



## ILO EVALUATION

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*This evaluation has been conducted according to ILO's evaluation policies and procedures.*

*It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.*

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## List of Abbreviations

APSOs	Action Programme proposals
ARISE	Achieving Reduction of Child Labour in Support of Education
ATE	Tanzania Employers' Association
AU	African Union
CAADP	Comprehensive African Agricultural Development Programme
CCLC	District Child Labour Committees
CRC	Convention on the Rights of the Child
CREAM	Clear, Relevant, Economic, Adequate and Monitorable
CSOs	Civil Society Organizations
DC	District Commissioner
DCLC	District Child Labour Committees
DWCPs	Decent Work Country Programmes
DWiT	Decent Work in Tobacco
ECLT	Eliminate Child Labour Tobacco Growing Foundation
FCTC	Framework Convention on Tobacco Control
FoA	Freedom of Association
FPRW	Fundamental Principles and Rights at Work
HCL	Hazardous Child Labour
IGAs	Income Generating Activities
ILO	International Labour Organization
ILRA	Industrial and Labour Relations Act
IRDS	Integrated Rural Development Strategy
JCM	Jesus Cares Ministries
JTI	Japan Tobacco International
M&E	Monitoring and Evaluation
MKUKUTA II	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania
NDP	National Development Plan
NGOs	Non-Governmental Organizations
NPA-VAWC	National Action Plan- Violence against Women and Children
OECD/DAC	Organization for Economic Cooperation and Development/ Development Assistance Committee
OHS	Occupational Health and Safety
OSH	Occupational Safety and Health

OSHA	Occupational Safety and Health Authority
P&B	Programme and Budget
RBSA	Regular Budget Supplementary Account
SAVPOT	South Asian and Vietnam Project on Tripartism
SD	Social Dialogue
SDGs	Sustainable Development Goals
SHG	Self Help Groups
SMART	Specific, Measurable, Achievable, Realistic and Time bound
TAWLAE	Tanzania Women Leaders in Agriculture and Environment
TCDC	Tanzania Cooperative Development Commission
TDFT	Tabora Development Foundation Trust
TFC	Tanzania Federation of Cooperatives
TPAWU	Tanzanian Plantation Workers' Union
TTB	Tanzania Tobacco Board
TUCTA	Trade Union Congress of Tanzania
UNSDFs	United Nations Social Development Funds
UNSDPF	United Nations Sustainable Development Partnership Framework
VSLs	Village Savings and Loans Groups
WHO	World Health Organization
YWCA	Young Women Christian Association
ZCTU	Zambia Congress of Trade Unions
ZFE	Zambia Federation of Employers

## Executive Summary

**Project Background:** The DWiT project was initially a one-year strategic engagement designed to address decent work deficits in the tobacco sectors of Zambia and Tanzania. Although the two countries had ratified 8 core ILO conventions, and had made considerable policy and regulatory efforts to promote decent work, the tobacco sector remained with glaring gaps that included: high incidence of household poverty; low mechanization and productivity; gender inequality; poor occupational health and safety practices; low skills and employability of workers; low collective bargaining power and infringement on the workers' rights and freedoms of association and significantly high prevalence of child and forced labour; all of which contravened the Fundamental Principles and Rights at Work.

In line with the ILO's integrated strategy to address decent work deficits in the tobacco sector, the DWiT project support was directed towards: i) improving the enabling policy environment for decent work; ii) capacity strengthening of the social partners for the promotion of social dialogue; iii) assisting tobacco-growing communities to address decent work deficits; and iv) supporting transition to alternative livelihoods.

Implemented in partnership with local actors, the project covered the districts of Urambo and Tabora in Tanzania while in Zambia, it was implemented in the districts of Kaoma and Nkeyema. Upon completion of the implementation period, this evaluation was commissioned to take stock of the project achievements in the light of OECD/DAC evaluation criteria<sup>1</sup>.

**Methodology:** The independent evaluation was undertaken by a team of three consultants (two national and one international) with the evaluation manager providing oversight to ensure enhanced quality. This evaluation adopted a "clustered approach" which means that the evaluation examined the projects in Tanzania and Zambia in one evaluation exercise. This increases opportunities for feedback on the overall strategy and enrich a comparative analysis and reduce cost and time compared to two individual project evaluations. The evaluation adopted a mixed methods approach with a strong leaning on participatory methodologies. A total of 188 key stakeholders, of whom 112 were female, were consulted virtually and/or physically for primary and largely qualitative data while quantitative data was extracted from secondary sources that mostly included the project progress reports. The evaluation was built of three main pillars in tandem with the three universal evaluation questions and they are: i) what the project set out to achieve and how; ii) what the project has actually achieved and why;

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<sup>1</sup> Relevance, Effectiveness, Efficiency, Impact & Sustainability.

and iii) lessons that can be learnt from the project's implementation experience to inform future programming.

**Evaluation Findings:** The evaluation findings are presented in the light of OECD/DAC evaluation criteria and they form the basis of the conclusions made by the evaluation team, the lessons and good practices derived as well as the recommendations made.

**Relevance:** The DWiT was significantly relevant to national and international development frameworks as well as the specific needs of the beneficiaries. The evaluation found out that the project concept and design were valid having been informed by: i) ILO's Integrated approach to address decent work deficits that informed the development of the Integrated Strategy for the Tobacco sector; ii) previous projects such as ARISE I & II (Tanzania & Zambia) and the ILO/ECLT PPP project (Tanzania); iii) consultations with stakeholders at various levels. Besides, the project concept is also aligned with both national and international development agenda enshrined in national policy documents as well as SDGs. To this extent, the project concept and design are noted to be highly consistent internally and externally which augments the high relevance of the project.

The project intervention logic is valid with sound linkages between the outputs and outcomes that are rightly supportive of the desired impact. However, a critical look at the project design particularly the results framework brings to light critical issues that deserve attention.

- The Tanzania project did not develop output indicator targets that would have made it smoother for measuring the level of success.
- The indicators and the targets of the desired impact were also not set which renders an objective assessment of success hard.
- Although the project is addressing a common problem in both countries, the formulation of results and their indicators have some differences across these countries (see table 2.1)
- In Zambia, where a more detailed results framework was developed, there is an observed mismatch between the outcome indicators and the outputs, yet, the former should be achieved through the latter.

**Project Management:** The project adopted a good implementation approach that leveraged the strategic positioning of the local partners in delivering outputs. The project management was

well coordinated under the leadership of Chief Technical Advisor assisted by the National Project Coordinators (NPC) and the National Project M&E for both Tanzania and Zambia.

The project successfully built partnerships with development partners such as EU, USAID and UN as well as the private sector in the tobacco industry. The established partnerships continue to provide a strong base for effective resource mobilization and future cooperation. At the community level, the project worked well with the Ward Development Committees and beneficiary groups that existed before or were established under the project. The partnership arrangement helped to enhance the effectiveness of the project.

**Effectiveness:** The project delivered well on its planned outputs with more than 95% of the output targets having been met particularly in Zambia (where targets were set). Although the output indicator targets for Tanzania had not been explicitly set, a comparable good performance is also noted.

The project support towards the formulation of the NAP II, policy-oriented research, alternative livelihood assessments as well as the formulation of bylaws has been instrumental in improving an enabling policy environment for the promotion of decent work. Through a number of project supported engagements at various levels, awareness creation on policy and regulatory environment was achieved. Key achievements under Objective 1 are:

- Development of tools and mechanisms to inform policy and regulatory framework
- Capacity strengthening of child labour monitoring systems
- Supporting policy dialogues and collective bargaining among key stakeholders in the tobacco sector
- Grassroots based awareness raising campaigns on decent work dialogue

Under Objective 2, the project performance too has been registered in respect to capacity strengthening of tripartite, farmers' organizations as well as small-holder farmers and plantation workers to address decent work deficits.

Promotion of alternative livelihoods has been another significant achievement of the DWiT project. A total of 51 community level groups were reached with training on alternative livelihoods and successful adoption has been reported in 21 groups. Furthermore, the project supported systematic identification of alternative livelihood enterprises which has formed the basis on the on-going adoption drive.

The project's systematic documentation and sharing of good practices is also worth mentioning among its achievements. The sharing of these good practices remains a useful tool for mobilizing and building partnerships for sustained implementation of the ILO's integrated strategy to address decent work in the tobacco sector.

Whereas the project adopted community-based implementation approach, wherein evidence based programming and flexibility in project management were key facilitators of performance. However, the delayed project start, short implementation period, bad weather as well as the COVID 19 impact created challenges in the achievement of maximum results of the project.

**Efficiency:** The project has been implemented at a positive variance with the overall resource burn rate standing at 99.1%. This implies that there has not been an adverse deviation from the planned budget. Adherence to the budget lines with some moderate degree of flexibility, the community based implementation approach that enabled the project to take advantage of free or low cost available resources as well as the use of established implementing partners are the main factors that promoted project efficiency.

Much as there were reported delays in fund disbursements, it did not adversely affect project implementation. In fact, the project success rate at output level was at 100% in Zambia where the output indicators targets had been set. Equally, in Tanzania, project performance was quantitatively ranked highly signifying that project implementation processes were efficient.

Although cases of financial mismanagement were not noted, the omission of the financial management arrangement in the project document inhibited the assessment of the degree of compliance. Nevertheless, the overall financial management and reporting benefited from the strong financial management systems of ILO and the selected implementing partners. The project was supported by ILO resources, hence the ILO financial rules were followed.

Whereas the use of government staff in project activity implementation is associated with impressive efficiency gains, the need to induce their commitment amidst competing demands is critical. As such, the staff involvement in the project ought to be aligned to their regular activities and thus made part of their routine appraisal and used as a basis for reward.

The formulation of the budget was more based on activities rather than the outputs. This inhibits results-based management besides exposing the project to a potential risk of over spending on administrative items other than the core activities that contribute to results realization.

**Sustainability:** The inclusiveness of the project implementation arrangements provided a mechanism for effective stakeholder participation, ownership, contribution and capacity strengthening which are all vital for enhanced sustainability. The project core deliverables; policy improvement, capacity strengthening, alternative livelihoods are aligned with both national and global development agenda and district development plans and therefore provide grounds for sustainability.

