is widely recognized as a valid contribution by supporting and expanding comprehensive services to provide entrepreneurial guidance, training and financing to local entrepreneurs, with focus on women. The project is also a direct contribution to the UNDAF, 2012-2015,

namely by systematically following the principle of the implementation of a culturally sensitive and gender responsive, human rights based approach ensuring a focus on women.

**Project Effectiveness:** Overall the project has done quite well despite the more than one year delay in start-up, due to the process of consultation with constituents on project management arrangements, revision of work plan and staff recruitment. The levels of sensitivity among the actors involved in project actions on the rights and responsibilities of women in the workplace increased. 88% of these actors have increased their appreciation of the role played by women in the workplace. The project has supported the creation of Gender Units in the Ministry of Industry and Trade (MIC) and the Ministry of Labour (including the provinces). A study on the legislation and existing policies under the ILO Conventions 100 and 111 was completed and validated by the social partners. Three studies on minimum wage were implemented by organizations of workers and employers. Negotiations led to an increase in the minimum wage for each sector, a minimum of 6% to 15%. A study on the regulation of labour law conducted by the Employers' Federation was performed. A study on the barriers faced by women in accessing their rights, gender disparities and the gaps in their rights, with a focus on the agro-processing industry (cashew) was conducted and validated in Nampula, in October 2011. The project supported the social partners in campaigns for the ratification of the Convention on Maternity, including a meeting between the Minister of Labour and the organization Women's Forum, the Women Committees of the Trade Unions and debates on national radio. 317 people were trained in issues of social dialogue, 45% of participants being members of the women committees of the two unions. 74 of their members trained in advocacy, negotiation techniques. 75 beneficiary enterprises were formally recognized; a total of 25 enterprises created and the sample of 50% of the women trained in April 2012 showed that an estimate of 68 enterprises increased their revenue. Out of 282 people trained on Get Ahead during the period 143 were interviewed, showing a very positive trend after the training with an increase in the revenue, preparation of business plan and creation of new jobs. 25 organizations of the target provinces trained to provide the Get Ahead training: 329 people trained in Get Ahead and in SIYB in Sofala. Trained 90 people (80% women) by INEFP in 3 districts of Sofala province in SIYB. Mobile units were provided in Nampula and Sofala. The Cooperative Caixa Mulheres of Nampula has been selected to manage a revolving fund for women emerging entrepreneurs in Nampula. 100 women were trained by INEFP. 100 women established contacts with MFIs. 100 members of the Cooperative Caixa das Mulheres received credit. 100 people enrolled in courses INEFP. In April 2012, a survey sample of 143 people (50% of total graduates Get Ahead in 2011) estimates the creation of 58 jobs, 27 businesses. A new survey is performed during December 2012.

**Efficiency measured both in administrative costs and timeliness of execution:** The resources of about 2 million USD have been reported sufficient for project purposes. National stakeholders reported that disbursements showed some administrative 'heaviness'. Current financial reports showed that the resources were allocated to provide the necessary support and to achieve the broader project objectives, the merging of the two projects avoided resources duplication and permitted a timely execution of the activities.

**Effectiveness of Management Arrangements and Efficiency of Resource Use:** In spite of the existence of bottlenecks in the administrative procedures and in inter-institutional relations, the outcome of the project implementation had a relative level of efficiency that allowed it to overcome barriers and implement most of its activities. Various technical support missions undertaken by ILO's Lusaka and Pretoria offices were appreciated by most partners, despite the limits imposed by the language. When necessary to rely on specialized contributions, the project resorted to the support of specialized consultants; the ILO team had the support of several Mozambican consultants, experts in several areas, including data collection and analysis, legal issues, communication, training, coordination of institutional actors, monitoring and evaluation of activities. At the beginning of the project a monitoring plan was designed, with indicators and means of verification, but only in April 2012, with the help of an external consultant, was a complete system for regular monitoring of all the activities and results at the different levels elaborated. The project received adequate political, technical and administrative support from its national partners, as demonstrated by outputs but also by the dynamism in the implementation of the DWCP. A focal point was appointed for each partner to work in coordination with the others on policies, planning and coordination of project actions. It can be stated that the management and governance arrangements for the project were adequate, and there was a clear understanding of roles and responsibilities by all parties involved. The ILO's efforts to create synergies with the actions of the government and private sectors as well as with other international cooperation organizations, has been the driving force of the multi-sectorial work necessary to implement the DWCP positively. The ILO has undertaken significant efforts to coordinate the actions in support of the Decent Work Country Program

with the Ministry of Labour. Thus, the project worked with the ILO/WEDGE SA project in the constitution of networks of trainers. Two networks of trainers were created, one consisting of trainers for women entrepreneurs and another of trainers in matters of SD and WWR. In cooperation with the ILO / AIDS project, training was implemented on Gender and HIV in the workplace. The project has implemented a campaign about maternity protection and breastfeeding in partnership with UNICEF. The project also is currently working with UNDP on ratification of the Maternity Protection Convention 183 and with UNIDO on the preparation of a possible new phase of the project in favour of Women's Entrepreneurship Development.

**Perspectives for sustainability:** The project presents important sustainability perspectives at social and technical levels, as well as partially at financial level, having to improve certain aspects in this last field. The initiatives generated from the project have established long-term commitments and targets in the Plan of Action for the DWCP. However, the technical sustainability of interventions under the DWCP needs to be re-worked, for a more accurate and better concentration of the target groups, the phases of the process and the specification of their results. The partners must have a higher level of autonomy on decision making on actions to be undertaken and on the allocation of resources. An effective supervision and monitoring system should be adopted. The project approach generated a significant social impact, by supporting training and sensitization activities with Partners countrywide, putting the issue of the Women Workers' Rights and Social Dialogue on the country's agenda. Ministry of Labour and other public institutions started to adopt gender oriented planning, including at provincial levels. However, it is necessary to continue to implement actions to keep this interest alive and consolidate the work already done. The project is not financially sustainable, the partner institutions involved face large financial limits to continue with the project actions.

**Main Conclusions:** In general terms, we can say that the project was successful in the areas of knowledge, awareness and mobilization on WWR and Social Dialogue issues, encouraging legislative changes in favour of the situation of women and institutional strengthening. Awareness of the need and actions to continue and extend the training of women entrepreneurs' (when suitably compounded by micro credit) are demonstrated by INEFP planning for following years. In these areas sustainable and replicable strategies were created, from a technical point of view. However, it must be said that the partners are not yet technically fully independent or they do not have the financial capacity to continue the implementation of the Action Plan of the DWCP, as started by the project. Most of the trained staff is located at Maputo and their effectiveness is hampered by turnover and other changes, affecting all the tripartite partners. Work in the provinces is expensive and the flux to provincial staff capacity development is very slow, when not disturbed also by turnover.

But the project has successfully performed a number of important activities: (a) the components of the women workers' rights and social dialogue had relevance at the national level and, more importantly, also at the level of the production units and the community; (b) national staff and technicians, from public and private institutions, were trained and supported to continue the efforts of the project at national and local level. This gives interesting perspectives of technical and social sustainability for at least a significant part of their future actions and (c) the project obtained an important participation by non-traditional partners of the CCT, such as the Ministry of Industry and Trade, the IPEME and Ministry of Women and Social Action, among others.

*The main weaknesses of the project are:* (a) there remain gaps and shortcomings in terms of national legislation supporting WWR and WED. Conventions 100 and 111 were ratified and the project gave important support to the Partners for their diffusion and mainstreaming. But the discussions on Conventions 156 and 183 are slow, more problematic and need future strong attention and sensitization; (b) the technical sustainability of the actions linked with the credit is limited due to over-ambitious and vague, unrealistic deadlines estimated to achieve the goals, as well as the existence of inadequate indicators; (c) the unions at local level should have a greater weight in the consultation and validation of future activities, as stakeholders in decision-making; (d) the project lacks a permanent system of monitoring and capacity building of implementing partners, and the monitoring system implemented does not allow the effectiveness of the component of the Women's Entrepreneurship Development to be properly measured.

### **Recommendations:**

1. *Concerning the working language of the project and the ILO in Mozambique:* The ILO regional offices should acquire language skills appropriate to the tripartite development work in Mozambique. The continuation of ILO operations in Mozambique recommends hiring staff that are fluent in Portuguese at regional level, including at least one back stopper-expert.

2. *Concerning the design, planning and financial management of projects:* In future, projects should be dynamically identified based on the needs as perceived by the partners, hence developing the project documents by small tripartite committees through the use of specific participation techniques and implemented through tripartite annual and quarterly programming, with likelihood of revisions in the light of developments in the national context, and with budgetary and financial details.

3. *Concerning the post-project plan and immediate activities:* The project team should propose to hold a working session with the PPTD's TAC before 25 February 2013, for discussion and approval of a post-project plan, appropriately documented, including a proposal for follow-up activities still underway. Among these are the activities linked directly to the results expected by the DWCP Action Plan, with a budgetary forecast for their follow-up, at least through the year 2013.

4. *Concerning the Monitoring and Evaluation System of the project and its sustainability:* The current M&E system was not designed with a clear view of its sustainability neither of its future management by the partners. Hence, it is recommended that in future the M&E system is steered to a subsystem tailored to partners' capacity, with custom-made sustainable indicators such as CREAM, e.g.:

*Clear: Precise and unambiguous*

*Relevant: Appropriate to the set goal/ suitable even to the capabilities and the context of who is monitored*

*Economical: Available or computable, accessible with minimum costs*

*Adequate: Provides sufficient basis to assess performance/ consistent with the capabilities of whoever is carrying out the monitoring, such as the management board of the women's cooperative of Nampula, who signed the agreement with the ILO and who should, on a half-yearly basis, be accountable in respect of the funds received)*

*Measurable: Quantifiable/ capable of being validated in independent, neutral and non-fallacious manner.*

5. *Concerning ILO technical assistance to the Labour Consultative Committee to reinforce tripartism, in the light of the needs for technical support (at central and decentralized levels) to further improve Women Workers' Rights and Social Dialogue in Mozambique:* it is recommended that the CCT and the ILO Office/Lusaka, with the direct support of the TAC, prepare a document clearly formulating the technical reinforcements needed to operate (including objectives, outputs, activities and budget) with both parties (CCT and ILO) making a joint financing request.

6. *With regard to the activities at risk (Cooperative of Women of Nampula):* it is recommended that the ILO/Lusaka (with the technical contribution of the CTA), the TAC/CCT and the Agency FICA consider and define practical arrangements for the continuation of the support provided to the women's cooperative Caixa Mulheres of Nampula, formulating a post-project document to be submitted for appreciation and decision by FICA.

## 2. Acronyms and abbreviations

<b>ASSOTSI</b>	Association of Informal Workers and Operators (Associação dos
<b>CONSILMO</b>	National Confederation of Free and Independent Unions of Mozambique
<b>CTA</b>	Confederation of Employers' Associations (Confederação das Associações
<b>CCT</b>	Advisory Commission of Labour (tripartite)
<b>CTA</b>	Chief Technical Adviser
<b>DWCP</b>	Decent Work Country Programme
<b>GAPI (SI)</b>	Gabinete de Apoio à Pequena Indústria, Sociedade de Investimentos
<b>Get Ahead</b>	ILO Training package for women entrepreneurs
<b>ILO</b>	International Labour Organization
<b>INEFP</b>	National Institute of Employment and Professional Training (Instituto
<b>IPEME</b>	Institute for Promotion of Small and Medium Enterprises (Instituto de
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MIC</b>	Ministry of Industry and Trade (Ministério da Indústria e Comércio)
<b>MITRAB</b>	Ministry of Labour (Ministério do Trabalho)
<b>MMAS</b>	Ministry of Woman and Social Action (Ministério da Mulher e Acção
<b>MTE</b>	Mid-term evaluation
<b>OTM/CS</b>	Organization of Workers of Mozambique (Organização dos Trabalhadores
<b>PARP</b>	Action Plan for Poverty Reduction (Plano de Acção de Redução da
<b>SD</b>	Social Dialogue
<b>SIYB</b>	Start and Improve Your Business, ILO training package
<b>TAC</b>	Technical Advisory Committee
<b>UNDAF</b>	United Nations Development Action Framework
<b>UNDP</b>	United Nations Development Programme
<b>UNICEF</b>	United Nations Children's Fund
<b>UNIDO</b>	United Nations Industrial Development Organization
<b>WED</b>	Women Entrepreneurs' Development
<b>WEDGE</b>	Women's Entrepreneurship and Gender Project. ILO project started in
<b>WOOP</b>	Working Out Of Poverty Project
<b>WWR</b>	Women Workers' Rights

### 3. Project description

#### Background

The Project to Support the Decent Work Country Programme in Mozambique was funded by the Flemish Government through its agency FICA, under an agreement signed between the Flemish Government and the ILO in 2009. The ILO prepared the project in January 2009, under the responsibility of the Director of the ILO Lusaka offices, containing two separate components, covering the fields (1) Social Dialogue and (2) Women Workers' Rights and Women's Entrepreneurship Development.

#### Project Objectives

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

##### Specific Objective 1:

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

##### Specific Objective 2:

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

##### Specific Objective 3:

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

##### Specific Objective 4:

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

The project comprises three components, namely:

Component 1, Women's Entrepreneurship Development

Component 2, Women Workers' Rights

Component 3, Social Dialogue

The project has a clear gender approach with the main target group being women workers both from the formal and informal sectors.

- **Component 1, Women's Entrepreneurship Development**, aims to promote female entrepreneurship as a way of empowering women, creating productive and decent work and reducing poverty.
- **Component 2, Women Workers' Rights**, aims to empower women workers in respect of their rights and to facilitate advocacy campaigns so that these rights have a practical effect. Particular emphasis will be given to the promotion of the four ILO Conventions on Gender Equality.
- **Component 3, Social Dialogue**, aims to strengthen the capacities of the Government and of the unions to use social dialogue as a strategic way of promoting decent work for women.