The project objectives are well housed in the national and international institutional frameworks, which makes their mainstreaming easier. At the international level, the DWiT project objectives are aligned with medium and long-term global and regional development agenda that makes resource mobilization for continuous support to the objectives much possible. However, despite the seemingly available opportunities for results sustainability, the evaluation also captured some threats to enhanced sustainability and they are;

- The socio-cultural barriers and beliefs to effective gender equality and the prevention of child labour. Gender equality and the campaign against child labour are considered foreign concepts and this deprives them of overwhelming support in implementing redress measures.
- Resource limitations that make the promotion of the decent work agenda largely dependent on project resources. Much as community level structures have been created, their continued existence and functionality requires resources which are not readily available.

**Cross cutting issues:** The formation of NAP committees across the project's areas of jurisdiction was a good strategy for gender mainstreaming. The committees were reportedly active in following up issues of gender based violence as well as child abuse. However, it was noted that the target of the project results did not have any gender connotation. Although there was an attempt for gender disaggregated reporting, it was not sufficient to ensure effective mainstreaming without deliberate and direct targeting of both women and men.

A focus on results is also noted throughout project management. The project at the design phase made a strategic step to develop its theory of change and the overall results framework that was fairly adhered to during implementation. However, there has been noted deviation from the results framework at the reporting level. For example, the compilation of the project completion report needed to have adhered to the results indicators in the results framework.

The project alignment with international and national policies, that derive their thrust from fundamental human rights commitments, helped the project integrate a rights based approach in its implementation. The evaluation found the project emphasis on rights adequate.

**Conclusion:** The project delivered well on its planned outputs and with better results linkages, the achieved output level results are potentially able to support the realization of the envisaged higher level (outcome and impact) results. However, the project period was too short to allow the realization of the higher level results. Nevertheless, it has laid a foundation upon which these higher level results can be progressively achieved. However, for enhanced results from a similar intervention, the following recommendations need to be given attention.

### **Key lessons in respect to project design & implementation**

***1. Learning from past experience is important in informing a well thought out project intervention that is focused and well-targeted***

Development is an iterative process wherein, sequential and complementary projects and programmes undertaken by ILO, tripartite and other partners results in better and deeper results. With such a process, critical issues are identified and addressed contributing to a progressive realization of intended results.

***2. Aligning project objectives to its duration is very important to enhance project outcomes***

When formulating a short gap project, the use of the medium to long term outcomes requires that follow-up projects are formulated and financed to ensure that these outcomes are followed-up.

***3. Past partnership experiences are key to effective project implementation***

Building upon past partnerships not only duplicates past experiences but also deepens and re-emphasises their importance. The project incorporated and engaged in partnership with previous partners in the past projects ARISE I&II such as Trade Unions, Co-operatives and government agencies and communities. This approach consolidated the tract and gains of the project that enhanced effective implementation amidst Covid-19 pandemic related challenges.

***4. For success, the group is as important as the group business enterprise***

The issues of mind set changes alluded to in the main text highlights the fact that capacity building in group dynamics is as important as capacity building in the technical aspects of the enterprise they want to engage in.

***5. Provision of IGA inputs are a test of the capacity that has been built***

The IGA support to the community groups and individuals should not only be seen as an end in itself.

## ***6. Volunteerism in community driven development***

The frequent request for rewards for voluntary activities requires a clear consensus on what “volunteerism” means for community members and projects.

### **Good practices**

#### **1. Adoption of Tripartite consultative processes and partnerships**

What is notable is that in almost all project interventions where it was inevitable consultative process were undertaken with government, workers’ and employers’ organizations as well as forging partnerships at the global and national level for purposes of mobilizing requisite financial and technical personnel to effectively deliver on project outputs.

#### **2. Use of the partnerships arrangements in implementation of the project**

At the global and national level, the partnerships were key to conception as well as mobilizing requisite financial and technical personnel to effective deliver on project outputs. For example the ILO partnership with WHO and FAO, as well as other agencies of the UN System and development partners, is quite important to marshal critical resources critical for delivery on DWiT. At the local level in Zambia the project engaged Traditional Leaders to institutionalize actions against Child Labour. Awareness raising became a continuous process and traditional leaders in the communities were active in all the activities undertaken by the project. Local Government Officials participated in Radio Programmes to sensitize the community against Child Labour. They became Combating Child Labour Ambassadors and shared information received on Child Labour with their subordinates –head men and community members. In addition, the traditional leaders also developed Community By laws to combat Child Labour and also set minimum wages for employment in the tobacco farms.

***Recommendations to ILO***

1. **Facilitate good political buy in for projects in tobacco to facilitate sustainability of the project investments, processes and results, both at the national and local levels.** The project interventions ILO is dealing in tobacco are sensitive as they touch on agricultural cash crops. As such, in addition to addressing “alternative livelihoods” to tobacco in projects like DWiT, there would be utility in pitching these as “complementary livelihoods” whose importance grows so well through time they eclipse tobacco.

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
ILO	High	Medium	Low

2. **Streamline flow of funds to avoid delays.** The ILO office should ensure at the commencement of the upcoming interventions funds and funds disbursement processes are secured early enough to avoid delays that jeopardize project activities.

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
ILO	High	Short	Low

3. **Provide ample mentoring and support to beneficiaries of IGAs.** Successor projects should provide ample mentoring and support to IGAs at household and individual level to facilitate adoption.

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
ILO	Medium	Medium	Medium

4. **Financial management arrangements should be included in the project document in order to provide holistic guidance on financial management and reporting as well as the basis of ascertaining the levels of compliance.**

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
ILO	Medium	Short	Low

## Recommendations to Governments

5. Support de-emotionalising the dialogue on alternative livelihoods that is approached from an “either tobacco” or “another livelihood” perspective to diversification of livelihoods.

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
Governments (MLSS for Zambia & PMO-LYEPD in Tanzania)	Medium	Short-Medium	Low

6. Facilitate computation of the locally provided resources such as staff, buildings, vehicles e.t.c. in order to enable an objective judgment on the value of the contributed resources and the project saving that has been made.

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
Governments (the implementing Ministry/Department)	Medium	Short-Medium	Low

7. Promote results-based budgeting and management, align project budgeting to Government’s output/results based national budgeting processes. This is important in averting a potential risk of having many activities implemented successfully but fewer outputs achieved.

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
ILO & Government (PMU and Responsible Ministry/Department)	High	Short-Medium	Low

# 1.0 Introduction

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## 1.1 Project Background

The economies of both Tanzania and Zambia strongly lean on agriculture as the main source of livelihood for the largest proportion of their population. However, the sector is still growing in all aspects and as such; the application of decent work principles is yet to be fully actualized.

Much as both countries have ratified most of the UN conventions particularly the eight core ILO conventions<sup>2</sup> among others, glaring gaps in promoting decent work agenda were evident.

They included, inter alia;

- a. High incidence of household poverty;
- b. Low mechanization and productivity;
- c. Gender inequality;
- d. Poor occupational health and safety practices;
- e. Low skills and employability of workers;
- f. Low collective bargaining power, infringement of the workers' rights and freedoms of association; and
- g. High prevalence of child and forced labour.

To address these challenges ILO initiated the Decent Work in Tobacco (DWiT) project with a purpose to improve decent work in the tobacco sectors of Tanzania and Zambia. The specific project objectives are;

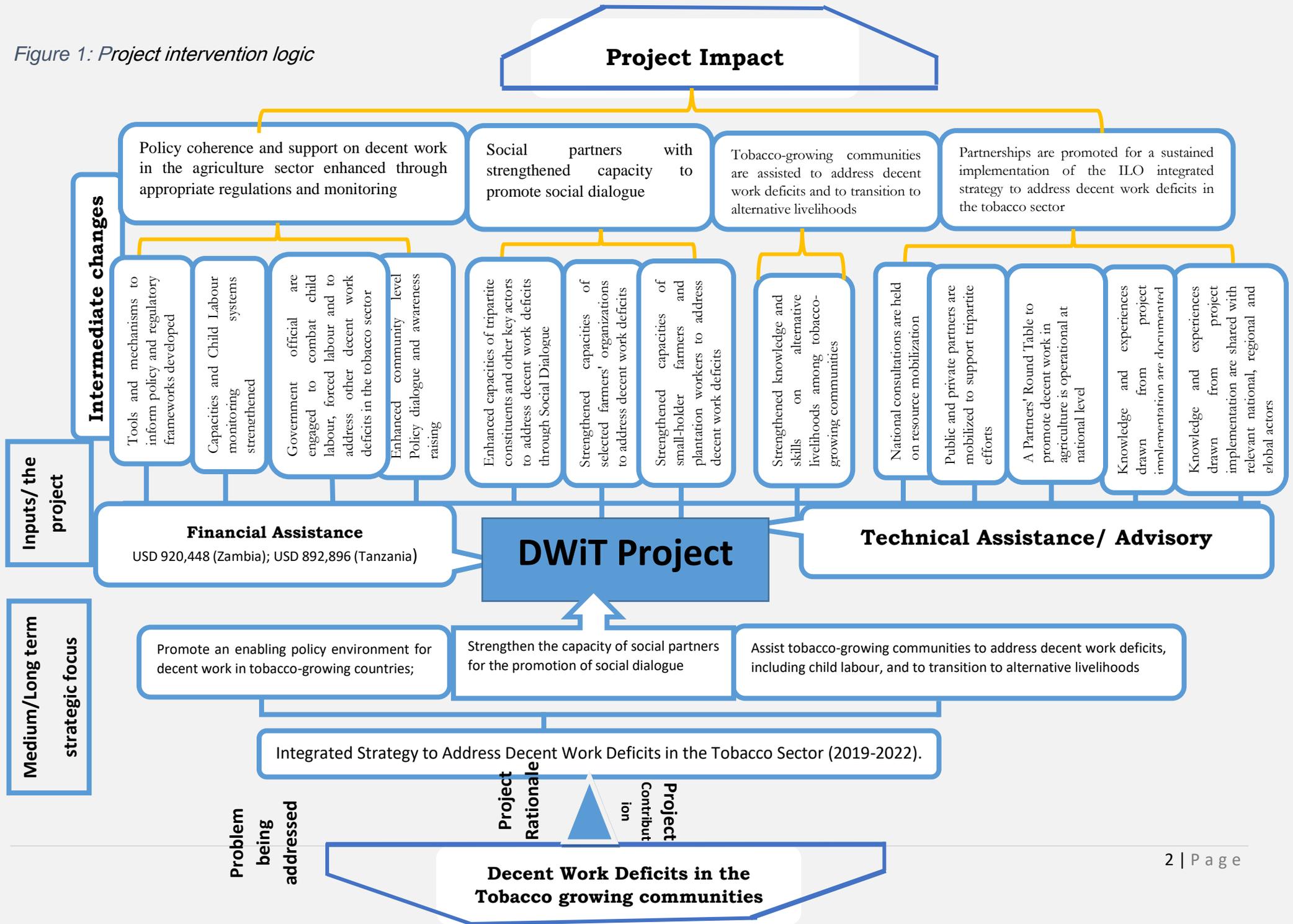
- a. Improving the enabling policy environment for decent work;
- b. Capacity strengthening of the social partners for the promotion of social dialogue;
- c. Assisting tobacco-growing communities to address decent work deficits; and
- d. Supporting the transition to alternative livelihoods.

ILO collaborated with national, district and local actors to implement the project particularly covering Urambo and Tabora districts of Tanzania and Kaoma and Nkeyema districts of Zambia. The project intervention logic is summarized in Figure 1 below.

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<sup>2</sup> Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), the UN Convention on the Rights of the Child (CRC) and other relevant standards on children in Africa as well as the Palermo Protocol against trafficking in persons, supplementing the UN Convention against Transnational Crime.

Figure 1: Project intervention logic



The project's implementation informed the development, and was consistent with the Integrated Strategy to Address Decent Work Deficits in the Tobacco Sector , adopted by the ILO Governing Body in November 2019 (. The DWiT project concept and design was informed by the gross decent work deficits documented in various published reports and recommendations from the Committee of Experts on the Application of Conventions and Recommendations (CEACR). Great concerns were raised over the application of Minimum Age Convention, 1973 (No. 138) in Zambia as well as the application of the Right to Organize and Collective Bargaining Convention, 1949 (No. 98) in Tanzania in addition to several other decent work deficits highlighted in page 1 above.

Major events and milestones in the project implementation were:

- **Contextual and situational analysis of decent work deficits in Tobacco in both Tanzania and Zambia**

This involved consultations with key stakeholders and partners and consultancies were undertaken to assess policy and legal gaps, setting the terms of references for selection of the partners and key stakeholders leading to production of the project document.

- **Mobilization of the required financial and human resources at regional and country level offices**

This involved identification of the technical backstopping office and departments at ILO headquarters, recruitment of the Chief Technical Advisor and allocation of funds from RBSA to the project

- **Selection of implementing partners at the national and local level with involvement of government departments and CSOs and trade unions and private sector-organizational, the implementation structures put in place**

- **Rolling out of the interventions** that included capacity building, policy advocacy, rolling out communication strategies, training of stakeholders, advocacy and awareness creation among the targeted stakeholders and beneficiaries.

- **Outbreak of the Covid-19 and its associated lockdown** in Tanzania and Zambia. In Zambia, there was another challenge of gassing which interfered with the effective implementation and monitoring of some activities like IGAs. The overall effect of Covid

-19 was the stalling of the project activities during lockdown though, later on after the ease of lockdown, the activities resumed.

- **Project extension to allow for completion of activities** interfered with by delays in disbursing funds, the Covid-19, as well as gassing in Zambia.

A total of USD 1,813,344 (USD920,448 & USD892,696 for Zambia and Tanzania respectively), DWiT project was implemented over a 12 month period that ended in August, 2020 having received a no cost extension from March. The project implementation period was initially from 1<sup>st</sup> April, 2019 to 31<sup>st</sup> March 2020 but was eventually extended to 31<sup>st</sup> August, 2020 to allow the completion of its activities given the delayed start and COVID-19 challenges. The extent to which the project has achieved its set results as indicated in the project intervention logic (see Fig 1 above) was at the core of this evaluation as further explained hereunder.

## 1.2 The evaluation background

In tandem with ILO evaluation policy, this evaluation forms an integral part of the project with a three-pronged purpose of: accountability; learning and planning as well as building the knowledge base.

This evaluation adopted a “clustered approach” which means that the evaluation will examine the projects in Tanzania and Zambia in one evaluation exercise. This approach is consistent with the facts that both projects address the same thematic and share the same CTA. By cover both projects in one evaluation, there will be greater opportunities for feedback on the overall strategy and enrich a comparative analysis.

In addition, the clustered approach is likely to be more cost and time efficient compared to two individual project evaluations. It will apply a scope, purpose and methodology comparable to what would be used for an individual project evaluation.

More specifically however, the evaluation is being executed along the following specific objectives;

### Evaluation purpose and objectives

- i) Identify the achievements of the project objectives, mainly identifying factors that affected it (positively and negatively);

- ii) Analyze the implementation strategies of the project concerning their potential effectiveness in achieving the project outcomes, including unexpected results;
- iii) Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
- iv) Review the strategies for sustainability of the project – what is the likelihood of the work continuing, once the project is completed; (including the exit strategies that have been put in place especially concerning the (Income Generating Activities (IGAs) and the Self-Help Groups (SHGs) in the target locations in the two countries)
- v) Identify the contributions of the project to the SDGs, the national development priorities, the ILO objectives and its synergy with other projects and programs;
- vi) Identify lessons and potential good practices for different key stakeholders;
- vii) Provide strategic recommendations for the different key stakeholders to improve the design and implementation of similar projects in the future.

In the light of the evaluation objectives above, the main task under this assignment was to undertake an in-depth analysis of all the project variables; inputs, processes, outputs, outcomes, impact, sustainability as well as cross cutting issues of gender, environmental protection, child rights and human rights in a wider context. Thus, at the entry level, the team undertook preliminary desk review to understand what the project set out to achieve and how, as detailed in the project document. This was followed by an in-depth analysis of what has been achieved (actual results vis-à-vis the targets) at both the output and outcome levels. Importantly, also under this component of the evaluation, the analysis of facilitators and inhibitors of performance was also assessed. Thus, both internal and external project operational environment was assessed to ascertain their effects of the implementation success of the project.

Externally, the evaluation assessed the effect of factors in the outside environment of the project such as a COVID-19 on the achievement of the desired results. On the other hand, the analysis of the internal factors encompassed the project design, management, implementation, resource quality, timeliness and adequacy as well as partnership and coordination among others.

The geographic coverage of the evaluation was the project's operational area in Tanzania and Zambia at the national level and the targeted districts between April 2019 and August 2020. The evaluation focused on three phases of the project namely; the design, implementation and the closure phases with special focus on Policy and legal coherence, Occupational Safety and Health, diversification of livelihoods and child labour and social dialogue.

### Targeted clients and the main audience of the evaluation report

The principal audiences for this terminal evaluation included the Governments of Zambia and Tanzania, the social partners (employers' and workers' organizations at local and national levels), the national and local project partners, the ILO (ILO Country Offices in Lusaka and Dar es Salaam, Fundamentals, Sector as well as other relevant ILO policy departments, branches and programmes) and the development partners.

### Dates, events and operation sequence of this terminal evaluation

1. Desk review and writing the inception report; 10<sup>th</sup> -16<sup>th</sup> August, 2020
2. Protocols issues and comments on the inception Report; 17<sup>th</sup> August, 2020
3. Interview with respondents and data collection; 18<sup>th</sup> - 29<sup>th</sup> August, 2020
4. Data analysis and draft report; 1<sup>st</sup> - 18<sup>th</sup> September, 2020
5. Comments on draft report and finalization; 28<sup>th</sup>September - 5<sup>th</sup> October, 2020

## 1.3 Evaluation Methodology

The independent evaluation was undertaken by a team of three consultants (two national and one international) with the evaluation manager providing oversight to ensure enhanced quality. This evaluation adopted a "clustered approach" which means that the evaluation examined the projects in Tanzania and Zambia in one evaluation exercise. This increases opportunities for feedback on the overall strategy and enrich a comparative analysis and reduce cost and time compared to two individual project evaluations. Additionally, the evaluation adopted mixed methods approach combining both qualitative and quantitative methods to enhance the validity of the results. The data collection modalities abided with the national Covid-19 guidelines on public and private meetings, namely how many people to be met in one sitting and for how long the interaction could be. The final evaluation used the following key evaluation questions as categorized for each of the OECD/DAC criteria:

**a) Relevance and strategic fit;**

- ✚ Was the project relevant to the related government's strategy, policies and plans, the DWCPs, UNSDFs and SDGs?
- ✚ Was the project relevant to the felt needs of the beneficiaries?
- ✚ How well has the project complemented and fit with other ongoing ILO and other organizations' programmes and projects in the countries?

**b) The validity of design;**

- ✚ Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?
- ✚ Was the project design realistic?
- ✚ Did the project design include an integrated and appropriate strategy for sustainability?
- ✚ Was the implementation approach valid and realistic?
- ✚ Has the project adequately taken into account the risks of blockage?
- ✚ Has the project addressed gender issues in the project document?
- ✚ Were lessons learned from previous projects considered in the design and implementation of the project?

**c) Effectiveness at local and national levels;**

- ✚ To what extent has the project achieved its objectives in terms of stated targets at national and local levels
- ✚ Have policies/plans targeted by the project improved?
- ✚ Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?
- ✚ Which have been the main contributing and challenging factors towards the project's success in attaining its targets?
- ✚ What, if any, unintended results of the project have been identified or perceived?

**d) The efficiency of resource use;**

- ✚ How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
- ✚ To what extent have the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?

**e) Effectiveness of management arrangements;**

- ✚ Has adequate technical and financial resources to fulfil the project plans been availed? If not, what other kinds of resources may have been required?
- ✚ Assess if the management and governance arrangement of the project contributed and facilitated the project implementation
- ✚ Has the project created a good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the development partners, to achieve the project results?
- ✚ Has the project received adequate administrative, technical and- if needed- policy support from the ILO office and specialists in the field (Lusaka, Dar es Salaam, DWT Pretoria and Abidjan- ROAF) and the responsible technical units (FUNDAMENTALS and SECTOR) in headquarters?