The main beneficiaries of the Project are:

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

The project focuses its activities in three selected provinces, namely Maputo, Nampula and Sofala. The choice of these provinces is related to the fact that they have already benefited or are currently benefiting from interventions of various ILO projects, and have all the established institutional structures. As with the previous ILO projects, it should be noted that these three provinces are strategically located in the south, centre and north of the country. The provinces of Maputo and Sofala have a higher rate of business activities and informal sector services, and are therefore better positioned to be pilots in the promotion of business services at community level. On the other hand, the province of Nampula has a more diversified informal economy, particularly with regard to construction and manufacturing activities.

The project also aimed initially to help establish the technical capacity of other provinces located in these regions, namely:

- Nampula - contribute to strengthening the technical capacity of other provinces in the North region (Niassa and Cabo Delgado)
- Sofala - contribute to strengthening the technical capacity of other provinces in the Central region (Zambezia, Tete and Manica)
- South - contribute to strengthening the technical capacity of other provinces in the South region (Gaza, Inhambane and Maputo Province).

After funds were allocated at the end of 2009, ILO went through a period of revision of the project document and preparation of a workplan in order to merge the two projects given their complementarity. In June 2010 the social partners, with the technical support of ILO, designed the workplan and re-allocated the resources for each activity. The revised workplan was approved by the CCT in its plenary session in October 2010.

In practice, the initial operations of the project were disrupted and delayed due to a lack of agreement between the ILO and the Ministry of Labour regarding the procedures for project coordination and management. Some differences in interpretation of the responsibilities of the project by the ILO took a long time to be solved, in particular issues related to the need for a Chief Technical Advisor, information on the use of the financial resources available and the role of coordination and monitoring, claimed by the Ministry of Labour.

Through multiple work sessions and dialogue, involving all the partners and with support from the ILO offices in Lusaka and Pretoria, the project document was partially redesigned in June 2010. A Work Plan was prepared that met with substantial agreement between the partners. This Work Plan clearly allocated human and financial resources for each activity and was approved by the Consultative Labour Commission (CCT) during a plenary session in October 2010. At the same meeting it was also decided that the existing subcommittees of the CCT should form the Technical Advisory Committee of the project (TAC). A document outlining the objectives and mandate of the TAC had previously been prepared and approved by the parties in June 2010.

During this process of dialogue and consultation between the parties, key documents that oriented the development of the project until completion (December 2012) were also drafted, discussed and approved. Of particular note among these were a Work Plan<sup>2</sup> reviewing the original project document, and merging the two previously separate projects<sup>3</sup>, and a reformulated logical framework<sup>4</sup>, which became in fact the

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<sup>2</sup> DWCP Project Background (July 2010)

<sup>3</sup> *Project to support the Decent Work Country Program of Mozambique*

guiding documents for the project. These documents constitute the main evidence base for this final evaluation.

Given the delays, the donor agreed to extend the project for one more year by extending the duration from the end of 2011 until the end of 2012.

For most of the project duration, three National Coordinators (each responsible for one of the three components of the project) and an Administrative Assistant formed the project team. Only in July 2011 was a Project Coordinator (Chief Technical Adviser) recruited, with the agreement of the tripartite partners. Since then the project has been more able to work with all partners, undertaking most of the activities listed in the approved Work Plan and thus achieving its specific objectives. These successes, achieved in a relatively short period (less than 2 years) demonstrate the importance of the organizational and technical support provided by partners and other stakeholders.

The project is coherent and a direct response to national global umbrella statement “Reduced poverty and disparities to improve the lives of the most vulnerable people in Mozambique by 2015”, under Government leadership, as stated in the Poverty Reduction Action Plan (PARP, 2011-2014<sup>5</sup>), more specifically answering to the general objective of promoting decent employment, as a way of facilitating and developing micro, small and medium-sized enterprises. The project is recognized as a valid contribution by supporting and expanding comprehensive services to provide entrepreneurial guidance, training and financing to local entrepreneurs, with focus on women.

The project is also a direct contribution to the United Nations Development Assistance Framework for Mozambique (UNDAF, 2012-2015)<sup>6</sup>, namely by systematically following the principle of the implementation of a culturally sensitive and gender responsive, human rights based approach ensuring a focus on the most vulnerable groups, particularly women. Project activities and results are consistent with the UN Joint Programme objective of ensuring that “Vulnerable groups access new opportunities for improved income and livelihoods, with a special focus on decent employment<sup>7</sup>”. National partners recognize the project’s valid contributions to support the development of demand-oriented vocational training opportunities which facilitate increased integration of women into the labour market, under decent conditions. In fact the project is coherent and consistent with Outcome 2 of UNDAF.

*Finally the project directly supports the following Mozambique DWCP<sup>8</sup> outcomes:*

*Outcome 1.2: Improved conditions for enterprise creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises*

*Outcome 3.1: Improved implementation of Fundamental Principles and Rights at Work*

*Outcome 3.3: Social Dialogue Institutions strengthened*

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

As stated in the Terms of Reference, the main objective of the final evaluation is to assess the results achieved during the implementation of the Project to support the Mozambican Decent Work Country Programme. The findings of the evaluation will contribute to further improving the methodologies applied and inform the key stakeholders in the project and the ILO of the lessons learned so that they can continue their activities in similar projects and future efforts to support the promotion of Decent Work in Mozambique. The final independent evaluation covers all outcomes/objectives of the DWCP Support Project and assesses all key outputs that have been produced since the start of the project.

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- DWCP Support Project - Social Dialogue (MOZ0802MFLA)

- DWCP Support Project, Women’s Entrepreneurship and Women Workers’ Rights (MOZ0901MFLA)

<sup>4</sup> DWCP Logical Framework, Revised and Consolidated

<sup>5</sup> See Republic of Mozambique, *Poverty Reduction Action Plan (PARP), 2011-2014*, Maputo, May 3, 2011

<sup>6</sup> See *Mozambique UNDAF (2012-2015)*, approved by Council of Ministers, July 2011

<sup>7</sup> See namely UNDAF’s Outcome 2: Vulnerable groups access new opportunities for improved income and livelihoods, with a special focus on decent employment.

<sup>8</sup> See *Decent Work Country Programme Mozambique 2011-2015* (2011)

The scope of the final independent evaluation in terms of time is the period from the start of the project implementation in November 2010 to December 2012.

It builds on the findings of the mid-term self-evaluation carried out in May 2012 and in particular assesses to what extent the programme has taken on board the recommendations made by the mid-term evaluation<sup>9</sup>.

The scope of the evaluation in terms of operational area is the DWCP Support Project in its entirety.

The intended recipients of the final evaluation are the key stakeholders involved in the Programme implementation, as represented by the Project Technical Advisory Committee (TAC), the donor (FICA), the ILO, the Tripartite Constituents and other relevant stakeholders in the project who would use the evaluation findings and lessons learnt.

In addition, the evaluation will be able to provide valuable information to related groupings and structures, such as the DRGs and the UNCT in its entirety to possibly develop similar interventions aimed at promoting women workers rights, women's entrepreneurship development and social dialogue.

## 5. Methodology

The evaluation exercise was based on stakeholder's participation and was guided by core evaluative questions addressing:

- i. the *relevance* and strategic fit of the project;
- ii. the *validity of design*;
- iii. the *effectiveness* of individual interventions at the level of the project as a whole;
- iv. the *efficiency* measured both in administrative costs and timeliness of execution;
- v. the *effectiveness* of management arrangements and efficiency of resource use;
- vi. the *sustainability* of results and of the project contribution to the institutional development of the national constituents; and
- vii. *lessons learned* from the project and recommendations and future prospects for similar projects in same domain.

The evaluation work<sup>10</sup> was guided by the core evaluation framework and questions as listed in Annex II. This table of questions was used by the consultants, and was adapted as appropriate for the different partners interviewed<sup>11</sup>.

The evaluation started with an initial phase consisting of careful reading of the project documentation. Numerous documents produced by the project over the 41 months of its implementation were properly sorted and analysed. Additional information, when necessary, was diligently supplied by the ILO team in Maputo.

A visit to Nampula helped to identify and interview key local partners working in the Women's Entrepreneurship Component and to visit some of the Micro Enterprises supported by the project (see Annex III).

### Types of Analysis

The evaluation covered four aspects aimed at measuring the project's progress. The feasible and relevant dimensions to be measured through the indicators were: (a) validity of the design and relevance, (b)

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<sup>9</sup> See *Mid Term Intern Evaluation (MTE)*, Peter R. Beck & Lucrécia Wamba, April 2012

<sup>10</sup> The final evaluation was conducted in Mozambique between 7th November and 21st December 2012, and a first draft was submitted to the TAC in Portuguese, followed by a regular meeting of restitution and discussion (13<sup>th</sup> December).

<sup>11</sup> The list of the partners interviewed is attached.

effectiveness and quality, (c) implementation and efficiency, and (d) sustainability. Each one of these concepts is described as follows:

**a) Validity of the Design and Relevance.** The evaluation consists of the analysis of the planning and coherence of the project (including the addendum), taking into account its objectives, components, activities and the assumptions under which it was prepared. The aforementioned considers the initial justification for the programme and how these diagnostic elements have evolved. An assessment is made as to how suitable the solutions proposed are to the settings, the characteristics of the target-population and the nature and magnitude of the problem or needs identified. It includes an analysis of the relationship between the different levels of objectives with the development of applicable goods and/or services and the relationship between objectives, goals and indicators. The core questions of this dimension are oriented towards measuring the relevance of the design (for further information, see Annex II).

**b) Effectiveness and Quality.** This aspect refers to the extent to which the objectives set were fulfilled; in other words, it evaluates to what extent the project, as a whole, complied with its objectives, scope and expected effects, identifying – in this analysis – the success factors and the bottlenecks encountered during the implementation of the project, as well as any unforeseen effects. It included – when necessary – a quality analysis of the services provided and its attributes, such as: opportunity, accessibility and continuity of the service provided, in particular for the objectives of awareness-raising, institutional strengthening and direct assistance. It was complemented with an analysis of the degree of satisfaction of the beneficiaries and their perception on the receipt of benefits provided by the project. The core questions of this dimension tend to measure the effectiveness of the services provided by the project (for further information, see Annex II).

**c) Implementation and Efficiency.** The implementation evaluation mainly refers to management aspects. The management evaluation is the analysis of the main institutional aspects within which the project operates, and of the main processes, the coordinating institutions and instruments with which it relies on to conduct its activities and fulfil its objectives. Aspects such as the following are analysed: the project's decision-making process, its organizational structure, the allocation of responsibilities, the use of evaluation and monitoring mechanisms, and the criteria used to select the beneficiaries, the terms, and the capacities generated at local institutional level. Furthermore, it includes an analysis of efficiency, focused on the investment made and the benefits obtained. It also analyses the handling of programme resources, i.e., the management capacity for adequately managing the budgetary resources and for obtaining resources from other sources. The core questions of this dimension tend to measure the project organization, administration and coordination (for further information, see Annex II).

**d) Sustainability.** This aspect analyses all the conditions that allow the project to achieve operational continuity, as well as the relevance of the on-going strategy. The social and financial conditions that might allow the project to achieve continuity are analysed: (i) the organizational characteristics such as the authorities' commitment, the making-up of national and local structures to support the project, the inter-institutional coordinating spaces; (ii) the existing capacities such as professional capacities, provision of resources, financing availability for a relevant period; and (iii) the assessment of actors from outside the institution or programme, such as their legitimacy in the eyes of the beneficiaries and the credibility of the political and social actors. The core questions of this dimension tend to measure the aspects that would ensure the sustainability of the benefits generated (for further information, see Annex II).

## 6. Findings

The key findings for each of the areas analysed, resulting from document review, interviews and meetings are as follows:

### *Validity of the Design*

As an overall remark on the project design, it can be said that it had a relative validity at the time the proposal was drawn up. However, previous consultations with a higher number of actors at local level

should have been included as part of the proposal-making activities. The main weaknesses of the design are associated with a not-too-precise appreciation of the magnitude and characteristics of the problems.

This means that the project design has to partially cover the overall purpose, for it does not directly establish its contribution to the implementation of the Mozambican DWCP in an accurate and articulated way. Likewise, several of the project indicators present some important deficiencies in terms of their appropriateness for measuring performance.

The first project document (dated 28/01/2009) corresponds to the first phase; it responds to a sustainable need and constitutes an integral response to the same. The design is logical and expresses its contribution to the DWCP in a coherent and appropriate way, but it is estimated that in the original project design the solution mechanisms are neither sufficiently described nor completed.

In October 2010, the CCT approved the new project document along with a new logical framework and a new work plan, all redesigned to coincide with the requests of national partners.

It did not include a gender analysis of the different ways in which men and women are affected by the problems to be addressed by the project. The focus of the project was adequate and appropriate in geographical terms.

As regards the development of three components, it is considered that, in general, there is consistency between the objectives and their outputs. The idea of merging the three components under a unique project helped to better understand the intervention's logics and to avoid duplications.

The design reviewed foresees the establishment of a control and monitoring body for the activities, which was performed by the Technical Advisory Committee (TAC), in representation of the tripartite and other project partners.

The new Work Plan approved included indicators and means of verification, but did not include a complete monitoring system. The indicators included are difficult to interpret, and the definitions of impact indicators should be reviewed and more aligned with the objectives of the project.

Finally, it is noted that the project design does not include provisions for a post-project phase. The lack of such a designed phase endangers the sustainability of the actions and their results, in terms of expansion of activities still on-going, results and impacts expected, and consequently in terms of return on capital investments.

### ***Relevance and Strategic Suitability***

The project is coherent and a direct response to national global umbrella statement "Reduced poverty and disparities to improve the lives of the most vulnerable people in Mozambique by 2015", under Government leadership, as stated in the Poverty Reduction Action Plan (PARP, 2011-2014<sup>12</sup>), more specifically answering to the general objective of promoting decent employment, as a way of facilitating and developing micro, small and medium-sized enterprises. The project is recognized as a valid contribution by supporting and expanding comprehensive services to provide entrepreneurial guidance, training and financing to local entrepreneurs, with focus on women.