#### **f) Impact orientation and sustainability**

- ✚ To what extent there is evidence of positive changes in the life of the ultimate project beneficiaries?
- ✚ Assess whether project outcomes are sustainable and identify the steps that have been take into enhance it.
- ✚ Identify and discuss gaps in the sustainability strategy and how the stakeholders, including other ILO projects support, could address these.

#### **g) COVID-19 issues**

- ✚ To what extent has the COVID-19 Pandemic influenced project results and implementation and how has the project addressed it? If so, can the adapted intervention models developed under COVID-19 be applicable for similar crisis response?
- ✚ How has the sustainability approach of the project been affected/could be affected by the COVID-19 situation at national and local levels?
- ✚ Have stakeholders interviewed have any proposal to stimulate the economy with employment lens in a recovery phase in the country. Which are these proposals?
- ✚ Are new measures, policies are starting to be implemented and local, sub either national or national level: is there any evidence of change due to innovative policies piloting or implemented at broader level? What the beneficiaries interpret as a better normal, how this can be translated into action?

## Data collection

### i) Secondary data

The secondary data collection was undertaken using document review of national documents. Which included national medium and long-term plans, labour force surveys and census of population and housing. The project related documents that were reviewed included the project document, approval minutes, progress and final technical reports, financial reports, training reports and studies that were produced. The documents are listed in Annex 6.

### ii) Primary data collection

The primary data collection of data was undertaken using key informant interviews, focus group discussions and observation. An abridged list of the respondents is summarized in Annex 7. These are the respondents that can effectively direct one to all the respondents that were met during the evaluation.

Table 1 summarizes the organisations and 188 respondents that were consulted in Tanzania and Zambia during the evaluation. A total of 88 respondents were met in Tanzania comprised of 61 women and 27 men. A total of 100 respondents were met in Zambia comprised of 51 women and 49 men. Furthermore, 3 respondents were engaged at ILO headquarters and Pretoria via Zoom and email.

Table 1: Summary of organizations and respondents consulted in Tanzania and Zambia

S/N	Category of stakeholder	Tanzania			Zambia		
		Organization	F	M	Organization	F	M
1	Tripartite – Workers Organization	TUCTA	0	1	ZCTU	0	1
2	Tripartite – Employer	ATE	1	1	ZFE	0	1
3	Tripartite – Government	OSHA	0	1	N/A	0	0
4	Tripartite – Government	Ministry of Agriculture	0	1	MLSS and Ministry of Chiefs Affairs, District Administration	3	8
5	Tripartite - Government	TTB	0	1	N/A	0	0
6	Tripartite – Government	Tabora Municipal Council	1	2	N/A	0	0
7	Tripartite – Government	Urambo District Council	0	2	N/A	0	0
8	Tripartite Plus	JIDA	1	3	YWCA	2	0
9	Tripartite Plus	TDFT	0	2	JCM	2	0
10	ILO	ILO	1	1	ILO	1	3
11	Community Groups	10 Women economic Group	56	1	7 CCLCs	41	29
12	AMCOS	Twende Pamoja Kalunde AMCOS in Tabora Municipal Council	0	2	N/A	0	0
13	NPA VAWC	NPA VAWC from Urambo Village Government in Urambo DC	1	9	N/A	0	0
14	Traditional authority	N/A	0	0	Naliele Kuta and Chief Kakumba	2	7
	<b>Sub-total</b>		<b>61</b>	<b>27</b>		<b>51</b>	<b>49</b>
	<b>Total</b>		<b>88</b>			<b>100</b>	
	<b>Grand total</b>		<b>188</b>				

## Analysis

The evaluation triangulated data analysis techniques but the major ones were content and thematic (qualitative data) as well as descriptive analysis based on key trends in the output and outcome indicators. Through all this, the evaluation captures and here articulates evaluative evidence on the project achievements in relation to the set indicator targets and the baseline values in the project results framework.

## Evaluation limitations

The following limitations affected the evaluation process although their effect on the validity of the evaluation findings was negligible because of triangulated data collection methods that were adopted.

1. The limited time allocated to data collection and collation meant that the Team Leader (TL) had a more limited engagement with the National Consultants (NC) in analyzing and interpreting the data as the latter's time was mostly taken up with data collection and collation.
2. The narrow window of time available for the evaluation meant that some appointments were difficult to make and keep and also that the NPU staff contracts also expired during the evaluation period.
3. The timing of the evaluation made it difficult to engage in greater detail with the District Agriculture Coordinators in Zambia as it coincided with Farmer Input Support Programme (FISP) most time sensitive activity. This was when farmers were camping at the DACOs offices ensuring that their FISP contributions were reflected in the bank and they could thus access the subsidized inputs for 2020/2021. For the evaluation, this was important as the agriculture offices provided most of the capacity building for the community DWiT supported income generating activities.
4. Electricity outages contributed to some of the delays in collating, analyzing and report writing. This was both at the Consultants' office base and in the field. This also reflected that some of the DWiT work that relied on electricity may also have been affected during its implementation.
5. Some respondents could not be reached due to bureaucratic processes. This was further exacerbated due to the time bound nature of the data collection. For instance,

in some instances in Tanzania, it required a lot of approval processes to engage some of the respondents. This process occasionally took more than two weeks.

6. Some outputs had not yet been realized during the evaluation. For instance, in Tanzania, some of the women economic group were still in the process of setting up buildings for poultry. In Zambia, goats had not yet been delivered to CCLCs and some sewing machines had just been delivered and were not yet in use. As such, their contribution towards achieving outcomes and impact could not be measured.
7. Restrictions on movement and public meetings posed by COVID 19 pandemic limited the wide engagements especially with beneficiaries. Although efforts were made to reach different stakeholder categories, more stakeholders (beneficiaries) would have been engaged had it not been due to COVID 19.

## 2.0. Evaluation Findings

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The presentation of the findings follows the OECD/DAC evaluation criteria with particular focus on the project relevance, effectiveness, efficiency, impact and sustainability. The analysis also integrates cross cutting issues of gender mainstreaming; human rights approach to development as well as results based management, tripartism, ILS and social dialogue as presented in a separate section 3. The findings presented in these sections form the basis of the conclusions, lessons learnt, best practices and recommendations presented in the last section.

### 2.1. Relevance

The project was conceived to address the emerging issues of the persistent labour deficits identified in the tobacco sector that include: lack of freedom of association and collective bargaining; low wages; inadequate OSH standards and poor OSH practices; gender inequality; poor working time arrangements; lack of social protection coverage; poor housing; and discrimination<sup>3</sup>. The concept was also informed by the lessons learnt from past projects interventions in four countries of Malawi, Uganda, Tanzania and Zambia on decent work in the tobacco sector.

Specifically for Zambia, interviews with the implementing partners reported that the project design was informed by previous interventions', namely: ARISE I and ARISE II (Tanzania & Zambia) and the ILO/ECLT PPP Project (Tanzania), experiences<sup>4</sup>. For Tanzania<sup>5</sup>, influences to the project idea was drawn from same interventions on DWiT in four African countries mentioned above and the Agriculture Sector Development Programme. From the ILO perspective, the evaluation learnt the project was to foster the ILO's Integrated Strategy to Address Decent Work Deficits in the Tobacco Sector, adopted by the 337th Session of the Governing Body (GB).

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<sup>3</sup> Note on the Proceedings on the Technical Meeting to promote views on the further development of the Integrated Strategy to address decent work deficits in the Tobacco Sector Kampala, Uganda 3-5 July, 2019

<sup>4</sup>Key informant Interview in Zambia - 20 August, 2020

<sup>5</sup>Key informative interview in Tanzania - 18 August, 2020

The overall objective of the project was to contribute towards poverty reduction, improved livelihoods', incomes and food security in the targeted countries of Zambia and United Republic of Tanzania<sup>6</sup>.

As far as the conceptualisation of the project is concerned, the evaluation noted that the problem being addressed was appropriately identified and analysed. This was attributed to the expansion of the scope of the objectives of the project beyond labour issues, implying the project could be replicated and expanded to reach other areas beyond the targeted communities<sup>7</sup>. Despite of this, a gap was identified in Zambia by the MLSS that its major priority of the Child Labour Monitoring System (CLMS) was not incorporated into the DWiT project document. The Ministry was thus appreciative of ILO's flexibility to incorporating the CLMS into the project during the prioritisation process at the project's inception phase. The Ministry considered this critical as evidence for dialogue, lessons learning, good practices documentation, replication to other locations/sectors and upscaling into policy could be created.

Both in Tanzania and Zambia, the project was reported to have addressed critical issues such as increasing awareness on decent work, social dialogue and advocacy; Child labour was viewed as culturally/traditionally acceptable, therefore it was difficult to address it as a work deficit, however, through advocacy there is improved understanding of non-involvement of children in commercial labour. In Zambia for example, reports are now generated on CL. The project went on to address capacity building specifically targeting the consolidated capacity building for District Child Labour Committees/Community Child Labour Committees (DCLC/CCLC) which was reported as having made the structure stronger. In Tanzania, NPA VAWC has been strengthened in 14 villages of Urambo and Tabora Districts such that these committees have developed by laws that enforce punishment and penalties to those found engaging children in tobacco value chain. The project further strengthened the competencies of labour inspectors and officers in both countries.

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<sup>6</sup>Development Cooperation Project Document; ILO Project to address decent work deficits in the Tobacco Sector in Zambia

<sup>7</sup> Key informant interview in Zambia - 20 August, 2020

Furthermore, the project supported economic empowerment in both countries through the Self Help Groups (SHGs). It empowered beneficiaries through facilitating savings group processes, small livestock (goats, pigs and chickens and agriculture inputs) in Zambia and hand crafts<sup>8</sup> such as making soap, candles, batiki and oil jell in Tanzania. This was to help them diversify from tobacco. It, therefore, served to wean the beneficiaries from tobacco cash crop dependency that sometimes led to food insecurity if money was not allocated to food.

### **Project alignment to government programmes, ILO DWiT programming and SDGs**

The project was aligned to key government development programmes and policies as well as to ILO DWiT programming and SDGs. In the United Republic of Tanzania it is aligned to the Tanzania Vision 2025; MKUKUTA II (2010-2015); Tanzania National Agriculture Development Strategy II<sup>9</sup>; National Costed Plan of Action for the Most Vulnerable Children; List of Hazardous Work, 2008; Education Policy, 2014; and attendant legislation that includes the Employment and Labor Relations Act, 2004; and the National Strategy on the Elimination of Child Labour (2018-22)<sup>10</sup>, The National Education Act, 1978 and Law of the Child Act No. 21 of 20 November 2009 Tanzania.

In Zambia, the project was aligned to the National Vision 2030 that targets achieving a status of prosperous middle-income country by 2030; the Seventh National Development Plan (7NDP) for 2017–2021<sup>11</sup>; the National Child Labour Policy, the National Employment and Labour Market Policy, National Child Policy, the Child Welfare Policy and Youth Policy. In addition, at the institutional level, the Zambia Congress of Trade Unions (ZCTU) has a child labour policy<sup>12</sup>. Furthermore, the Industrial and Labour Relations Act (ILRA)<sup>13</sup>, the Employment of Young Persons and Children Cap 274 of the Laws of Zambia as amended

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<sup>8</sup>A combination of both Evidence from field visit during evaluation process in Tanzania, and FGD with different women economic groups in Tabora and Urambo between 25th of August and 28th of August 2020

<sup>9</sup>Key informant interview in Tanzania - 24<sup>th</sup> August, 2020

<sup>10</sup> Ladislaus Batinoluh-Draft report-addressing decent work deficits in the tobacco sector in Tanzania activity: Engagement in supporting the implementation of the “Addressing Decent Work Deficits in the Tobacco Sector” project in the Tobacco Growing Communities of Urambo and Tabora Municipal Districts, ILO, 12 February, 2020)

<sup>11</sup> ILO -Addressing Decent Work Deficits in the Tobacco Sector in Zambia- Start date: 2020 End Date: 2023

<sup>12</sup> ILO- addressing decent work deficits in the tobacco growing communities of Zambia DWIT-Zambia Project Summary

<sup>13</sup> Ibid

by Act Number 10 of 2004 and the Employment Code Act of 2019 which prohibit the employment of any person under the age of 15 in line with the international labour standards.

This final evaluation, therefore, is of the view that the project interventions were indeed aligned to and intended to address the work deficits based upon the obtaining policy and legal environment hence its relevancy in relation to government strategies and policies and plans.

### **Focus on the needs of beneficiaries**

From the evidence generated from document review interviews with stakeholders, the evaluation noted that the project interventions focused on addressing the enhancement of labour standards, improved pro-employment policy and extend social protection, enhance the application of social protection policies and legislation and guidelines as well improve the livelihoods of the affected populations. However, one of the biggest challenges noted and reported by experts was that tobacco remains a source of livelihood and is a legal crop in both countries which rendered the intervention suspect by both government and individuals as aimed at banning the tobacco cash crop. One of the key informants expressed it in the following words:

*“Tobacco is one of the national priority crops so when you talk about alternative crops it’s not clear to central and local government. So when you talk about livelihoods they think ILO is interested is eliminating tobacco”<sup>14</sup>.*

At the upstream, beneficiaries of the project were the policy-makers and staff from national and local institutions, among them various government ministries. These beneficiaries were prior to the DWiT project lacked capacity to formulate policies specifically about labour issues in the tobacco sector. The project therefore, intended to handle capacity strengthening issues to plan, implement, coordinate and monitor labour rights and employment issues in the tobacco sector<sup>15</sup>.

Downstream, the direct beneficiaries of the project targeted were the tobacco farmers and workers who depended on the tobacco sector for their livelihoods, through the

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<sup>14</sup>Key Informant-ILO

<sup>15</sup> ILO -Addressing Decent Work Deficits in the Tobacco Sector in Zambia- Start date: 2020 End Date: 2023

establishment of cooperatives, the promotion of rights at work, improved labour protection including through adequate minimum wages, social protection and effective OSH systems. It also targeted to support farmers diversifying out of tobacco and those not engaged in tobacco-growing. Other beneficiaries at the local level were the local communities, parents and children who were supported through improved knowledge and skills for alternative livelihoods, labour laws, regulations, the rights of children, the value of education and adverse effects of child labour and improved educational and training infrastructure.

### **Project alignment with global development agenda (UNDAF & SDGs)**

In the line with these DWCPs, the project is aligned to the Obligations of member States who are State Parties to the WHO Framework Convention on Tobacco Control (FCTC) in 2008<sup>16</sup>, Convention on the Rights of the Child (CRC) in 1991, the African Charter on the Rights and Welfare of the Child in 1992. Those conventions compel member states of Tanzania and Zambia to enact relevant laws and policies to ensure that its tenets are observed. The project also ascribes to the United Nations Model Policy on Tobacco Control<sup>17</sup>.

Furthermore, the evaluation also noted from the interviews with experts and document reviews that in both countries the project was in line with the United Nations Sustainable Development Partnership Framework (UNSDPF), 2016-2021 in its interventions served to deliver on the UNSDPF three pillars namely: (i) Inclusive Social Development; (ii) Environmentally Sustainable and Inclusive Economic Development; and (iii) Governance and Participation. All outcomes of the UNSDPF under pillars speak directly to the decent work agenda with a focus on integrated social service delivery; decent income-earning and economic empowerment opportunities for all; generation and dissemination of national statistical data; effective resource mobilization and utilization; participation in governance; and promotion of rights and access to justice under the integrated strategy<sup>18</sup>.

As far as alignment to SDGs, the evaluation noted the project focused in particular at Goals 2 and 8. In relation to SDG2: Zero Hunger, the project supported the diversification of livelihoods in Tanzania as well as the IGAs in Zambia specifically to address issues of

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<sup>16</sup> Ibid

<sup>17</sup> Ibid

<sup>18</sup>ILO -Addressing Decent Work Deficits in the Tobacco Sector in Zambia- Start date: 2020 End Date: 2023)

hunger which during interviews with the beneficiaries and implementing partners attest to. In addressing SDG 8: Decent Work and Economic (target 7-elimination of child labour), evidence from the interviews with stakeholders and ILO experts reported key project interventions such as sensitization of parents and cooperatives about the elimination of child labour, boosting household incomes through IGAs and school education as key interventions.

The attainment of these SDG promotes sustained, inclusive and sustainable economic growth, full and productive employment and decent work, with a pledge that” No one would be left behind”<sup>19</sup>.

In support of the African Union’s development framework, the project is aligned to the African Union Addis Ababa Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development. Under the AU Agenda 2063 framework, in support of the African Union’s development framework, the project is aligned to the African Union Addis Ababa Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development. Under the AU Agenda 2063 framework, the ILO recognizes the importance of the development aspiration that seeks to attain a high standard of living, quality of life and well-being for all, ending poverty, inequalities of income and opportunity; job creation, especially addressing youth unemployment.

As to whether the project addressed issues of the strategic fit; evidence from the key informant interviews revealed that interventions were positive and highly praised the concept and implementation modalities as situating the project at both the global and national level. One key informant reported thus:

*Informed the development of global integrated Decent Work strategy and so its strategic fit was the eradication of rural poverty. For example, farmers in Zambia and Tanzania are most poor and therefore the project fits to eradicate poverty. In Africa the majority are still involved in agriculture so the beneficiary should not be tobacco farmers but generally should benefit bulk farmers in countries where is implemented<sup>20</sup>.*

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<sup>19</sup> ILO -Addressing Decent Work Deficits in the Tobacco Sector in Zambia- Start date: 2020 End Date: 2023

<sup>20</sup> Zoom Key Informant Interview, Italy

The project also has expanded the knowledge base to better inform policies and practices and knowledge sharing with other countries working on the decent work environment in Malawi and Uganda. Furthermore, the Project also had lessons from the South Asian and Vietnam Project on Tripartism (SAVPOT) which demonstrated that through the establishment of work councils, partnership committees or some other form of participatory mechanisms, social dialogue can be used to manage workplace change and increase productivity and competitiveness in a way that avoids industrial conflict<sup>21</sup>.

## 2.2. Validity of the design

The project design was based on tripartite arrangements as espoused by the ILO tripartite tenets. As a strategy, measures were undertaken during the design to ensure that institutional arrangements and delivery mechanism mimic tripartite ordering right from the national to local levels. Interviews with stakeholders and implementing partners confirmed that there were deliberate efforts to bring on board relevant government ministries and departments, workers representatives, the trade unions and cooperatives which served to enhance social dialogue and targeted of interventions.

The evaluation observation that whereas outcomes and outputs indicators and targets were clear in the results framework, achievement of some outcomes were long-term and not within the timeframe of the project. For example, one key informant observed that:

*“Although the project outputs were delivered, the outcomes were long-term achievements that could only come to fruition long after the project. There were also incidences when activities were scheduled to take place in the rainy season yet framers were busy on their farms<sup>22</sup>.”*

As concerns field interventions, the assessment of the design by the evaluation point to the fact that in Zambia, the project was designed in such way that it was implemented in the same areas where ARISE I and II had been. This gave continuity to the results of the ARISE project interventions that were reinforced by DWiT project interventions. For

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<sup>21</sup>Ibid

<sup>22</sup> Key Informant Interview in Zambia - 20 August, 2020

example, it enhanced some good practices such as employment of community action plans. One Key Informant reported that:

*"In the very areas where ARISE I & II had been implemented, the use of community action plans had been entrenched into the communities and the support provided by the project helped entrench them<sup>23</sup>".*

In Tanzania, the project was designed with due consideration to be implemented in tobacco growing areas, namely, Urambo and Tabora Districts. In both countries the project was designed to allow the tripartite to work within their mandate while reflecting the project thematic areas. One of the challenges reported by a key informant was that the project was implemented in too short a duration with too much to do yet with too little resources at the disposal of the implementing partners<sup>24</sup>.

Gender considerations and vulnerability were also taken into account during the design. For example, specific gender targeted communication strategy were put in place and specific needs of the youth like skilling and Income Generating Activities (IGAs) based at household and school level were taken care of during the design. Important to mention is the provisions for children to be supported to remain in school as well as mechanism put in place to dissuade them from child labour engagements in the tobacco industry.