The project is also a direct contribution to the United Nations Development Assistance Framework for Mozambique (UNDAF, 2012-2015)<sup>13</sup>, namely by systematically following the principle of the implementation of a culturally sensitive and gender responsive, human rights based approach ensuring a focus on the most vulnerable groups, particularly women. Project activities and results are consistent with the UN Joint Programme objective of ensuring that "Vulnerable groups access new opportunities for improved income and livelihoods, with a special focus on decent employment<sup>14</sup>". National partners

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<sup>12</sup> See Republic of Mozambique, *Poverty Reduction Action Plan (PARP), 2011-2014*, Maputo, May 3, 2011

<sup>13</sup> See *Mozambique UNDAF (2012-2015)*, approved by Council of Ministers, July 2011

<sup>14</sup> See namely UNDAF's Outcome 2: Vulnerable groups access new opportunities for improved income and livelihoods, with a special focus on decent employment.

recognize the project's valid contributions to support the development of demand-oriented vocational training opportunities which facilitate increased integration of women into the labour market, under decent conditions.

The project further contributed to result 2.5.1 of the UNDAF 2007-09, which strengthened the capacity of the government and the private sector in the development of socio-economic policies, including the strengthening of involvement of non-governmental actors in planning development. The project also contributes to the strengthening of governance as provided for in the current UNDAF 2012 -15.

*Finally the project directly supports the following Mozambique DWCP<sup>15</sup> outcomes:*

*Outcome 1.2: Improved conditions for enterprise creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises*

*Outcome 3.1: Improved implementation of Fundamental Principles and Rights at Work*

*Outcome 3.3: Social Dialogue Institutions strengthened*

### ***Project Effectiveness***

This chapter illustrates how the project answered positively to the following questions:

- What progress has been made towards achieving the outcome/project objectives? Where are we in achieving project outcomes/objectives?
- Do the benefits accrue equally to men and women? What outputs have not been implemented and why?
- To what extent do the outputs contribute to the achievements of the outcomes/ project objectives?
- What factors influenced the effectiveness of the programme?

The following analysis of the project's achievements and difficulties aims to evaluate compliance with its immediate objectives (effectiveness), identifying the factors that contributed to its success, and the bottlenecks encountered during the implementation of actions.

Due to the complexity of the actions and outputs of this project, the analysis follows the organization of the four objectives and various outputs contained in the original project document.

***Output 0: Establishment of the Project Management Unit (PMU) and the Project Steering Committee, development of sector profiles and target group profiles, validation of the project strategy, - priority sectors and target municipalities, completion of the output and outcome indicator catalogue***

A Technical Advisory Committee of the project was created and its ToRs developed. Mechanisms of Monitoring and Evaluation (M & E) systems were established for data collection and impact assessment indicators and means of verification.

**Objective 1: Promote within the Mozambican society a mindset that recognizes the role of women in the workplace and provide support to their actions as entrepreneurs and as workers;**

The levels of sensitivity among the actors involved in national political beneficiaries of project actions on the rights and responsibilities of women in the workplace increased. 88% of these actors have increased their appreciation of the role played by women in the workplace. This is a good indicator of constituents' appreciation of the role played by women in the workplace. However the sample was limited to Maputo. There are not yet measurements of the changes in Sofala and Nampula

***Output 1.1: Increased public awareness about the role of women in the world of work***

Identification of service providers in the area of the rights of women workers: a total of 10 service providers were identified in Maputo, Sofala and Nampula and was produced a directory that was

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<sup>15</sup> See *Decent Work Country Programme Mozambique 2011-2015* (2011)

distributed among the social partners. This directory has been used as a source of information and helped to improve the collaboration and cooperation between social partners and assists potential partners/donors as a basis for initiating contacts for collaboration. The communication strategy for dissemination of ILO Conventions 100 and 111 was developed and validated by constituents as a common platform for action. Furthermore, the ILO has supported the creation of Gender Units in the Ministry of Industry and Trade (MIC) and the Ministry of Labour (including the provinces). About 2,000 general information materials about the ILO Conventions 100 and 111 were prepared and distributed among the social partners. The materials were translated into a national language (Ci-sena) and, in the near future, will be reproduced in leaflets.

**Output 1.2:** *Increased recognition of the Women workers' rights (working in informal and formal sector) and in particular among the Commerce and Tourism stakeholders through the ILO Conventions n°100 & n° 111.*

A study on the legislation and existing policies under the ILO Conventions No. 100 and No. 111 was completed and validated by the social partners.

**Objective 2: To create a more conducive policy environment within which the tripartite constituents can play an effective role in promoting and protecting women workers' rights and where applicable promoting their potential as entrepreneurs, thus making gender equality a reality in their policies and operations.**

Discussion held at the provincial Forum of Nampula about the condition of women workers Rights and the project. The CCT met 3 times during the period and no specific point on women issues was discussed.

**Output 2.1:** *Strengthened capacity of Consultative Labour Commission-CCT North, Centre and South in social dialogue mechanisms to deliver services to tripartite constituents.*

12 computers and six printers provided to CCT (national and provincial forums), 4 laptops provided to the General Labour Inspectorate, a computer and a printer supplied to ASSOTSI (Informal Operators Association) in Maputo and OTM-CS in Gaza Province (1 computer and 1 printer) to support their activities. Three (3) studies on minimum wage were implemented by organizations of workers and employers. The project supported the participation of trade unions in the process on the minimum wage. Workshops were organized in three provinces in 2011 (135 participants) and in Maputo in 2012 (28 participants). As a result, the two confederations agreed to discuss a joint position on the minimum wage. Negotiations led to an increase in the minimum wage for each sector, a minimum of 6% to 15%. A study on the regulation of labour law conducted by the Employers' Federation was performed.

**Output 2.2:** *Increased knowledge base of policy level stakeholders about dialogue driven approaches and tools to promote women workers' rights (to promote ratification of 2 ILO conventions on Maternity Protection and Workers with family responsibilities) and women's entrepreneurship.*

A study on the barriers faced by women in accessing their rights, gender disparities and the gaps in their rights, with a focus on women working in the agro-processing industry (cashew) was conducted and validated in Nampula, in October 2011, with the participation of 24 representatives of the cashew industry, unions, employers, the Ministry of Labour and Social Security Institute. The project supported the social partners in campaigns for the ratification of the Convention on Maternity. This included a meeting between the Minister of Labour and the organization Women's Forum, the Women Committees of the Trade Unions (COMUTRA and COMUT). T-shirts and other information material to promote the ratification of the convention were produced. The activities also included debates on Radio Mozambique. The employers' organization (CTA) held a workshop for a day of reflection on Convention 183 on Maternity and demonstrated their own willingness to participate in the tripartite dialogue on how to ratify and implement the Convention 183. The activity received wide media coverage. The project supported the creation of the Gender Unit of the Ministry of Industry and Trade and trained 20 of its female staff members from a gender perspective and Rights of Workers' Women.

**Output 2.3:** *Tripartite constituents and selected other stakeholders have increased outreach and representation among women workers and women entrepreneurs both in the informal and formal economy, including women with disabilities and women infected or affected by AIDS.*

317 people were trained in issues of social dialogue, 45% of participants being members of the women committees of the two unions (COMUTRA and COMUT). 74 members of COMUTRA trained in advocacy and negotiation techniques. 90 representatives of CCT members trained on Gender Equality and Social Dialogue. 60 members of the CTA and OTM-CS trained on mobilizing members. The project supported the participation of the social partners, in particular associations of women entrepreneurs during the event Women and Development in Mozambique. The event was attended by 2,000 people over the three days of activities. In 2010 supported the organization of the Second National Conference on Women and Gender. In the Maputo Declaration was mentioned the issue of gender and work.

A network of Trainers on Gender Equality and Empowerment of Women was established in conjunction with the ILO WEDGE project. The network consists of 24 trainers in gender equality issues (among them, women rights activists' workers) and ILO training packages for women's entrepreneurship: Get Ahead and Start and Improve Your Business (SIYB). Network members are from Maputo, Inhambane, Sofala and Nampula. The network is in the process of being registered as a legal entity.

**Objective 3: Strengthen the capacity of local organizations to provide services to support women workers and entrepreneurs, taking into account the educational levels of each target group in business development services.**

75 enterprises were formally recognized; a total of 25 enterprises created and the sample of 50% of the women trained took in April 2012 showed that an estimate of 68 enterprises increased their revenue. Out of 282 people trained on Get Ahead during the period 143 were interviewed. The data collected showed a very positive trend after the training with an increase in the revenue, preparation of business plan and creation of new jobs.

**Output 3.1:** *Strengthened the capacity of local organisations and tri-partite partners to deliver sector-specific functional skills training services that are tailored toward the needs of emerging women entrepreneurs at the grassroots-level*

25 organizations of the target provinces trained to provide the Get Ahead training: 329 people trained in Get Ahead and in SIYB in Sofala.

**Output 3.2:** *Sector specific vocational skills training services geared towards women employed by SME*

Printed 5.000 leaflets with specific qualifications and key professional profiles in the tourism sector. Trained 90 people (80% women) by INEFP in 3 districts of Sofala province in SIYB. Mobile units were provided and are available in Nampula and Sofala. A training plan has been agreed with INEFP and is effective since June 2012. Conducted training on gender mainstreaming with INEFP and IPEME in Beira, with the participation of 25 people from Nampula and Sofala. 70% of the beneficiaries are women.

**Output 3.3:** *Innovative training services and delivery approaches among BDS organizations with a mandate to reach out for women*

Identified 3 Micro-finance institutions (MFI): Caixa das Mulheres in the province of Nampula and GAPI in Sofala and Maputo and the Institute for the Promotion of Small and Medium Enterprises (IPEME, government agency), which were trained in Get Ahead. Following the meeting of TAC in March 2012, the project selected the Cooperative Caixa Mulheres of Nampula to manage a revolving fund for women emerging entrepreneurs in Nampula. 21 members of AMUDEIA were trained by the Women Entrepreneurs Association (WEA) in Mafuiane, a rural area of the Maputo province.

**Objective 4: Educate working women and entrepreneurs on their rights and responsibilities in the workplace, and empower them to take advantage of the mechanisms, existing structures and institutions in order to conquer their place by the man's side in the world of work.**

100 women were trained by INEFP. 100 women established contacts with MFIs. The target will be reached by the end of the project. Training is already planned. Despite the difficulties faced by the women in getting the required documentation to access to the credit the target will be achieved by the end of the project.

**Output 4.1:** *Referral schemes run through employers' and workers' federations at province level that link women owner-managers of Commerce and Tourism SMEs and their employees to BDS providers*

Missions in the provinces to create a referral system in collaboration with employers' organizations/CTA, ACIANA (Nampula), to facilitate the connections between women entrepreneurs and service providers (BDS) were performed. 100 members of the Cooperative Caixa das Mulheres received the credit. 100 people enrolled in courses INEFP. In April 2012, a survey sample contacted 143 people (50% of total graduates Get Ahead in 2011). Estimated that were created 158 jobs and 27 businesses. A new survey is performed during December 2012.

### ***Some weaknesses of the implementation***

Despite the coverage of objective 4 above being formally assessed as highly satisfactory (100% of planned), there are some problems affecting the reliability of information on the effectiveness of these actions, namely:

a) The agreement signed between the ILO and the Cooperative Caixa Mulheres of Nampula created strong expectations. Actually at least 335 women across the country were enthusiastically trained on Get Ahead. This is a large number of potential beneficiaries of credit, and the cooperative may not be able to respond positively to the demand for credit stimulated by the training. The Cooperative experience is quite effective and resilient in Nampula (city and suburban neighbourhoods), but has no specific experience in rural areas. The actual extension of credit activities to Rapale district – as required by the agreement with ILO - challenges the cooperative capacities to duly monitor the rural women beneficiaries of training and credit. During the evaluation, this fact was verified and analysed locally with the management team of the Caixa Mulheres.

b) The manual<sup>16</sup> of Get Ahead was adapted by the trainers and, in general, the training was carried out in 5 days. An analysis of the adapted manual, particularly in Nampula, demonstrates that the training dedicated, in general, only a day to management and finance (in the original Manual, Modules 3.4 and 4.1). The visits conducted during the evaluation field work found that this is not enough time. Likewise, the simulated Business Plan developed by the women during the training is not effective because it does not translate, in reality, a real business plan. The records used by most of the beneficiaries do not really allow the women themselves to monitor and analyse the evolution of their business.

c) The experience shows that most of these women, positively motivated by the training, will require at least six months or even a year to permit their business and even more time to reimburse the monthly credit obtained (and interest). One year will be required to obtain relevant and reliable information about the "mortality" of their enterprises.

d) A problem no less important and that diminishes the credibility of the information processed is the lack of a systematic monitoring of the businesses, with figures and data to allow conclusions about the economic and social progress achieved as well as on the problems or obstacles encountered. The monitoring system is costly and complicated, considering the existing capabilities. Some indicators are not suitable; for example, the payment of the minimum wage is unrealistic in view of the actual situation of the vast majority of micro-enterprises for women-members of the Cooperative Caixa Mulheres of Nampula. In fact, particularly in the early years, these businesses use mainly family labour. The minimum wage is more adapted to the public sector and formal economy. What seems important is that the cooperative management understands well that the minimum wage is an objective and a horizon for all members of the cooperative, together with other elements of decent work (dignity in labour relations, health and safety in the workplace...).

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<sup>16</sup> *Manual de Formação e Guia de Recursos*, Edição para África, edição em língua portuguesa da OIT (2008).

e) These findings likely justify recommendation six of this report on the activities at risk (Caixa das Mulheres de Nampula), which includes follow-up and specific training, to enable the women's enterprises to achieve the greatest success possible and support the management board of the Cooperative to respond reasonably to the obligation of monthly reports (2013 and 2014), enclosed in the agreement they signed with the ILO.

### *Unexpected effects (positive and negative) and multiplying effects of the project*

No unexpected effect (positive or negative) could be verified related to the project actions.

As regards the multiplier effects of the project, it is still early to make a definite appreciation of them and their sustainability. However, it can be said that the future multiplier effects of this project will take place inasmuch as, for instance, the investments foreseen by other sources on similar issues take into account the good practices and learned lessons of this project (see below).

The ILO can greatly contribute to the fact that this project might have important multiplier effects inasmuch as it socializes the achievements and difficulties of the same with the implementing agencies that develop similar initiatives in the country and in the region.

### *Efficiency measured both in administrative costs and timeliness of execution*

The resources of about 2 million USD granted by the Flemish Government have been reported sufficient for project purposes. National stakeholders reported that disbursements showed some administrative 'heaviness'.

With regard to use of resources, current financial reports showed that the resources were allocated to provide the necessary support and to achieve the broader project objectives, the merging of the two projects avoided efforts and resources duplication and permitted a timely execution of the project activities. The disbursements and project expenditures were in line with expected budgetary plans and the operations of the project matched with the project budget.

The project team was able to successfully mainstream the DWCP into the institutional agendas of the partner institutions, and to develop joint actions to implement it. This was an unprecedented event, not only because in the past it had been difficult to work together, but because the ILO was practically the first international cooperation agency to actively work on the DWCP.

However, it was not possible to implement the project as per its planned schedule from the beginning.

The activities were not implemented in timely fashion due to various reasons:

a) The project officially began in June 2010. A strong need was felt to adjust project the activities in line with the needs and time constraints of the partners. The partners worked together with the ILO in reviewing the Logical Framework of the project, updating the work plan and budgeting for the three components, taking into account that the project had been prepared in 2008.

b) Although the ILO's partners have experience as members of the Technical Committees of the various existing ILO projects, this was the first time they had worked on a project with specific particularities, including three components. Consequently, the decision on the composition of the project's Technical Advisory Committee (TAC) merited careful consideration, in order to avoid the exclusion of relevant partners such as the MMAS and the MIC, which are partners of the ILO but which are not represented in the Consultative Labour Commission. These partners are now invited and participate in the TAC meetings.

c) The Project Manager (CTA) was hired a year after the official project start date, and actually started working on the project in July 2011, which caused further delays.

d) The relative inexperience of the TAC members and implementing partners with the administrative procedures of the ILO meant a delay in the preparation of reports, disbursements and possibilities to

update the project budget. The ILO team tried to compensate these delays, sometimes taking active attitudes to expedite the process, especially in relation to other actors, but this did not neutralize the delays and the difficulties in all cases. The activities of the ILO team had an important effect in solving some crises and in the promotion of project activities, but have not had a major impact on the sustainability of the programme.

e) This sustainability depends largely on the sense of ownership and empowerment of local partners, through their responsibility for performing the activities.

By analysing the financial tables of the project it can be noted that the implementation of the original project budget was followed in a proportional manner (cost per component) as established in the original budget. The analysis and percentage distribution of the budgetary cost per year reveals a very wide span of execution (41 months) for a project whose original duration was 24 months. Besides the fact that the contract with the CTA was postponed during the first two years (which produced a low budget execution), this delay has created the need for the project to be extended for another year, which allowed the implementation of almost all the activities and remarkably made up the cost ratio of the project.

### *Effectiveness of Management Arrangements and Efficiency of Resource Use*

In spite of the existence of innumerable bottlenecks in the administrative procedures and in inter-institutional relations, the outcome of the project implementation had a relative level of efficiency that allowed it to overcome barriers and implement most of its activities.

#### *Quality of the technical assistance provided and the institutional knowledge acquired*

The technical assistance provided by the project team was considered by the project' partners of good quality, very important for the design of action programs and links with other local partners, from the government, trade union, employers' organization, and NGOs. Several technical support missions undertaken by ILO's Lusaka and Pretoria offices were appreciated by most partners, despite the limits imposed by the language<sup>17</sup>.

In those cases in which it was considered necessary to rely on specialized contributions, the project resorted to the support of specialized consultants. In fact the ILO team had the support of several consultants, mainly Mozambicans, experts in several areas, including data collection and analysis, legal issues, communication, training, coordination of institutional actors, monitoring and evaluation of activities. The project provided the partners themselves with institutional competencies in developing research and studies relevant to the project itself and for the partners themselves<sup>18</sup>.

After some teething problems in the institutional relationship had been ironed out, the relations between the project team and national partners were very positive. It should be noted that the project started its activities in a context where the partners (and especially the Ministry of Labour) were strongly asking about the need for ILO projects to comply with the country's priorities, as identified by the social partners.

Specifically, partners challenged the ILO to avoid repeating past mistakes such as the ones committed by the WOOP project, regarding the poor level of consultation and dialogue between the ILO and national partners, the limited flexibility in changing the strategic lines of the project and the need to periodically and regularly share information on the financial performance of the project.

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<sup>17</sup> The use of English was often presented by partners as an important limitation in the communication and effectiveness of technical assistance.

<sup>18</sup> Clearly demonstrated by the study supported by the project and conducted under the direction of the National Cashew Industry Workers' Union (SINTIC) on the situation of women in the cashew industry, which started an interesting process of social dialogue that is still on-going in the province of Nampula, benefiting more than 10,000 workers, mostly women. See *Situação da Mulher Trabalhadora na Indústria do Caju* by Paulo Cardoso, October 2011 and also the *Relatório de actividades desenvolvidas no âmbito da disseminação das conclusões e recomendações do estudo sobre a situação da mulher trabalhadora na indústria do caju* (SINTIC, October 2012).

### *Quality of monitoring*

At the beginning of the project a monitoring plan was designed, with indicators and means of verification, but only in April 2012, with the help of an external consultant, was a complete system for regular monitoring of all the activities and results at the different levels elaborated. This need was also suggested by the interim evaluation that identifies the lack of a monitoring system as a project weakness.

Unfortunately, this monitoring system was added later (in practice 6 months before the end of the project). Regular use of this system of M & E could not therefore be properly included in the work of the implementing partners, nor was its usefulness fully understood and appreciated by most implementing partners.

Thus, the function of control, having been designed externally and late, could not be adequately developed. The lack of baseline data, quantitative, timely and reliable information, complicates the monitoring process.

Likewise, the project team may not have enough information to make timely decisions, and may not know in depth the evolution of results through monitoring of different groups of direct and indirect beneficiaries of the various project components<sup>19</sup>. This situation is being addressed in the last months of the project.

### *Engagement of different sectors (governmental, non-governmental, employers, workers)*

The project received adequate political, technical and administrative support from its national partners, as demonstrated by outputs but also by the dynamism in the implementation of the DWCP. A focal point was appointed for each partner to respond to project issues and to work in coordination with the others on policies, planning and coordination of project actions.

At the level of the Workers' Organizations: The project received support from the workers' organizations themselves – particularly technical and administrative support – in the planning and implementation of training within Components 2 and 3. The same organizations support the political efforts of the project, as demonstrated by the example of the strategic plan of the OTM-CS 2012 - 2017, encompassing all project priorities and approach to support the DWCP.

At Government level: the Government played a very active role in this project, especially at the political level, as shown by the adoption of the DWCP by the Council of Ministers in October 2011, but also on a technical level, e.g. with the activation of Gender Units in the various Ministries in support of Component 2 of the project.

The Employers' Organization: has participated sufficiently in the actions implemented by the project, especially in Component 1 and 3, in particular on the training for women entrepreneurs and the training on the Social Dialogue.

At the level of the TAC: The project was supported in its coordination, implementation and monitoring by a Technical Advisory Committee. This body was very actively involved and supported the project with technical contributions. Meetings were planned at least every 6 months, with the participation of the ILO team, but also other key institutional partners of the project, such as the Ministry of Industry and Trade, Ministry of Women and Social Action, IPEME, INEFP and the Flemish Cooperation Agency.

As a conclusion, it can be stated that the management and governance arrangements for the project were adequate, and there was a clear understanding of roles and responsibilities by all parties involved.

### *Synergy with other institutional initiatives*

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<sup>19</sup> One such case is the monitoring of the achievements of women entrepreneurs of Caixa das Mulheres in Nampula. The information required by the M&E system of the project with regard to the use of loans to women entrepreneurs is not fully consistent with the monitoring system currently used by the cooperative management.

The ILO's efforts to create synergies with the actions of the government and private sectors as well as with other international cooperation organizations, has been the driving force of the multi-sectorial work necessary to implement the DWCP positively. The ILO has undertaken significant efforts to coordinate the actions in support of the Decent Work Country Program with the Ministry of Labour. Thus, the project worked with the ILO/WEDGE SA project in the constitution of networks of trainers. Two networks of trainers were created, one consisting of trainers for women entrepreneurs and another of trainers in matters of Social Dialogue and Women Workers' Rights.

In cooperation with the ILO / AIDS project, training was implemented on Gender and HIV in the workplace. The project has implemented a campaign about maternity protection and breastfeeding in partnership with UNICEF. The project also is currently working with UNDP on ratification of the Maternity Protection Convention 183 and with UNIDO on the preparation of a possible new phase of the project in favour of Women's Entrepreneurship Development.

#### *Implementing partners*

The criteria used for selection of implementing partners were mainly based on the experience and capability to provide the services requested, and their administrative and financial capacities, including the ability to contribute as partners. In practice, the project was implemented by the same partners also represented within the TAC, with the exception of the Component 1 activities, when it was necessary to select, through a careful study, a micro-finance institution. In most cases the unions implementing the project showed a positive technical and logistical capacity, and were able to work successfully in performing all actions assigned to them. The weaker aspect of this successful implementation was their remarkable financial weakness, particularly in the case of workers' organizations, very dependent financially on the project for the realization of the activities examined.

Throughout the interviews in this final evaluation, all unions and implementing partners agreed on the fact that this project has significantly enhanced their capacity and created the technical conditions to enable them to continue working on the implementation of the DWCP after the end the project.

#### *Exchange of experiences*

The project carried out two activities aimed at exchanging experiences: visits to Zambia on Women Workers Rights Awareness and Namibia on Social Dialogue. The tripartite work teams representing Mozambique on both occasions were very pro-active in the exchange of their own experiences with their counterparts. These exchange of experiences contribute toward the achieving of specific objectives of the project, in particular to the Specific Objective 2 (Create an enabling policy environment in which the tripartite constituents may play an important role in promoting and protecting the rights of working women, and promoting their potential as entrepreneurs, making gender equality a reality in policies and actions).

#### *Inclusion of mid-term evaluation recommendations*

The recommendations made in the mid-term evaluation were addressed to two types of users: the ILO project team and the Technical Advisory Committee (TAC). The recommendations focused primarily on:

- a) The need to improve the financial information for the TAC, and improve the planning process and Monitoring and Evaluation (M&E).
- b) The development and implementation of a concerted "delivery plan" for a post-implementation phase of the project, carried out by national partner organizations.
- c) Improving project management provisions by strengthening the effectiveness of tripartite TAC project coordination. The MTE team recommends establishing the ILO project management team as technical TAC secretariat responsible for technical coordination, M&E, and TAC agenda setting.

For these recommendations of the interim evaluation, addressed to the project management team, the conclusions are as follows:

a) The requested financial information was made available to partners; a system for monitoring the activities was designed and implemented (albeit belatedly, since the implementation of a monitoring and evaluation system had been recommended by the parties practically since the beginning of the project).

b) In relation to the post-project plan and the tools to implement a post-project phase by national partners, actions have been designed to strengthen the monitoring system of the project after its completion. In particular, a seminar was organized in October 2012 to draw the ToRs of the Technical Advisory Committee for the Decent Work Country Programme that will continue monitoring the work done so far by the TAC. The TAC of the Decent Work Country Programme will also be responsible for designing new actions in consultation with the partners and the ILO.

In relation to the recommendations of the interim evaluation addressed to the TAC, it can be said that:

a) These recommendations were mostly well received by the partners and institutions interviewed (Trade Unions, Employers' Organization, Ministry of Labour, Ministry of Industry and Trade).

b) It is however important to note that the expected results of these recommendations are subject to the influence of external variables and policies that are not controlled by the project and by the ILO.

### *Perspectives for sustainability*

The project presents important sustainability perspectives at social and technical levels, as well as partially at financial level, having to improve and assist, in the first place, certain aspects in this last field.

In this section three types of sustainability are addressed: technical, social and financial.

#### *Technical Sustainability*

The initiatives generated from the project have established long-term commitments and targets in the Plan of Action for the DWCP. However, the technical sustainability of interventions under the DWCP needs to be re-worked, for a more accurate and better concentration of the target groups, the phases of the process and the specification of their results.

New structures or mechanisms should not be included. Likewise, the partners must have a higher level of autonomy on decision making on actions to be undertaken and on the allocation of resources. An effective supervision and monitoring system should be adopted.

From the end of the project, a major concern of the partners should be to ensure the effectiveness and efficiency of operations, continue to work under the TAC and thus collaborate with other partners.

#### *Social Sustainability*

The project approach generated a significant social impact, by supporting training and sensitization activities with Partners countrywide, putting the issue of the Women Workers' Rights and Social Dialogue on the country's agenda. Ministry of Labour and other public institutions started to adopt gender oriented planning, including at provincial levels. Studies conducted or directly supported by the project with Unions and Informal Sector Associations showed increasing awareness of WWR's issues and gave room for concrete analysis and reflections on the implementation of ILO Conventions. However, it is necessary to continue to implement actions to keep this interest alive and consolidate the work already done.

#### *Financial Sustainability*

The project is not financially sustainable. All partner institutions involved face large financial limits to continue with the project actions. To be noted, however, some positive results in this regard: (1) The Gender Unit of the Ministry of Labour has recently expanded its activities and tends to multiply in the provinces; (2) INEFP planned and budgeted for 2013 to train women as micro and small entrepreneurs. These initiatives, probably not unique, deserve to be better known.