In both countries, it was noted that one of the short comings in the design included a timeframe too short for the project objectives that were formulated. The short time frame implied that some of the activities couldn't be concluded properly, especially for the cooperatives whose participation was relatively new in the project<sup>25</sup>. It was found that in Tanzania, TDFT, JIDA, and LGAs had only one month to implement the activities allotted them before the closure of the project. Therefore, they had to do it in rush to meet the deadline. This in turn compromised quality and extent of their interventions.

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<sup>23</sup> Key Informant Interview in Lusaka, Zambia - 20 August, 2020

<sup>24</sup> Key Informant Interview in Lusaka, Zambia - 20 August, 2020

<sup>25</sup> Key Informant Interview in Lusaka Zambia - 20 August, 2020

The notable strength of the project design process was that as reported in Zambia, ZCTU used that opportunity to re-focus its structures using the its District Committees that are elected every 2 years. This was unlike in previous period where ZCTU relied more on the CCLCs<sup>26</sup>. Furthermore; it was reported in Tanzania by OSHA TUCTA, ATE and the Ministry of Agriculture that the designing of the project was considerate to the mandate of the tripartite. As such, for both countries, the implementing partners work within their areas of mandate and expertise.

The evaluation also learnt that the strengths of the design lay in implementing the project in the same area made it easier as the Zambia Federation of Employers (ZFE) already knew the localities, farmers and other partners there and therefore easy grounding of project activities<sup>27</sup>. Another notable strengths was the good partnerships amongst the tripartite in terms of coordination in the implementation of the project activities which brought on board the much required synergy for effective delivery of outputs. Furthermore, the project built up on the previous project experiences that created the CCLCs further enhancing the lower levels in the interventions being implemented<sup>28</sup>.

In the Zambia experience the project was reported to have consolidated on the previous ARISE II project<sup>29</sup> thus borrowing from the previous lessons learnt on how best to anchor the project.

The project tended to be overly ambitious because policy reforms by the government ministries and agencies take long and changing mindsets of the targeted communities is something that is slow and requires much more time than the life of the project intervention. In areas of capacity building, it measured up to the expectations but even then application of skills and knowledge to perfection is an issue expected to take long beyond the life of the project.

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<sup>26</sup> Key Informant Interview in Lusaka, Zambia - 20 August, 2020

<sup>27</sup> Key Informant Interview in Lusaka, Zambia - 20 August, 2020.

<sup>28</sup> Key Informant Interview in Lusaka, Zambia - 20 August, 2020

<sup>29</sup> Key Informant Interview in Lusaka, Zambia - 19 August, 2020

To emphasise participation during the design, it was noted by this evaluation that in Zambia, the key players were properly identified as such as the tobacco farmers, Zambia Federation of Employers, Zambia Congress of trade unions, Japanese Tobacco International (JTI), the Ministry of Labour and Social Services, Ministry of Agriculture and other CSOs<sup>30</sup>. The same was true in Tanzania, where the key players involved TUCTA, ATE, AMCOS, cooperative unions, JIDA, TDFT, the Ministry of Agriculture, The ministry of labor and youth, as well as LGAs such as Tabora Municipal council and Urambo District Council participated in project design<sup>31</sup>

### Strengths and weaknesses of Project Concept and Design

The conceptualization and design of the project was participatory involving the implementation partners and targeted beneficiaries.

*“Formulation of the project was drawn from experience and background different stakeholders that were engaged including TUCTA”<sup>32</sup>.*

This involved incorporation of lessons learnt in past projects and the cardinal role of the implementation partners in particular areas of interests especially the tripartite. These include the Cooperative unions, Trade Unions and Federations of Employers, CSOs as well as traditional leaders, youth and women.

*“As part of participation I would say that ILO did not impose activities to partners, but partners themselves came up with activities that were meant to promote project goals. Similarly the project was inclusive because it engaged different stakeholders both men women, youth and PWDs who were reflected through operating structures such as NPA VAWC”<sup>33</sup>*

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<sup>30</sup> Key Informant Interview in Lusaka, Zambia - 20 August, 2020

<sup>31</sup>Key Informant Interview - 24 August, 2020

<sup>32</sup> Key Informant Interview in the United Republic of Tanzania - 18<sup>th</sup> August,2020-

<sup>33</sup>Key Informant Interview in the United Republic of Tanzania – 19 August, 2020

## Weaknesses of the concept and design

The project was allocated so short a time difficult to measure the outcomes of the intervention much influenced by underlying structural problems to do with mindset change issues. One key informant from Tanzania had this say:

*“Time for implanting was a little bit hectic in the sense that within shorter period (roughly a month) we were stretched to implement major issues which require longer time”<sup>34</sup>*

## Project management, partnerships and coordination mechanisms

### Project management mechanisms

The evaluation noted that the project developed strategic partnerships with ILO Regional and Country Offices, other UN Agencies-FAO and WHO, Development partners, Embassies, Government departments and stakeholders that enabled it deliver on the project outputs. From the documents reviewed, the evaluation established that in both countries at the national level, the project was headed by National Project Coordinator (NPC) or Project Manager. Chief Technical Advisor assisted by the National Project Coordinators (NPCs) and National Project Officers (M&E) for both Tanzania and Zambia constituted the project teams. In addition to the project technical staff, namely the National Project Officer (M&E), in close collaboration with National Project Coordinator (Manager), were reported to have worked closely in making necessary adaptations and innovations to ensure delivery of project outputs supported by the programme unit of the country office and the national director and other projects based within ILO with ILO Country offices.

The project was managed by a Chief Technical Adviser (CTA), whose role was to ensure the coordination of the programme in line with ILO rules and regulations. The CTA was responsible of the overall Programme planning and implementation including the implementation of an M&E strategy, and the preparation of progress and final reports<sup>35</sup>.

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<sup>34</sup>Key Informant Interview in the United Republic of Tanzania – 19 August, 2020

<sup>35</sup> Ibid

Indeed, the CTA was reported to have effectively performed her duties diligently in coordinating the project in areas assigned to.

The project personnel is reported to have coordinated very well in terms of working hand in hand with ILO Geneva and regional offices that provided the most needed support to government and implementing partners areas of the development and review of action programme proposals to ensure they are in line with ILO requirements. In addition, Project technical staff namely the National Project Coordinator (M&E) in close collaboration with National Project Coordinator (Manager) were reported to have provided overall necessary and critical supervision and guidance to the implementing partners and the consultants hired to deliver on the project outputs for project despite delays occasioned by bureaucratic delays and Corvid-19 pandemic. The National Project Coordinators were reported to have performed their duties diligently hence accomplishment of their duties in terms of coordinating project activities.

The evidence adduced from the documents reviewed shows that management of the project was well managed and coordinated and that made the project accomplish almost all activities amidst against the odds occasioned by delays and Corvid-19 lockdown.

Management arrangements were well decentralised with each country having a project management office that was responsible for day to day supervision and support to project implementing partners but answerable to ILO CTA based in Zambia. This arrangement provided an opportunity to build capacity and smooth implementation of project activities by closely supporting the partners in terms of skills and knowledge in policy making, lobbying, social dialogue and enhancing OSH. However, it was observed that centralised payments in Geneva delayed release of funds and Key informant reported that initial delayed funding negatively affected programme implementation<sup>36</sup>. Such delays affected implementation of the project activities which in turn derailed delivery of some outputs.

In Zambia, the MLSS would have additionally appreciated a process wherein it undertook more project implementation roles including planning, funds disbursement and reporting.

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<sup>36</sup>Key Informant Interview in Lusaka Zambia - 20 August 2020.

This would have contributed to its capacity building in ILO processes. This capacity was dissipated when the DWiT project management unit (PMU) was closed.

One of the formidable challenges faced during the implementation stage was that the project was struck by otherwise unanticipated external risks specifically the impact of COVID-19 in both the United Republic of Tanzania and Zambia. For Zambia, matters were made worse by a vice of gassing, wherein unknown persons pumped an unknown gas that caused health emergencies into households and institutions, that severely affected programme implementation as many project field officers of implementing partners could not oversee and even implement some of the activities<sup>37</sup>.

### Partnerships arrangements

As ingrained in the tripartite arrangements and beyond, the project adopted the same structures as partnerships at the global, country level and local level. At the Global level, for example, a key informant informed the evaluation that the project is:

*It is a focus on economic diversification as key to sustainable rural life so the partnership with FAO and UNDP are key for the success of such programme<sup>38</sup>.*

Further intimated thus:

*“For elimination of child we need UNESCO and UNICEF conversant with child issues. The involvement of both UN agencies is key on elimination of child labour through Education. The importance of partnership has been clearly emphasised<sup>39</sup>.*

At country level in Tanzania, four main partnerships were established during the implementation of the project. These include: The European Union (EU) appreciated project work and agreed to support identified value addition in non- tobacco products. A concept note has been drafted and shared with EU to operationalize the partnership in the successor project<sup>40</sup>; there was also the US embassy and USAID partnerships have

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<sup>37</sup> Key Informant Interview in Lusaka, Zambia - 20 August, 2020.

<sup>38</sup> Zoom Key Informant Interview, Rome

<sup>39</sup> Zoom Key Informant Interview, Rome

<sup>40</sup> ILO Development Cooperation Progress Report (DCPR)-Tanzania, Addressing decent work deficits in the tobacco sector of Tanzania and Zambia

been forged and support to the establishment of a child labour monitoring system and the implementation of the National Strategy to end violence against children<sup>41</sup>. The Tanzania One UN Fund under UNDAF II to contribute to the UNDAF Outcome on Violence Against Women and Children with specific focus on child labour interventions that will address child labor among other decent work deficits in Tanzania mainland and Zanzibar<sup>42</sup>; and the Tanzania One UN Fund under COVID-19 Emergency Appeal the project expressed a need for emergency appeal targeting children in tobacco growing communities<sup>43</sup>. Other partnerships were established with private sector companies that include: Premium Active Tanzania Limited (PATL), Tanzania Cigarette Company (TCC), Tanzania Leaf Tobacco Company (TLTC), Tanzania Tobacco Board (TTB), Japan Tobacco International (JTI), Alliance One Tanzania Tobacco Limited (AOTTL) and ECLT Foundation Tanzania<sup>44</sup>.

At community level, partnerships have been made with the Ward Development Committees and the NPA-VAWC committees at municipal level and ward level in both Tabora Municipality and Urambo Township.