## 7. Conclusions

In general terms, we can say that the project was successful in the areas of knowledge, awareness and mobilization on WWR and Social Dialogue issues, encouraging legislative changes in favour of the situation of women and institutional strengthening. Awareness of the need and actions to continue and extend the training of women entrepreneurs' (when suitably compounded by micro credit) are demonstrated by INEFP planning for following years. In these areas sustainable and replicable strategies were created, from a technical point of view.

However, it must be said that the partners are not yet technically fully independent or they do not have the financial capacity to continue the implementation of the Action Plan of the DWCP, as started by the project. Most of the trained staff is located at Maputo and their effectiveness is hampered by turnover and other changes, affecting all the tripartite partners. Work in the provinces is expensive and the flux to provincial staff capacity development is very slow, when not disturbed also by turnover.

But the project has successfully performed a number of important activities. Given its importance, it is possible to highlight the following achievements:

- a) The components of the women workers' rights and social dialogue had relevance at the national level and, more importantly, also at the level of the production units and the community. These are successes, and the project has helped substantially to put these issues at the top of the local and national agendas.
- b) National staff and technicians, from public and private institutions, were trained and supported to continue the efforts of the project at national and local level. This gives interesting perspectives of technical and social sustainability for at least a significant part of their future actions.
- c) The project obtained an important participation by non-traditional partners of the CCT, such as the Ministry of Industry and Trade, the IPEME and Ministry of Women and Social Action, among others.

The main weaknesses of the project are:

- a) There remain gaps and shortcomings in terms of national legislation supporting WWR and WED. Conventions 100 and 111 were ratified and the project gave important support to the Partners for their diffusion and mainstreaming. But the discussions on Conventions 156 and 183 are slow, more problematic and need future strong attention and sensitization. Furthermore, the study conducted by the project of the situation of WWR in the overpowering informal sector gives a competent and interesting portrait of the work to be done<sup>20</sup>. Although the lack of effectiveness in this area is not directly attributable to the project, this consideration is relevant for future projects.
- b) The technical sustainability of the project in terms of the actions linked with the credit is limited due to over-ambitious and vague, unrealistic deadlines estimated to achieve the goals, as well as the existence of inadequate indicators.
- c) The unions at local level should have a greater weight in the consultation and validation of future activities, as stakeholders in decision-making. After statements of interviewed unions' staff, their role should be reviewed in the future, particularly in the aspects of allocation of financial and human resources, in their capacities of monitoring programs and institutional activities, both in terms of awareness of the women workers' rights, as well as of social dialogue and conflict resolution.
- d) The project lacks a permanent system of monitoring and capacity building of implementing partners (which include, but are not limited to, the training processes).
- e) The monitoring system implemented does not allow the effectiveness of the component of the Women's Entrepreneurship Development to be properly measured.

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<sup>20</sup> See *Análise da Situação dos Direitos da Mulher Trabalhadora no Sector Informal*, Gaia Segola, Maputo, Agosto 2012. See also another project report: *Relatório de Consultoria sobre Políticas e Legislação relativas às Convenções 100 e 111 da OIT*, João Carlos Colaço, Maputo, Março 2012.

## 8. Recommendations

The six following recommendations take into account that the project, in its current configuration, ends on 31 December 2012. They resume the essence of the recommendations contained in the report of the mid-term evaluation of the project (April 2012). Some of these recommendations are updated and developed here, in accordance with the current situation (December 2012).

### **1. With regard to the working language of the project and the ILO in Mozambique** *(Recommendation addressed to the ILO in general)*

The use of the English language in a large part of the ILO's work in Mozambique constitutes a serious obstacle to communication with partners and reduces the effectiveness of the actions, in addition to constituting cost and delay factors in the project's operations. The official and working language in Mozambique is Portuguese. The issue of language is evident in most interviews and meetings held during the assessment.

It now seems necessary to recognize that the safeguarding of trust earned between the partners and the ILO must be maintained and developed. In this sense it is indispensable that the work plans, activity reports, ILO directives and other internal and external project documents are produced in Portuguese. Aside from that, only when strictly necessary, should they be translated into English. It should be noted that the recurring use of acronyms – especially when alluding to institutions or programs in the English language, is also perceived as an obstacle to communication, as stated by a number of partners.

*Consequently, we recommend that, in future, the ILO regional offices acquire language skills appropriate to the tripartite development work in Mozambique. The continuation of ILO operations in Mozambique recommends hiring staff that are fluent in Portuguese at regional level, including at least one back stopper-expert.*

### **2. With regard to the design, planning and financial management of projects**

*(Recommendation addressed to the ILO in general and, in particular the ILO-Lusaka)*

The project illustrates very positively a process towards ownership of the objectives and activities by partners, thus representing probably an important step for future ILO support, and seems adapted to the historical development of the country and to the challenges posed by tripartism in Mozambique today. In practice, the project was made possible thanks to its re-programming, the sharing and distributing of responsibilities among the partners, modifying, too, its original design and gradually looking for modalities of shared management and implementation. A greater transparency was built, as already mentioned by the mid-term evaluation report, regarding the budgetary programming and financial reporting.

*As a result, we recommend that, in future, projects are dynamically identified based on the needs as perceived by the partners; that project documents are developed by small tripartite committees through the use of specific participation (including, obviously, the logical framework and the indicators of achievement and impact); tripartite annual and quarterly programming, with likelihood of revisions in the light of developments in the national situation, and with budgetary and financial details.*

### **3. With regard to the post-project plan and immediate activities**

*(Recommendation addressed to the management team of the project, the Technical Advisory Committee and the ILO Office in Lusaka)*

At the time of the final evaluation, a post-project forecast of post-project activities had not yet been properly prepared and specifically adopted by the parties. It is expected that the DWCP's TAC, composed mostly by the same people who are part of the project's CAT, will work on the design of new projects and follow-up activities.

During the last 2 months (November and December 2012) the project team sought to perform a maximum of on-going and planned activities, including some studies completed by consultants<sup>21</sup>. An update of the monitoring system is in the process of drafting, also during the month of December and its results were not therefore available in time for the final evaluation. Moreover, some activities are still in

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<sup>21</sup> Namely the study *Training Needs Assessment of CTA Members' Associations* by Ermínio Jocitala, whose completion is scheduled for the second half of December 2012.

the implementation phase and can be considered at risk, if they do not continue to be accompanied for some time.

This is the case of the support activities with 75 women entrepreneurs who are members of the Nampula's Credit Cooperative (Caixa das Mulheres), previously trained by the program "Get Ahead" and later credit beneficiaries. The monitoring of their business start-up is still on-going. A Labour Advisory Committee (CCT) meeting was held on 13 December 2012 (the last session during the existence of the project). A preliminary version of the final evaluation report of the project in Portuguese was then discussed, commented on and approved.

*As a result, we recommend that the project team proposes to hold a working session with the PPTD's TAC before 25 February 2013, for discussion and approval of a post-project plan, appropriately documented, including a proposal for follow-up activities still underway. Among these are the activities linked directly to the results expected by the DWCP Action Plan, with a budgetary forecast for their follow-up, at least through the year 2013<sup>22</sup>. Getting these results should be considered a commitment of the project.*

#### **4. With regard to the Monitoring and Evaluation System of the project and its sustainability**

*(Recommendation addressed to the management team of the project, the Technical Advisory Committee and the ILO Office in Lusaka)*

The current M&E system was not designed with a clear view of its sustainability neither of its future management by the partners. Additionally, its implementation was late, partially inadequate and expensive. The mid-term review recommended its strengthening and consolidation. A major limitation of this system is the fact that most of the instruments available are difficult and expensive to use by the implementing partners (in this case, in particular, by the women's Cooperative of Nampula). The instruments require a thorough understanding of the continued evolution of women beneficiaries' businesses and are relatively complex. These system limitations mean it is not possible to provide useful, timely and valid information for the project, nor to the TAC.

*Based on these findings, it is recommended that in future the M&E system is steered to a subsystem tailored to partners' capacity, with custom-made sustainable indicators such as CREAM, i.e.:*

*Clear: Precise and unambiguous*

*Relevant: Appropriate to the set goal/ suitable even to the capabilities and the context of who is monitored*

*Economical: Available or computable, accessible with minimum costs*

*Adequate: Provides sufficient basis to assess performance/ consistent with the capabilities of whoever is carrying out the monitoring, such as the management board of the women's cooperative of Nampula, who signed the agreement with the ILO and who should, on a half-yearly basis, be accountable in respect of the funds received)*

*Measurable: Quantifiable/ capable of being validated in independent, neutral and non-fallacious manner.*

#### **5. Concerning ILO technical assistance to the Labour Consultative Committee to reinforce tripartism, in the light of the needs for technical support (at central and decentralized levels) to further improve Women Workers' Rights and Social Dialogue in Mozambique**

*(Recommendation addressed to the CCT/CAT and the ILO Office in Lusaka)*

The experience gained by the project demonstrated the possibility of tripartite management of ILO support to Mozambican partners. The project commitment vis-à-vis the results 1.2, 3.1 and 3.3 of the DWCP Action Plan still needs monitoring and continuity.

This liability may today be entrusted, with appropriate means and tools, to the Technical Advisory Committee within the Labour Advisory Committee (CCT). The study currently still undergoing validation on the effectiveness of the CCT<sup>23</sup>, together with the information collected by the evaluation mission

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<sup>22</sup> Namely Result 1.2 *Improved the conditions for the creation and growth of enterprises to generate decent work, particularly Micro, Small and Medium enterprises*; Outcome 3.1 *Improved implementation of fundamental principles and rights at work*; Result 3.3 *Strengthened the institutions of Social Dialogue.*

<sup>23</sup> See study *Effectiveness of existing institutions and mechanisms for implementation of the Advisory Commission of Labour and its role in promoting Women's Rights*, by Teresa Michelle Muenda, October 2012.

among its members, demonstrates that this Committee could benefit from international technical support from the ILO.

On the other hand, the CCT includes in its Statute an Advisory Office, which could be endowed with human resources with appropriate skills to the current situation and future of the country, characterized by the need to intensify and decentralize the Social Dialogue and the promotion of the Rights of Women, bearing in mind the challenge represented by numerous major investments underway in the country, with a sharp increase in employment in some provinces.

ILO technical support seems to be welcome, increasing the technical expertise of the CCT as a whole, both at central level and in some provinces (at the level of the Fora for Consultation and Social Dialogue), in which the need to strengthen the Social Dialogue is now strongly perceived.

*Consequently, we recommend that the CCT and the ILO Office/Lusaka, with the direct support of the TAC, prepare a document clearly formulating the technical reinforcements needed to operate (including objectives, outputs, activities and budget) with both parties (CCT and ILO) making a joint financing request.*

## **6. With regard to the activities at risk (Cooperative of Women of Nampula)**

*(Recommendation addressed to the ILO Office in Lusaka, CCT/TAC and the donor/FICA)*

The training package "Get Ahead" is unanimously regarded as "the best ILO package" according to information gathered among numerous women trained by the project; this opinion is also shared by instructors from the National Institute of Employment and Vocational Training (INEFP). The activities undertaken to support the increase in capacities of the women's cooperative of Nampula can be considered as very satisfactory. But these activities started only in July 2012, with the signing of the contract between the ILO and this women's credit cooperative<sup>24</sup>. The second disbursement of funds foreseen for this contract was carried out in November 2012, and the granting of a second group of credit requests was still on-going during the final evaluation.

The evaluation mission visited the cooperative, observed its operations, visited and interviewed a significant group of women benefiting from the support of the project (training and credit), therefore assessing directly the successes achieved and the pending limits in this operation, with the potential of the cooperative support provided to a significant number of women entrepreneurs. These activities are undoubtedly positive from the point of view of the achievement of the project's objectives and their component no. 1 (Women's Entrepreneurship Development)<sup>25</sup> and should be continued. The contract signed between the ILO (Lusaka Office) and the cooperative expires in July 2014.

*As a result, we recommend that the ILO/Lusaka (with the technical contribution of the CTA), the TAC/CCT and the Agency FICA consider and define practical arrangements for the continuation of the support provided to the women's cooperative Caixa Mulheres of Nampula, formulating a post-project document to be submitted for appreciation and decision by FICA. Such support should provide, in a smooth and with contained costs, the following activities:*

- *Training of the management board of the women's cooperative Caixa das Mulheres of Nampula to monitor the women benefiting from training and credit, at least until July 2014, under the signed fund supply agreement. Such training should match the tracking system provided for the current cooperative's internal procedures, but take account of an adaptation of the project indicators for this activity;*
- *A clear definition of necessary local human resources for this action;*
- *A second phase of women beneficiaries' training, taking into account that the current adaptation of the training package "Get Ahead" deals with the registration of business activities in brief only. Training for small groups of*

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<sup>24</sup> See: *Contract Agreement for the creation of a Revolving Investment Fund between ILO and the Cooperativa de Crédito das Mulheres de Nampula (July 2012)*. The cooperative was selected through the study *Identificação de uma Instituição Micro-Financeira na Cidade de Nampula*, by Tatenda Mutenga, April 2012).

<sup>25</sup> Namely Objective of development: *Creation of decent employment, economic empowerment of women and gender equality*, and Specific Objective 3: *To strengthen the capacity of local organizations to provide support services to working women and women entrepreneurs, given the educational levels of each of the target groups for the development of services to support their business as well as achieving the Outcome 1.2 Improved the conditions of creation and growth of businesses to generate decent work, particularly Micro, Small and Medium Enterprises.*

women entrepreneurs, based on their current experiences of records (notebooks and loose sheets), is required, at least half way through the year 2013, in order to allow a better management of their micro-enterprises.

- Support for the elaboration, by the cooperative management board, of the required semi-annual progress reports under the ILO/Cooperative Agreement. Such support could well be combined with the planned component to support the cooperative, in the context of the resources available from 1 January 2013, of One UN FUND.

## 9. Good practices and lessons learned

### 1. A slow but safe process of joint planning and learning

The project is rich in lessons, given the particular circumstances that unfolded. Despite having a rough and slow start, marked by difficulties in reaching an agreement between the parties with respect to the method of implementation, and start-up process being particularly lengthy, the use of dialogue was positive<sup>26</sup>.