In Zambia at country level, the evaluation learnt from documents reviewed that notable partnerships were forged with the International Organisation for Migration (IOM), National Pension Scheme Authority (NAPSA) and the Workers Compensation Fund Control Board<sup>45</sup>. Interviews with stakeholders reported partnerships to have enhanced the project activities especially labour inspections and enforcement of minimum wage and the utilization of Labour Market Information System (LMIS)<sup>46</sup>.

At the local level, it was reported that through the partnership the project empowered structures (CCLCs/DCLCs and SHG) with both soft skills and resources for IGA start-

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<sup>41</sup>Ibid

<sup>42</sup>Ibid

<sup>43</sup>Ibid

<sup>44</sup>Ibid

<sup>45</sup>Republic of Zambia -Ministry of Labour and Social Security - report on authorised officers: workshop to strengthen capacities and child labour monitoring systems, venue: Livingstone, 19-20 December, 2019

<sup>46</sup> Republic of Zambia -Ministry of Labour and Social Security - report on authorised officers: workshop to strengthen capacities and Child Labour Monitoring Systems, venue: Livingstone, 19-20 December, 2019

up<sup>47</sup>. The CCLCs, DCLCs and Cooperatives and SHGs were reported as key to monitoring the Child Labor Interventions<sup>48</sup>

The overall observation of the evaluation is that the partnership arrangements linked international partners to the project and created a potential for resource mobilisation approaches that were good at enhancing the project results and sustainability.

### Coordination mechanism

One of the key coordination arrangements was the working relations established between employers' associations, trade unions and government that cut across all the interventions in both countries and facilitated the delivery of outputs in a manner that were considered effective and efficient. This was attributed to the fact that implementing partners were well grounded as served as a strong delivery mechanism in the areas of competence and experience. A key informant commented thus:

*"The tripartite approach motivated a strong coordination and support from ILO and LGAs respectively. The tripartite approach also enhanced strong coordination and support from ILO project staff"*

It was further noted that coordination was well implemented as a key Informant reported thus:

*"Project was backstopped by two departments the sectoral and fundamentals departments. Fundamentals is same organ that coordinates tobacco in general and issues of child labour and has been focusing on child labour"<sup>49</sup>.*

The project had adequate technical backstopping support provided by technical officers in the Fundamentals Branch and SECTOR that deals with agriculture where tobacco lies including coordination of the ILO's integrated strategy for the tobacco sector; then there was ILO Coop Branch charged with developing the role of coops in stopping child labour

<sup>47</sup>Key Informant Interview, Zambia - 19 August 2020.

<sup>48</sup> YWCA Final Report August 2020

and working with OSH in coordination called tracts was also on board to support the project as and when need be<sup>50</sup>.

### Strengths and weaknesses of management arrangements, partnerships and coordination mechanisms

The notable strengths reported during interviews with stakeholders were that partnerships employed served as important conduits through which to deal with otherwise hard interventions in far flung areas and rigid mind-sets. One key informant in Zambia reported thus:

*“Ability to use the tobacco off-taker (JTI) and Zambia Federation of Employers to influence stubborn farmers to participate in enforcing child labour regulations”.*

Further down at the local level, the partnership enabled the delivery of the key outputs down to the communities particularly the categories of the youth. In the Zambia, it was reported by one of the implementing partners that:

*“DWiT brings training, trainer, materials and logistics, into the communities. The current process enables more youths to participate and better sensitise the community in the trainings. More youths are thus visually cued/motivated to want to join in skills training. Community buy-in was increased.*

The weakness apparent in the coordination, management and partnership arrangements cited included issue of inadequate logistics, financial support to key support personnel and delayed release of funds. For example, in Zambia, the implementing partner YMCA was not happy with the project due to oversight to procure vehicles for field activities. They reported thus:

*“Failure to provide motor vehicles and logistics negatively affected project implementation. Especially, as rural roads are in poor state, long distances,*

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<sup>50</sup>Key Informant Interview

*rough terrain and inaccessibility in rainy season. These reduce implementation of activities. If motor vehicles are too expensive, buy motor bikes.*

Further regretted that the project did not provide for:

*"Funds/resources to motivate the volunteers that invested personal time to project implementation<sup>51</sup>".*

The other issue cited in almost all areas of the project intervention was attributed to slow flow of funds attributed to delays. The problem was expressed as dire by the one key informant thus:

*"Delays in funding were annoying! For example imagine the funds received in February and had to be spent and reported by end of March<sup>52</sup>."*

### 2.3. Effectiveness

This section of the report documents results achieved in terms of outputs and outcomes. The performance of the project was assessed at both the outcome and output levels in the light of the planned and actual results chain. The assessment is organised around the outcome level results as presented here under.

The DWiT project was designed to achieve four core outcomes with a total of 13 corresponding outputs (see intervention logic in Figure 1.1). The evaluation noted that the project delivered well on its planned output with both qualitative and quantitative evidence putting project performance at 100% in both Zambia and Tanzania. However, the extent to which the realised output level performance has supported the realisation of the outcome was central to this evaluation as analysed here below.

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<sup>51</sup> Key Informant Interview in Lusaka, Zambia - 20 August, 2020

<sup>52</sup> Key Informant Interview in Lusaka, Zambia - 20 August 2020

**Objective 1: Policy coherence and support to decent work in the agriculture sector enhanced through appropriate regulations and monitoring.**

**Progress towards output achievement under objective 1**

Despite the explicit commitment exhibited by both Tanzania and Zambia in promoting decent work as evidence by the national policy framework in relation to decent work as well as international conventions which the two countries have ratified, policy gaps had remained prevalent in both countries.

**i) Development of tools and mechanisms to inform policy and regulatory framework**

In a bid to achieve better policy coherence and environment, the DWiT project supported a number of assessments and policy oriented research.

In Tanzania, seven assessments were conducted and they are;

- i) Risk assessment of Occupational Safety and Health (OSH) that was conducted in 17 working places in Urambo and Tabora Districts;
- ii) Rapid assessment of the impact of COVID-19 in relation to child labor;
- iii) A study on coherent in legal and policy frameworks
- iv) An assessment of alternative livelihood.
- v) The Institutional and Capacity Needs Assessment of Cooperative entities and cooperative support organizations commissioned by International Labour Organization (ILO) under the project “Addressing Decent Work deficits in the tobacco sector of Tanzania”.
- vi) A Gender Sensitive Communication Strategy to Raise Awareness and Advocate for Decent Work in Agriculture Particularly in Tobacco Growing Communities of Urambo and Tabora Municipal Districts
- vii) Needs assessments of Collective bargaining on organizing rural informal producers and workers to promote Decent Work in agriculture in Tanzania

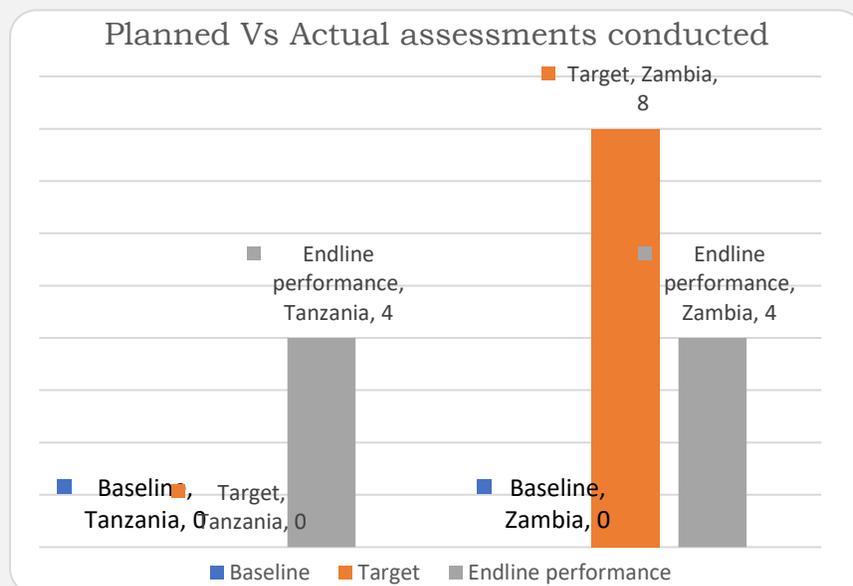
In Zambia, four assessments were also conducted and they are:

1. Assessment of Freedom of Association and the Right to Organize in the Tobacco Sector;

- ii) Needs assessments of Occupational Safety and Health (OSH);
- iii) Needs assessments of Collective Bargaining;
- iv) Institutional Needs Assessment of Cooperatives and Cooperative Support Organizations in the Tobacco Growing Communities of Kaoma and Nkeyema Districts Sector and the Tripartite Consultative Labour Council (TCLC) report.

The project had targeted to conduct eight assessments in Zambia while the target for Tanzania was not indicated. The project endline performance on this indicator stands at 50% of the target while comparative assessment of indicator level performance was constrained by lack of performance target.

Figure 2: Planned and actual Assessments conducted



Discussions with several stakeholders revealed that the assessment methodologies were highly participatory which is envisaged to make the ownership and implementation of the resultant actions plans smoother. Although at the time of this evaluation the

validation reports of the assessments were reportedly not available, there was general optimism that the assessments are indeed insightful and reveal critical interventional areas in the journey of promoting decent work in the Tobacco sectors of Tanzania and Zambia. In Tanzania for example, the evaluation established that the OSH risk assessment particularly identified five hazards in tobacco chain<sup>53</sup>, which prompted OSHA Tanzania to consult the Ministry of Agriculture with the view to review the agriculture policy to include issues of OSH.

Largely, the achievement registered under this output lays the foundation upon which other interventions may hinge to accelerate the realisation of the envisaged outcome and impact.