The initial phase was marked by detailed discussions which gave rise to a relatively original pilot project mechanism, headed by the Consultative Labour Commission. The coordinators then established the three components of the project, with technical support from regional experts, who professionally facilitated the process and the creation of acceptable arrangements between the partners, and the project's Technical Advisory Committee was creating, institutionalizing the participation and the dialogue between the partners and enabling the implementation of the project activities to get underway.

The project and its logical framework have been reworked and a realistic work plan, responding to the partners' needs, was jointly prepared and remained valid until the end of the project. The difficulties of coordination between the three components of the project, as well as some administrative bottlenecks meant that faster execution of the planned activities was needed, resulting in the partners agreeing on the recruitment of an ILO Project Manager. The atmosphere of trust created by the project allowed the recruitment of an international expert.

Among other things, this same atmosphere of dialogue led to the donor gracefully agreeing to the proposed merger of the two projects (funded respectively in August and October 2009) and the one-year extension of the project's duration (from end of 2011 to end of 2012).

This is a new experience for the ILO in Mozambique, given the sometimes brusque misunderstandings which had occurred in previous years, with regard to the management and effectiveness of ILO projects in Mozambique.

The project has taken steps forward in the cooperation between the ILO and Mozambique, and it seems unlikely that this understanding will recede. In the future, the ILO must take account of this positive experience for forthcoming programs, as follows: design future projects, from the *early stage*, in Portuguese and (a) based on clearly felt partners' priorities and perceptions, through a participative and collaborative ambiance, thus easing ownership; (b) elaborating detailed Action Plans, logical frameworks and budgets in clear formats, including M&E sustainable plans, and (c) giving room to frequent reviews with CAT, depending from realistic evaluation of execution path, constraints and capacity.

### 2. Economic empowerment of women

The component on women's entrepreneurship demonstrates good practice: the project strategically supports credit to micro and small women entrepreneurs in Nampula, also increasing their capacities through the application of an integrated training package that has been shown to be useful and motivating for women micro and small entrepreneurs. The partnership with the cooperative allowed a viable integration between training for women and a reasonably sustainable financing of its projects through the cooperative's revolving fund.

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<sup>26</sup> As demonstrated, in particular, by the *Report planning process by ILO with tripartite unions under the project funded by the Flemish Government. Report to the Consultative Labour Commission, July 13, 2010* by the coordinators of the three project components: Salmina M. Merique (Component 1), Ernesto Chamo (Component 2) and Amelia Bazima (Component 3).

The project experience showed the interest of integrating women entrepreneurs' training with credit cooperatives, as demonstrated by enthusiastic reactions of women in Nampula province and similar demands in other provinces (Sofala, Maputo, but also as stated by INEFP trainers). Moreover, the identification of a private partner (the micro-credit cooperative Caixa das Mulheres) was done correctly through an evaluation of existing possible local credit operators, therefore likely assuring success with a contract between ILO and the cooperative.

The operation is on-going, but there are signs of success, as illustrated by the following two cases:

### Success stories & good practices – Caixa das Mulheres / Nampula

Name	ESMÍLIA JOSÉ LEITE
Company Name:	Empresa Pombal
Is the company registered?	Yes
Company Objectives/ Activity?	Sale of drinks and food (barbecue). I want to increase my income from this activity.
Do you pay taxes?	Yes, to the Municipality
Do you have a business plan prepared in the last 12 months?	Yes, for 2012
Did you receive some funding to implement this business plan?	I have received funding several times up until today from the Caixa Mulheres between 2008 and 2012. I regularly repaid the credits of 5,000 + 10,000 + 20,000 + 50,000 + 30,000. The money was to start the business and, later, to improve the business.
Number of women working as senior management in the enterprise	Two women
Number of full-time (and / or part-time) employees	Three full-time employees (two men and one woman) and two part-time (one man and one woman)
What training sessions did you participate in?	Two: SIYB and Get Ahead.
Number of workers before the training	Only two employees
Number of workers six months after the training	Now I have five employees
Volume of sales before the training	Until last year the annual sales volume was between 88,000 (2010) and 120,000 (2011)
Volume of sales (six months) after the training	Now the sales volume is around 320,000
Number of workers with a formal contract	My workers have only verbal contracts
Minimum wage paid	I pay one employee MT 2,200; the others MT 1,500.
Average annual income?	Annual income of MT 68,000.
How many years has your company been active?	Nine years
Can you quantify the growth of your business in the last 12 months?	My business is progressing this year, I predict this year a growth from MT 320,000 to 368,000 (later this year)
What is your salary?	My salary is irregular because I invest the profits in the company. I plan to buy a car, taking into account how much I spent in a year on transportation. But I sometimes take MT 1,800 for personal use. But not always.
How does your family react to this work? (Your husband?)	My family reacts well. I am lucky that my husband has always supported me a lot, for example doing the painting and building the garden.
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Name	HELENA BANDEIRA
Company Name:	Salão de Cabeleireiro Jazmin
Is the company is registered?	Yes
Company Objectives/ Activity?	Providing beauty treatments (unisex)
Do you pay taxes?	Yes, I have the NUIT, but I did start to pay.
Do you have a business plan prepared in the last 12 months?	Yes
Did you receive some funding to implement this business plan?	I have received funds several times from Caixa Mulheres, which I have repaid over the years: 5,000 + 10,000 + 35,000 + 50,000 + 130,000. The latter credit was intended, after the Get Ahead

	training, to upgrade my company, which now has much better equipment.
Number of women working as senior management in the company.	One woman
Number of full-time (and / or part-time) employees	One woman, full time
What training sessions did you participate in?	Get Ahead, in 2011
Number of workers before the training	One woman. But in the past I had two women
Number of workers six months after the training	One woman
Volume of sales before the training	I have only recently begun registering sales volume
Volume of sales (six months) after the training	Increased; currently is around MT 27,000 per month
Number of workers with a formal contract	One woman
Minimum wage paid	MT 3.000. This is the wage I have always paid.
Average annual income?	I think it's 288,000
How many years has your company been active?	I started my business in 1996 and I worked until 2006. I stopped for four years and I restarted in 2011, after the training.
Can quantify the growth of your business in the last 12 months?	My business has grown because I have new quality equipment. But I think I can do better.
What is your salary?	MT 8,000 every month
How does your family react to this work? (Your husband?)	My family is happy, especially my 5 sons; my daughters help me on weekends. But in the early years my husband was always against. Now he opposes it less, but he has never liked my independence, and even gets angry with me now! I've always been persistent, even when I was forced to quit the business for four years. Today he's resigned to my persistence; I also no longer need his money! I hope that this conflict is now solved.

### Terms of Reference Final Independent Evaluation of the

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

#### Introduction and rationale

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

#### Women's Entrepreneurship

Mozambican women suffer disadvantage both in competing for employment and in the workplace. Women who have access to formal employment constitute an insignificant minority. 95% of the Mozambican population economically active work in the informal economy and 59% of informal workers are women<sup>27</sup>. Furthermore, there are evidences that women in Mozambique suffer discrimination in the labour market, so there is a strong need to provide support for this target group. Surveys conducted in Mozambique and elsewhere show that discrimination against women has negative consequences on economic growth. Moreover, there are evidences that female entrepreneurs and workers invest a considerable amount of their profits and wages in their families and communities.

#### Rights of Women Workers

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

Promotion of the rights of working women will be based on the dissemination of four ILO conventions (two of which were ratified by the Government of Mozambique)<sup>28</sup> allowing the country to benefit from the International Labour Standards. For women to overcome gender based discrimination is essential that both ratified conventions are widely disseminated and that the other two, one of which is Convention No. 183 on Maternity Protection, are listed on the agenda for ratification, adoption and implementation.

#### Social Dialogue

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

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

The evaluation's main objective is to evaluate the results achieved during the implementation of the Decent Work Support Program.

#### Brief Background on Project

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

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

#### Target Groups

The main beneficiaries of the Project are:

<sup>27</sup> INE National Inquiry on the Informal Sector, 2005

<sup>28</sup> The Government of Mozambique ratified Convention N° 100 (Equal Remuneration) and Convention N° 111 (Discrimination).

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

### **Geographic areas of Implementation**

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

### **Project Objectives**

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

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

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

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

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

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

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

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

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

### **Link to the Mozambique Decent Work Country Program**

The project directly supports the following DWCP outcomes:

Outcome 1.2: Improved conditions for enterprise creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises

Outcome 3.1: Improved implementation of Fundamental Principles and Rights at Work

Outcome 3.3: Social Dialogue Institutions strengthened

### **Project Management Arrangements**

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

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

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

### **Purpose, Scope, and Target Groups**

#### **Purpose:**

"ILO project evaluations provide an opportunity for the Office and its funding partners to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and consider the effectiveness, efficiency and sustainability of project outcomes. Project evaluations also test underlying assumptions about contribution to a broader development goal."<sup>29</sup>

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

**Scope:**

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

The scope of the final independent evaluation in terms of time is the period from the start of the project implementation in November 2010 to December 2012 and will build on the findings of the mid-term self-evaluation carried out in May 2012 and in particular assess to what extent the programme has taken on board the recommendations made by the mid-term evaluation. The scope of the evaluation in terms of operational area is the DWCP Support Project in its totality.

**Clients of the Evaluation:**

The clients of the final evaluation are the key stakeholders involved in the Programme implementation, as represented by the Project Technical Advisory Committee (TAC), the donor, the ILO, the Tripartite Constituents and other relevant stakeholders of the project who would use the evaluation findings and lessons learnt. In addition, the evaluation will be able to provide valuable information to related groupings and structures, such as the DRGs and the UNCT in its totality.

**Questions and Criteria to be used****Evaluation Questions and Analytical Framework****I. Relevance and Strategic Fit**

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

**II. Validity of Design**

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

**III. Project Effectiveness**

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

**IV. Efficiency of Resource Use**

- Were the available technical and financial resources adequate to fulfill the project plans?
- Are resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader project objectives?
- Do the operations of the project match with the project work plan and budget?
- Was merging the two projects together helpful for efficient utilization of project resources and achieving the intended results.
- Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
- Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?

**V. Effectiveness of Management Arrangements and Efficiency of Resource Use**

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

#### **VI. Sustainability**

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

#### **VI Lessons Learned**

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

### **Methodology**

The methodology of the final independent is based on a thorough desk review as well as subsequent interviews with project staff, implementing partners, beneficiaries, and key stakeholders. Consultations with the relevant units and officials in Lusaka, Pretoria and Geneva will also be done. The evaluator will review the documents before conducting any interview.

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

#### **Key Documents for Review include:**

1. PARPA II and PARP 2011-2014
2. UNDAF 2006 – 2010
3. UNDAF 2011 – 2015
4. Mozambique Decent Work Country Programme 2011 – 2015, M & E Framework and Implementation Plan
5. P&B
6. DWAA
7. OBW

#### **Project-related Documents:**

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

### **Main Outputs**

The main outputs of the final evaluation in Portuguese and English are: Summary findings and recommendations to be presented at the TAC

- First Draft of evaluation report
- Final draft of evaluation report incorporating comments received
- Evaluation summary (according to ILO standard template) (see attached)

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

- Cover page with key project and evaluation data (title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
- Executive Summary
- Acronyms
- Description of the Project
- Purpose, scope and client of the evaluation
- Methodology
- Clearly identified findings by criterion
- Conclusions
- Recommendations including whom they are addressed to, on improvements in strategy and possible future directions
- Lessons Learned and good practices
- Annexes: Work schedule and persons interviewed, List of project outputs examined, Other documents consulted

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

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with Word for Windows. Use of the data for publication and other presentation can only be made with the agreement of ILO Lusaka and Regional Office. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

### **Management Arrangements**

The independent final evaluation will be led by an international consultant that will be contracted based on these ToRs and the specific qualifications required.

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

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

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

### **Work Plan & Time Frame**

The evaluation will be carried out from 1 November 2012 to 7 December 2012 when the final report will be submitted by the consultant (s) to ILO. For this internal evaluation, the final report and submission procedure will be followed:

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

## Annex II: Evaluation framework

Evaluation area	Core evaluation questions	Data collection technique	Information sources
i. the <i>relevance</i> and strategic fit of the project	<ul style="list-style-type: none"> <li>Is the project relevant to the achievements of the outcomes in the national development plan (PARP), the Mozambican UNDAF and Decent Work Country Programme?</li> <li>How well does it complement other relevant ILO/UN projects in the country?</li> <li>What links are established/being established with other similar activities of the UN or non-UN international development organizations at country level?</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>In-depth interviews</li> <li>Questionnaire</li> </ul>	<ul style="list-style-type: none"> <li>National related policies</li> <li>ILO's staff of the project</li> <li>ILO (regional office, Lusaka CO, DWT Pretoria and Geneva)</li> <li>Representatives of partner organizations of the project</li> </ul>
ii. the <i>validity of design</i>	<ul style="list-style-type: none"> <li>Was the resulting project design logical and coherent? Was the design process adequate? Was it based on a needs analysis of the target area? Was a gender analysis included?</li> <li>Do outputs causally link to the intended outcomes/ objectives? Do they address gender concerns</li> <li>Considering the results that were achieved so far, was the project design realistic?</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> </ul>	<ul style="list-style-type: none"> <li>Project planning documents</li> </ul>
iii. the <i>effectiveness of the project</i>	<ul style="list-style-type: none"> <li>What progress has been made towards achieving the outcome/project objectives?</li> <li>What outputs have been produced and delivered? Have the quantity and quality of the outputs produced been satisfactory? Do the benefits accrue equally to men and women? What outputs have not been implemented and why?</li> <li>To what extent do the outputs contribute to the achievements of the outcomes/ project objectives?</li> <li>Do the operations of the project match with the project work plan and budget?</li> <li>How adequate is the participation of stakeholders in project planning and implementation? How effective is the project in establishing national ownership?</li> <li>What factors influenced the effectiveness of the programme?</li> <li>To what extent have the recommendations of the midterm evaluation been implemented?</li> <li>Are there any unintended results of the project?</li> </ul>	<ul style="list-style-type: none"> <li>Systematization of the project documentation</li> <li>Focus groups</li> <li>In-depth interviews</li> <li>Questionnaires</li> </ul>	<ul style="list-style-type: none"> <li>Planning, monitoring, evaluation and systematization of the project documents</li> <li>Registries and databases of the implementing partners agencies</li> <li>ILO's staff of the project</li> <li>ILO (regional office, Lusaka CO, DWT Pretoria and Geneva)</li> <li>Representatives of the TAC members</li> </ul>
iv. the <i>efficiency</i> measured both in administrative costs and timeliness of execution	<ul style="list-style-type: none"> <li>Were the available technical and financial resources adequate to fulfil the project plans?</li> <li>Are resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader project objectives?</li> <li>Do the operations of the project match with the project work plan and budget?</li> <li>Was merging the two projects together helpful for efficient utilization of project resources and achieving the intended results.</li> <li>Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?</li> <li>Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?</li> </ul>	<ul style="list-style-type: none"> <li>Systematization of financial and beneficiaries information</li> <li>Documents review</li> <li>In-depth interviews</li> <li>Focus groups</li> </ul>	<ul style="list-style-type: none"> <li>Budget and financial reports of the project</li> <li>Staff of the implementing agencies</li> <li>ILO's staff of the project</li> <li>Representatives of the TAC members</li> </ul>
v. the <i>effectiveness of management arrangements and efficiency</i>	<ul style="list-style-type: none"> <li>How effective were the backstopping support provided by ILO (regional office, Lusaka CO, DWT Pretoria and Geneva) to the project?</li> <li>Was the project receiving adequate political, technical and administrative support from its</li> </ul>	<ul style="list-style-type: none"> <li>Systematization of the project documentation</li> <li>Documents review</li> </ul>	<ul style="list-style-type: none"> <li>Planning, monitoring, evaluation and systematization of the project documents</li> <li>Registries and databases of</li> </ul>

Evaluation area	Core evaluation questions	Data collection technique	Information sources
<i>of resource use;</i>	<p>national partners/implementing partners?</p> <ul style="list-style-type: none"> <li>• Are the management, monitoring, and governance arrangements for the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?</li> <li>• How effectively does the project management monitor project performance and results?</li> <li>• Is information being shared and readily accessible to national partners?</li> <li>• Was a monitoring &amp; evaluation system in place and how effective was it?</li> </ul>	<ul style="list-style-type: none"> <li>• In-depth interviews</li> <li>• Questionnaires</li> </ul>	<p>the implementing partners agencies</p> <ul style="list-style-type: none"> <li>• Budget and financial reports of the project</li> <li>• ILO's staff of the project</li> <li>• ILO (regional office, Lusaka CO, DWT Pretoria and Geneva)</li> <li>• Representatives of the TAC members</li> </ul>
<i>vi. the sustainability</i>	<ul style="list-style-type: none"> <li>• Was the project strategy and project management steering towards impact and sustainability?</li> <li>• How effective was the project in establishing national ownership?</li> <li>• Is there any progress in project partners' capacity to carry forward the project?</li> <li>• Are the project results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of project?</li> <li>• Is there any progress in project partners' capacity to carry forward the project?</li> <li>• Does the project succeed in integrating its approach into government administrative institutions?</li> </ul>	<ul style="list-style-type: none"> <li>• In-depth interviews</li> <li>• Questionnaires</li> <li>• Focus groups</li> <li>• Meetings</li> </ul>	<ul style="list-style-type: none"> <li>• ILO's staff of the project</li> <li>• Donor</li> <li>• Staff of the implementing agencies</li> <li>• Representatives of partner institutions of the project</li> <li>• Representatives of TAC members</li> <li>• Representatives of non-partner institutions of the project</li> </ul>
<i>vii. lessons learned</i>	<ul style="list-style-type: none"> <li>• What good practices can be learned from the project and be applied to similar future projects?</li> <li>• What should have been different, and should be avoided in future similar projects?</li> </ul>	<ul style="list-style-type: none"> <li>• Questionnaires</li> </ul>	<ul style="list-style-type: none"> <li>• Beneficiaries and not direct beneficiaries of the project</li> <li>• Staff of implementing agencies</li> <li>• ILO's staff of the project</li> <li>• ILO (regional office, Lusaka CO, DWT Pretoria and Geneva)</li> <li>• Representatives of TAC members</li> <li>• Representatives of partner organizations of the project</li> </ul>

## EVALUATION TOOLS

### Tools and respondents

Questionnaires, interviews and group discussions will be combined as follows:

Information Source	Questionnaire	Interviews	FGD
TAC members		X	X
ILO's staff		X	
Representatives of partners Orgs		X	
ILO Regional Office (Lusaka CO, DWT Pretoria & Geneva)	X		
Staff of Donor (FICA)	X	X	
Staff of implementing agencies + beneficiaries		X	X (Women Nampula)
Representatives of non-partners institutions		X	

### A) Analysis format for the validity of the design and strategic fit

Indicator	Analysis result
Logical design and formulated in accurate terms	
Design focused on on-going problems, needs and strategies detected.	
Design establishes the strategy to be followed for problems solving and needs detected and it articulates or does not duplicate of on-going strategies.	
Design clearly describes the beneficiary population and the way in which benefits will be obtained	
Design places the project in the proper institutional framework	
Design defines roles and responsibilities of the main interlocutors of the project	
Design establishes clear objectives and achievement indicators to measure changes that the project should achieve.	
Design sets objectives, aims and realistic implementation times	
Design describes the main outputs, activities and inputs necessary to achieve objectives.	
Design includes specific strategies according to each gender's needs.	
Design determines valid assumptions about the main external factors that influence the project implementation and performance.	
Appropriateness of the external factors considered in the project design.	
Design establishes appropriate achievement indicators and checking means	
Usefulness of indicators to be followed and measure the impact	
Relation of <i>addendum</i> with original project, justification and rationality of project extension	
Are the designed activities enough and necessary to produce goods and/or services?	
And are the goods and services enough to achieve the Overall Purpose or Objective?	
Was the gender approach included in the definition of goods and services and/or in the processes involved in the production or provision of goods and services?	
Does the programme consider assumptions (risks)? Are these valid?	
Do indicators allow to measure effectiveness, quality and efficiency?	
Existence of new needs to be assisted by the project after possible changes in context or situation	a)
Validity of objectives after possible changes in the situation and context, and after the implementation of the activities themselves	b)
c) Appropriateness of the project regarding needs that affect target groups	d)
Appropriateness of the project regarding national capacities to respond to the needs of target groups	e)
Appropriateness of the project regarding local capacities to respond to the needs of target groups	f)
g) Appropriateness of the project regarding current national policies and programmes	h)
Real beneficiaries versus foreseen beneficiaries in the project design	i)
j) Inclusion of the most excluded groups of the population	k)
l) Degree of relationship and synergy between the project and other interventions implemented by other international organizations in the country	m)
n) Existence of synergies in the national and/or local context	
o) Appropriateness of mechanisms to identify the beneficiary population or focusing criteria	p)

**B) Focus group guidelines for TAC members**

Meeting time, Location \_\_\_\_\_

# Participants disaggregated by occupation and sex: \_\_\_\_\_

Participants Identification numbers: \_\_\_\_\_


**SECTION 1. Effectiveness of the project**

1. Degree in which the project has achieved its immediate objectives
  2. Coverage of the project with regard to the target population
  3. Quality of outputs generated by the project
  4. Contribution from the different Action Programmes to the immediate objectives of the project.
  5. Potential liable to be repeated of lessons learned, generated by action programmes
  6. Support from the project to initiatives of lessons learned, liable to be repeated.
  7. How adequate is the participation of stakeholders in project planning and implementation?
  8. Contribution from the TAC to the creation of national and local capacities
  9. Degree of consolidation of the local institutional networks and their contribution for the creation of national, regional and local capacities
  10. Capacities obtained and commitment level of the participating institutions; pending needs for institutional strengthening
  11. Relevance of the knowledge-development component
  12. Effectiveness and relevance of the awareness-raising component
  13. Effectiveness and relevance of the institutional strengthening component
  14. Effectiveness and relevance of the legislation component
  15. Effectiveness and relevance of the direct-action component
  16. Sustainability perspective of the knowledge-development component
  17. Sustainability perspective of the awareness- raising component
  18. Sustainability perspective of the institutional strengthening component
  19. Sustainability perspective of the legislation component
  20. Sustainability perspective of the direct action component
- Application of a gender approach*
21. Inclusion of an analysis by gender approach in the diagnostics studies
  22. Existence of a plan that integrated strategic needs and practices identified for men and women from the beneficiary population.
  23. Existence of specific strategies for tackling the strategic needs and practices identified for groups of men and women

**SECTION 2. Efficiency measured both in administrative costs and timeliness of execution**

1. Were the available technical and financial resources adequate to accomplish the project plans?
2. Are resources (human resources, time, expertise, funds, etc.) allocated strategically to provide the necessary support and to achieve the broader project objectives?
3. Do the operations of the project match with the project work plan and budget?
4. Was merging the two projects together helpful for efficient utilization of project resources and achieving the intended results.
5. Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
6. Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?
7. Appropriateness of amendments performed to the original budget

**SECTION 3. Effectiveness of management arrangements and efficiency of resource use**

1. How effective were the backstopping support provided by ILO (regional office, Lusaka CO, DWT Pretoria and Geneva) to the project?
2. Are the management, monitoring, and governance arrangements for the project adequate? Is there a clear

- understanding of roles and responsibilities by all parties involved?
3. Is information being shared and readily accessible to national partners?
  4. Was a monitoring & evaluation system in place and how effective was it?

#### **SECTION 4. Sustainability**

1. Was the project strategy and project management steering towards impact and sustainability?
2. How effective was the project in establishing national ownership?
3. Is there any progress in project partners' capacity to carry forward the project?
4. Are the project results, achievements and benefits likely to be durable?
5. Are results anchored in national institutions and can the partners maintain them financially at end of project?
6. Is there any progress in project partners' capacity to carry forward the project?
7. Does the project succeed in integrating its approach into government administrative institutions?
8. Does the interest from other international agencies to start working on the same area of intervention?
9. Identified factors of economic and financial sustainability
10. Sustainability factors of the gender strategies implemented
11. Integration of workers' organizations
12. Integration of employers' organizations
13. Integration of non-traditional actors
14. Existence of a gradual transfer strategy
15. Degree of long-term commitment of local/national institutions to continue the □ activities and provide services properly
16. Justification of the programme continuity in the current implementation way

#### **C) Questionnaire for ILO (regional office, Lusaka CO, DWT Pretoria and Geneva)**

<b>Questions</b>	<b>Answers</b>
Is the project relevant to the achievements of the outcomes in the national development plan (PARP), the Mozambican UNDAF and Decent Work Country Programme?	
How well does it complement other relevant ILO/UN projects in the country?	
What links are established/being established with other similar activities of the UN or non-UN international development organizations at country level?	
What progress has been made towards achieving the outcome/project objectives?	
What outputs have been produced and delivered? Have the quantity and quality of the outputs produced been satisfactory? Do the benefits accrue equally to men and women? What outputs have not been implemented and why?	
To what extent do the outputs contribute to the achievements of the outcomes/ project objectives?	
Do the operations of the project match with the project work plan and budget?	
How adequate is the participation of stakeholders in project planning and implementation? How effective is the project in establishing national ownership?	
What factors influenced the effectiveness of the programme?	
To what extent have the recommendations of the midterm evaluation been implemented?	
Are there any unintended results of the project?	
How effective were the backstopping support provided by ILO (regional office, Lusaka CO, DWT Pretoria and Geneva) to the project?	
Was the project receiving adequate political, technical and administrative support from its national partners/implementing partners?	
Are the management, monitoring, and governance arrangements for the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?	
How effectively does the project management monitor project performance and results?	
Is information being shared and readily accessible to national partners?	
Was a monitoring & evaluation system in place and how effective was it?	

## D) Lessons Learned Questionnaire

Lessons learned ....	
1. With respect to the project design and the strategies definition	
2. With respect to the implementation	
3. With respect to the effectiveness	
4. With respect to the efficiency	
5. With respect to sustainability	
6. A good practice	

## E) Checklist form for the key informants' interview

Date / \_\_\_\_ / \_\_\_\_\_ 2012

Location \_\_\_\_\_

1. Name
2. Category of the key informant:
  1. ILO/MOZ staff
  2. Partner Institution
  3. Implementing partner staff + women beneficiaries

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### SECTION 1. *Relevance* and strategic fit of the project

1. Is the project relevant to the achievements of the outcomes in the national development plan (PARP), the Mozambican UNDAF and Decent Work Country Programme?
2. How well does it complement other relevant ILO/UN projects in the country?
3. What links are established/being established with other similar activities of the UN or non-UN international development organizations at country level?
4. Degree of relationship and synergy between the project and other interventions implemented by other international organizations in the country
5. Existence of synergies in the national and/or local context

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### SECTION 2. *Effectiveness of the project*

1. What progress has been made towards achieving the outcome/project objectives?
2. What outputs have been produced and delivered? Have the quantity and quality of the outputs produced been satisfactory? Do the benefits accrue equally to men and women? What outputs have not been implemented and why?
3. To what extent do the outputs contribute to the achievements of the outcomes/ project objectives?
4. Do the operations of the project match with the project work plan and budget?
5. How adequate is the participation of stakeholders in project planning and implementation? How effective is the project in establishing national ownership?
6. What factors influenced the effectiveness of the programme?
7. To what extent have the recommendations of the midterm evaluation been implemented?
8. Are there any unintended results of the project?
9. Degree in which the project has achieved its immediate objectives.
10. Punctuality in handing over outputs
11. Contribution from the different Action Programmes to the immediate objectives of the project.
12. Contribution from the TAC to the creation of national and local capacities
13. Degree of consolidation of the local institutional networks and their contribution for the creation of national, regional and local capacities
14. Capacities obtained and commitment level of the participating institutions; pending needs for institutional strengthening
15. Relevance of the knowledge-development component
16. Effectiveness and relevance of the awareness-raising component
17. Effectiveness and relevance of the institutional strengthening component
18. Effectiveness and relevance of the legislation component
19. Sustainability perspective of the knowledge-development component
20. Sustainability perspective of the awareness- raising component
21. Sustainability perspective of the institutional strengthening component

22. Sustainability perspective of the legislation component
  23. Sustainability perspective of the direct action component
  24. Programme performance concerning the production of outputs and achievement of goals
  25. Degree of satisfaction of the direct beneficiaries of the programme.
- Application of a gender approach
26. Inclusion of an analysis by gender approach in the diagnostics studies
  27. Existence of a plan that integrated strategic needs and practices identified for men  and women from the beneficiary population.
  28. Existence of specific strategies for tackling the strategic needs and practices  identified for groups of men and women

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SECTION 3. *Efficiency* measured both in administrative costs and timeliness of execution

1. Were the available technical and financial resources adequate to fulfil the project plans?
2. Are resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader project objectives?
3. Do the operations of the project match with the project work plan and budget?
4. Was merging the two projects together helpful for efficient utilization of project resources and achieving the intended results.
5. Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
6. Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?
7. Fulfilment of the work plan!
8. Fulfilment of the project budgetary implementation
9. Appropriateness of amendments performed to the original budget
10. Existence of an information system on the project progress

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SECTION 4. *Effectiveness of management arrangements and efficiency of resource use*

1. How effective were the backstopping support provided by ILO (regional office, Lusaka CO, DWT Pretoria and Geneva) to the project?
2. Was the project receiving adequate political, technical and administrative support from its national partners/implementing partners?
3. Are the management, monitoring, and governance arrangements for the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
4. How effectively does the project management monitor project performance and results?
5. Is information being shared and readily accessible to national partners?
6. Was a monitoring & evaluation system in place and how effective was it?
7. Technical strength of the implementing agencies
8. Financial strength of the implementing agencies
9. Administrative weaknesses of the implementing agencies
10. Technical weaknesses of the implementing agencies
11. Financial weaknesses of the implementing agencies
12. Project contribution to increase the capacities of the implementing agencies for developing effective actions
13. Project contribution to increase the capacities of other parties involved in developing effective actions
14. Existence of tripartite supporting structure for the project
15. Contribution from the tripartite supporting structure to the functioning / implementation of the project
16. Existence of national or governmental supporting structures for the project
17. Contribution from the national or governmental supporting structures to the functioning / implementation of the project
18. Participation degree of key-actors in the TAC
19. Participation degree of key-actors at national level in support of the project
20. What is the participation effect of key-actors in the project outputs?
21. Existence of exchange of experiences among the countries initiatives to identify, disseminate and include lessons learned
22. Benefits of exchange of experiences among the countries initiatives in the implementation of the project
23. Actions carried out by the project to obtain additional resources!
24. Usefulness of the procedures established to identify and cooperate with other initiatives and organizations.
25. Participation degree of beneficiaries in the project management!
26. Participation degree of beneficiaries in the project implementation
27. Participation degree of existing networks in the project management
28. Participation degree of existing networks in the project implementation
29. Evidence of inclusion of recommendations of mid-term evaluation in the project  implementation

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SECTION 5. *Sustainability*

1. Was the project strategy and project management steering towards impact and sustainability?
2. How effective was the project in establishing national ownership?
3. Is there any progress in project partners' capacity to carry forward the project?
4. Are the project results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of project?
5. Does the project succeed in integrating its approach into government administrative institutions?
6. Does it exist any strategy to ensure the sustainability of Action Programmes?
7. Identified factors of institutional sustainability
8. Identified factors of socio-cultural sustainability
9. Identified factors of economic and financial sustainability
10. Government commitment degree for supporting the project
11. Integration of workers' organizations
12. Integration of employers' organizations
13. Integration of non-traditional actors
14. Appropriateness level in the local area to support the project activities
15. Existence of a gradual transfer strategy
16. Degree of long-term commitment of local/national institutions to continue the activities and provide services properly
17. Technical capacity of local/national institutions to continue the activities and provide services properly
18. Financial capacity of local/national institutions to continue activities and provide services properly
19. Justification of the programme continuity in the current implementation way

## Annex III: Working visit to Nampula

(19-20 November 2012)

### Cooperative's Members (including beneficiaries) interviewed:

Helena Bandeira (Chairwoman, credit beneficiary)  
Olinda Mondlane (Deputy-Chairwoman, credit beneficiary)  
Teresa Monteiro (Manager)  
Nelta Munhaca (Supervisor, trainer Get Ahead, independent consultant)  
Tomé Soares (Credit coach)  
Esménia Viola (Credit coach)  
Esmília José Leite (Member, credit beneficiary)  
Olinda Muarequetule (Member, credit beneficiary)  
Rosa Mendes Arroz (Member, credit beneficiary)  
Laurinda António (Member, credit beneficiary)

The Cooperative own fund was (30 September 2012) 8.413.000,00 MZN.

Membership: 3.071 women.

Bad credit (average of the last 3 years) is about 7% of the Fund (549,038 MZN). Has reserves in the Bank, worth 2,900,000 MZN. The earnings of the credit activities covered (in 2011) 158% of costs.

At the time of the visit, had already been received the first part of the "ILO" (772,800 .00 Meticaís), for strengthening the capacity of the cooperative. This value had already funded 36 business plans of equal number of entrepreneurs.

### Visits to women's enterprises:

- 1. Esmília José Leite**, owner of the small bar/restaurant, at Mutauanha neighborhood (Tel. 827045514). She received a credit of 30,000.00 meticaís, used to purchase products for her business and modern equipment (2 fridges). Her shop buys and sells drinks and food since 2005, with the support of her husband, employing five people on an oral/informal contract. She also sells grilled meat (barbecue), prepared on site (patio and garden). Pays salaries ranging from 2,200 to 1,500 meticaís per month. The business works every day. The beneficiary has had successive credits from Coop. Caixa das Mulheres since 2008 (credits of 5,000, 10,000, 30,000, 50,000 and 30,000 MZNs, always reimbursed on time (interests and capital). She was trained "Start and Improve Your business" (SIYB) and "Get Ahead". Pays municipal tax, following the Tax Authority of Mozambique's instructions. From her business she takes just 1,800 meticaís a month for home expenses. Has a bank account and estimates her annual revenues ranging from 230,000 to 368,000 meticaís. She would like to participate in other trainings for the development of her business. She keeps some records of activity. With the profits of the business she built the wall protecting her site and built a dependency for future housing construction.  
Her vision is to buy a minivan (1 ton capacity) to facilitate the purchase and sale of the goods and thus reduce the current high cost of taxi for transport (including the provision of beverages, meat, and coal). In her view, business success is due to her persistence: "It takes time, steady work and courage, to get a business going well", she says.
- 2. Olinda Mondlane**, owner of the small shop selling food and general trade in the neighborhood of Mutauanha (Tel. 827042888), near the Tiacane high school. Received credit of 30,000.00 meticaís, for the strengthening of her capital to purchase products. Her small shop mainly sells (since 2005) on a credit basis to customers (majority of school teachers and education officers from the nearby school. Payments are made at the end of the month. She employs 2 persons with informal/oral contract scheme: one of her daughters during the day (1,500 meticaís per month salary, and a security guard during the night (2,000 meticaís per month salary). She rents the building (600 meticaís per month).  
The bad credits are currently (November 2012) of 12,350 meticaís, but Ms. Olinda do not worry too much, because the direction of the school presses usually borrowers to pay off debts. She estimates her monthly income range from 10,000 to 15,000 meticaís. She was trained "Start and Improve Your business" (SIYB) and "Get Ahead". She considers that her business is small, but that fulfills a social function: the majority of her customers are wives of school teachers, who can then buy on credit products vital in everyday life, even when they don't have the money to do so.
- 3. Olinda Muerequetule**, owner of General trade very small shop, for sale in the neighborhood of Namutequelua (Tel. 843552839). Began the activity with a start fund of 200 meticaís in 2007, at the time she didn't know make records, for lack of training. She received 30,000.00 meticaís credit to reinforce working capital to purchase products. Her business is small, but very active, being set in a very populous

neighborhood. Has no employees, being herself always present and available to customers, as the store is located next to her home and her husband's workshop (tailor). She was trained with SIYB. She pays a daily municipal fee of 10 meticaís. From her business she takes a little cash for home expenses. Calculates her year income as 1,300 meticaís per year (? A typical case of lack of activity records). She would like to participate in other trainings, for the development of her business. She now expects to quickly repay the credit to apply for another, to expand the current store. The secret of her business is "to always be available and be able to receive clients at all hours", she says.

4. **Laurinda Ant3nio**, owner of the Muxankaleni Shop, in the neighborhood of Namutequeliua (Tel. 829309422), next to the dynamic wood market. Her business looks pretty dynamic too and undergoing expansion: sale of drinks (beer, dry drinks, soft drinks), but also meals. Airy environment with music equipment. She also has a parallel activity of sale of sawn timber, having started with funds from her husband of 10,000 meticaís in 2007, increased with 10,000 meticaís of the microbank ProCredit. Received from the Caixa das Mulheres credit of 30,000 meticaís to the strengthening of her capital to buy various products. No employees, works with her husband and children. The business works every day. Was trained with ILO packages (SYIB and Ger Ahead). The training helped her "to know how better serve her customers and differentiate revenue from profit", she says. She pays a daily fee of 20 meticaís to the Municipality for her two businesses, according to Mozambican Tax Authority instructions. From her business she takes little money to home expenses. She calculates her daily income as 1,600 meticaís in the shop and 900 meticaís from the timber. Her husband stimulates her to business continuity. Would like to participate in other trainings for the development of her business. Emphasizes that the coop Caixa das Mulheres is the best bank due to its flexibility. Intends to use more credits, to further expand the business.
5. **Rosa Mendes Arroz**, owner of a general trade store in the neighborhood of Muahivire, Military Zone (Tel. 861775932). Started business with own fund of 500 meticaís in 2011, on the sale of pastries and other fried foods. Recently received a credit of 20,000 meticaís from Caixa das Mulheres, to reinforce her capital to buy various products. Her teenager children help in the business and employs, with informal agreement, a security guard at night. One of her children sleeps inside the store at night and is gratified with 400 meticaís a month. The shop works every day. She was trained with ILO package (SIYB). She keeps likely reasonably organized records. Pays a daily fee of 10 meticaís to the Municipality. From her business takes little money to home expenses and calculates her daily revenue as an average of 400 meticaís. She would like to participate in other trainings, for the development of her business. After repaying the current loan she aims to apply for a second credit, feeling encouraged to increase the business. Her store is small but has a great look, colourful and very tidy.

#### **Some brief considerations:**

1. All women entrepreneurs visited are motivated, with good self-confidence.
2. Their businesses are clearly sources of revenue for the household economy, ensuring also some independence from their husbands.
3. However, in almost all cases, the encouragement of husbands seems to be decisive (with the exception of the case of Mrs. Helena Bandeira (see text box page 29 of the report, Success stories)
4. They have in general precarious or non-effective records and/or disorganized, not being obviously instruments of analysis and evaluation of activity. Notorious is the difficulty of extricating businesswomen "recipes", "profit", "sales", etc.
5. The women entrepreneurs regularly repay credits for a number of years, and likely use them to consolidation and expansion of their businesses. It was not possible to visit recently started micro-enterprises.

*(Annex elaborated with the collaboration of Augusto Cebola, project consultant in Nampula)*

## Annex IV: Evaluation calendar

Phase/Activities	Week 1	Week 2	Week 3	Week 4	Week 5
<u>Phase 1:</u> Desk review, inception, planning and instruments development					
<u>Phase 2:</u> Interviews and focus groups, primary systematization of information					
<u>Phase 3:</u> Workshop/Validation Meeting with TAC					
<u>Phase 4:</u> Final Reporting					

## Annex V: List of interviewed

Organization	Name
CCT- Comissão Consultiva do Trabalho	Omar Jalilo
CONSILMO Sindicatos Independentes e Livres de Moçambique	Albino Mareleco Conceição Nhate
OTM.CS- Organização dos Trabalhadores de Moçambique	Daniel Ngoque Boaventura Mondlane Cesta Chiteleca Clara Munguambe Rafael Dava
Consultants	Adriano Madamuge Eva Meignen Augusto Cebola
CTA	Marlene Muzezela
FICA Moçambique	Katrien Vandepfadutse
INEFP	Felicidade Bambo Alfabeto Sandra Guilazi
IPEME- Inst. Peq. e Médias Empresas	Madina Ismael
MIC - Ministério de Indústria e Comércio	Verónica Pioris
MITRAB - Ministério do Trabalho	Nordestina Sithole
ILO	Igor Felice Ernesto Chamo Rose Anang Inviolata Chinyangarara Limphe Mandoro
Cooperativa Caixa das Mulheres de Nampula	Nelta Munhaca Helena Bandeira Teresa Monteiro Olinda Mondlane Tomé Soares Esménia Viola Esmília José Leite Olinda Muarequetule Rosa Mendes Arroz Laurinda António

## Annex VI: List of the main documentary sources reviewed

1. PARPA II and PARP 2011-2014
2. UNDAF 2006 – 2010
3. UNDAF 2011 – 2015
4. Mozambique Decent Work Country Programme 2011 – 2015, M & E Framework and Implementation Plan
5. Project Agreement between ILO and the Government of Mozambique
6. Project Agreement between ILO and the Flemish Government
7. Project document/Work plan/Logframe
8. Management Team ToRs
9. Project (revised) budget and summary of expenditure
10. Numerous, various project progress reports, project annual reports, work plans and strategy maps
11. All minutes of TAC meetings
12. Selected project TOT / workshop reports
13. Studies produced in the framework of the Project
14. Draft M&E framework to the M&E policy and reports
15. Databases of BDS providers