As far as policy oriented research and assessments are concerned the project supported the development of mechanisms to inform and support policy and regulatory frameworks. In Tanzania, the project supported the development of: i) NPA VAWC; ii) District Child Protection Committee; iii) AMCOS; and iv) OSH ward committees; v) Farmers training tools that were developed by TUCTA and vi) IEC materials that were developed and shared to different stakeholders including AMCOS during Farmers day exhibition. The evaluation

<sup>53</sup>Psychological hazards, Tobacco regulatory bodies serve the company instead of focusing on decent work and other farmers' rights, lack of OSH policy in agriculture sector and other hazards.

noted that the established mechanisms were indeed functional and much appreciated by the stakeholders but needed more capacity strengthening to enhance their functionality

In Zambia four mechanisms established are: i) The training tool and accompanying IEC materials were finalized and shared with ZCTU, ZFE and Farmers Cooperatives in Kaoma and Nkeyema; ii) Training tool on the role of cooperatives in the elimination of child labour; iii) Manual on cooperatives and child labour; and iv) Training tool on child labour and cooperatives. A section of stakeholders interviewed revealed that the training in policy implementation was improved as a result of project developed tools as well as the assessments conducted but wide adoption and confident utilization of the tools still required more advocacy and capacity strengthening because the structures are not community priorities which may compromise their sustainability beyond the project funding period

#### **ii) Capacity strengthening of Child Labour Monitoring Systems.**

Interventions under this output were intended to enhance understanding and participation of the Labour commission in combating child labour, forced labour, Occupational Safety and Health (OSH) and other decent work deficits in the tobacco sector.

The trainings reportedly helped to reposition the labour officers to engage with the Child Labour Information Management Systems. In Zambia, there were concerns that the training period (2 days) was too short to allow exhaustive discussion of requisite issues. In Tanzania however, despite the few numbers of the trainees, the stakeholders were appreciative of the adequate time (11 days) allotted to the training.

In addition to the training of labour officials, the project supported the development of a Child Labour Monitoring System (CLMS) module which is a component of the Labour Market Information System (LMIS). At the time of compiling the final technical progress report, it is reported that 90% of the work had been completed. However, the system is still being piloted in the two project areas and is set national wide roll-out upon a successful pre-test. Furthermore, a child labour data centre has been established in the Ministry of Labour and Social Security. The project supported initiatives in child labour data collection potentially enable the government to timely meet both the national and international reporting requirements.

### **iii) Supporting policy dialogues and collective bargaining among key stakeholders in the tobacco sector**

The number of tobacco related policy dialogues conducted among key stakeholders coupled with the number of collective bargaining activities conducted were the set output performance indicators in Tanzania while in Zambia, performance on this output was set to be measured against the number of events to review and disseminate relevant national labour and employment policies among government officials as well as the number of engagements on OSH and other decent work deficits among key stakeholders held.

In the light of the set indicators and their corresponding targets, the evaluation established that in Tanzania, four engagements were held and they are: project launch in Dar es salaam, Ministers and Permanent Secretaries meeting in Dodoma, local meeting in Tabora as well as other meetings held in Morogoro to introduce the project to the tripartite. Besides these engagements, 12 policy dialogue were conducted in 12 village (7 in Urambo, and 5 in Tabora) and are reportedly transforming the way AMCOS are organised and managed. For instance, married women are denied the right to own registration numbers in tobacco production and are thus not qualified to sign for a pay schedule to receive payment. However, with policy dialogues, the community members/AMCOS are reportedly beginning to realise the need for gender equality. For incidences, some of AMCOS have planned to review their constitutions to give women equal opportunity as men<sup>54</sup>.

Indeed, stakeholders consulted confirmed that there is considerable level of engagements at various levels of government on matters of decent work although the project initiated spirit needs to be sustained through a number of structures and mechanisms that have been established and/or strengthened by the project.

Capacity building through training for collective bargaining has been undertaken by TUCTA and ATE although the actual results are yet to be realized. It is apparent that the DWiT project has ably awakened stakeholders in the tobacco sector in particular and agricultural sector in general to issues of upholding decent work principles.

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<sup>54</sup>Key informant interview in Urambo District, United Republic of Tanzania - 27 August, 2020

In Zambia, government officials were engaged in a 2 day workshop that attracted over 252 labour officers to strengthen their capacities and child labour monitoring system<sup>55</sup>. The event was organised in partnership with the Ministry of Labour and Social Security, International Labour Organisation (ILO), the International Organisation for Migration (IOM), the National Pension Scheme Authority (NAPSA) and the Workers Compensation Fund Control Board. Emanating from this engagement, Child Labour Indicators were formulated as well as the development of Child Labour Monitoring Modules to be incorporated in the LMIS.

Furthermore, the evaluation noted that all the planned five engagements on OSH and other decent work deficits among key stakeholders were successfully held in Zambia. According to the consulted stakeholders, the project supported engagements under this output have indeed helped to increase awareness among tobacco sector players on issues of FPRW and therefore set the stage of wide adoption and practice of decent work principles. The use of implementing partners helped to scale up the engagements as they are more familiar with their constituents. However, continuous and long-term engagements are still necessary for enhanced impact.

#### **iv) Grassroots based awareness raising campaigns on decent work dialogue**

A number of awareness creation initiatives were undertaken. In Tanzania, significant ones included inter alia; development of Gender sensitive communication strategy, Mass media campaign through newspaper, TV, and Radio, Training sessions conducted by different implementing partners such as TUCTA, ATE, and NGOs such as JIDA and TDFT as well as policy dialogues at community level. Although the evaluation could not establish the numbers reached through this multipronged communication strategy, consulted stakeholders uniformly confirmed that message on decent work has indeed reached far across different population segments.

In Urambo and Tabora, decent work messages through jingles were disseminated through 4 radio stations whose listenership is estimated to be more than 100,000. In addition, TV

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<sup>55</sup>Ministry of Labour and Social Services, Authorised Officers: Workshop to Strengthen Capacities and Child Labour Monitoring Systems, 19-20 December 2019

stations such as TBC, ITV, and channel 10 as well as print media (Mwananchi and the guardian) were also used to reach majority with the same message.

In Zambia, similar awareness creation initiatives were undertaken but more specifically, 13 Series Radio Programme was developed and aired twice a week on Radio Cheke which has an estimated listenership of above 150,000. Additionally, trainings conducted by implementing partners were also other avenues for creating awareness about decent work. For instance, a total of 394 community members are reported to have been reached with decent work messages through the initiatives conducted by Jesus Cares Ministries (JCM) in Nkeyema District and the Young Women Christian Association (YWCA) in Kaoma District.

As a result of the decent work awareness creation, a total of 60 children (33 boys and 27 girls) have been integrated back in schools<sup>56</sup>. Besides, the awareness raising engagements were reported to have had far reaching impact as summarised in the words of one farmer in Songambe in Urambo. A 57 year old farmer revealed that it was not until he attended an awareness raising workshop that he came to know that there are hours of work for farmers. All he previously knew was that when it comes to farming, people have to work until sunset. This perception was reportedly changed after attending the workshop.

### **Progress towards outcome achievement under objective 1**

The project interventions undertaken under objective 1 were intended to support the achievement of two outcomes namely: i) An improved enabling environment facilitates the tripartite constituents' efforts to address decent work deficits in the tobacco sector and promote decent work in the rural economy; and ii) Greater capacity by Tripartite constituents to identify and effectively address decent work deficits, including child labour, in the tobacco sector, and promote diversification as a means to improve livelihoods, incomes and food security.

The number of validated national programmes to address decent work deficits coupled with the number of legislation revised addressing identified legislative and regulatory gaps were the set outcome level performance indicators in Zambia while in Tanzania, performance was set to be measured by the number of national level policies/regulations that have been

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<sup>56</sup>JCM Final report.

reviewed and the number of Bylaws at community level that have been developed/reviewed.

In Tanzania, DWiT project contribution has significantly been felt in the formulation of the Labour Inspection Manual on Child Labour, HIV, and OSH as well as facilitating NPA VAWC to develop bylaws that stand to address child labour and violence against children in their communities. Although the development of the Labour Inspection Manual was work in progress from the past ILO projects, DWiT project supported the completion of the manual which was reportedly at printing stage at the time of this evaluation.

Once fully adopted and disseminated, the manual is envisaged to serve as useful tool to guide labour officers in conducting inspections at work places. It will also guide employers in different sectors to work according to fundamental principles and rights at work which will eventually result into decent work; the ILO's core mandate.

Furthermore, during interview with the Village Executive Officer Mirambo Village in Urambo District Council, the great importance of the enacted by-laws was underlined. More specifically, the DWiT project has reportedly motivated Urambo District Council to collaborate with village to come up with mechanisms to stop child marriages. The village official revealed that in tandem with the by-laws, no one is allowed to marry without the approval from the village government and District Council. Through this arrangement, incidences of child marriage have been significantly reduced in Urambo. Moreover, the project has strengthened the functionality of NPA VAWC such that the bylaws that have been developed and endorsed by village assembly is now in use in some of the villages. As such two children who had been taken to Mwanza and Der es Salaam for domestic work were reportedly rescued by the Village Executive Officer<sup>57</sup> and they are now back to school.

In Zambia, the work of reviewing the policies and regulations is still at foundational stage with the project having facilitated critical assessments to inform the review as discussed under the output level achievements above. The evaluation noted that no policy was comprehensively reviewed although some gaps in the recently enacted Employment Code

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<sup>57</sup>Key informative interview in Milambo Village, United Republic of Tanzania - 27 of August 2020

Act No of 2019 which came into effect on 13th May, 2019 were pointed out during a DWiT project supported training at Livingstone.

More profoundly, the DWiT project facilitated the formulation of the second generation of the National Action Plan on Eliminating the Worst Forms of Child Labour 2020-2025. Much as no specific policy has been reviewed as initially planned by the project, on the basis the evidence adduced by this evaluation, it noteworthy that the two core outcomes under this objective are on track. Indeed, there is an evolving supportive policy environment for decent work coupled with capacity strengthening of Tripartite constituents to identify and effectively address decent work largely on the account of the policy-oriented research the project, policy dialogues, development of tools and mechanisms for promoting decent work as well as awareness creation which have all benefited from the DWiT project support.

However, in the light of short project span vis-a-vis the envisaged transformational changes, the project achievements are at the foundational level hence requiring more strategic support for enhanced results to be achieved. This is because much of the envisaged outcome level results require behavioural changes in order for the anticipated adoption and application of good practices for decent work promotion to take root.

## **Objective 2: Social partners with strengthened capacity to promote social dialogue**

Low collective bargaining power and infringement on the workers' rights and freedoms of association was one of the identified problems the DWiT project was designed to address.

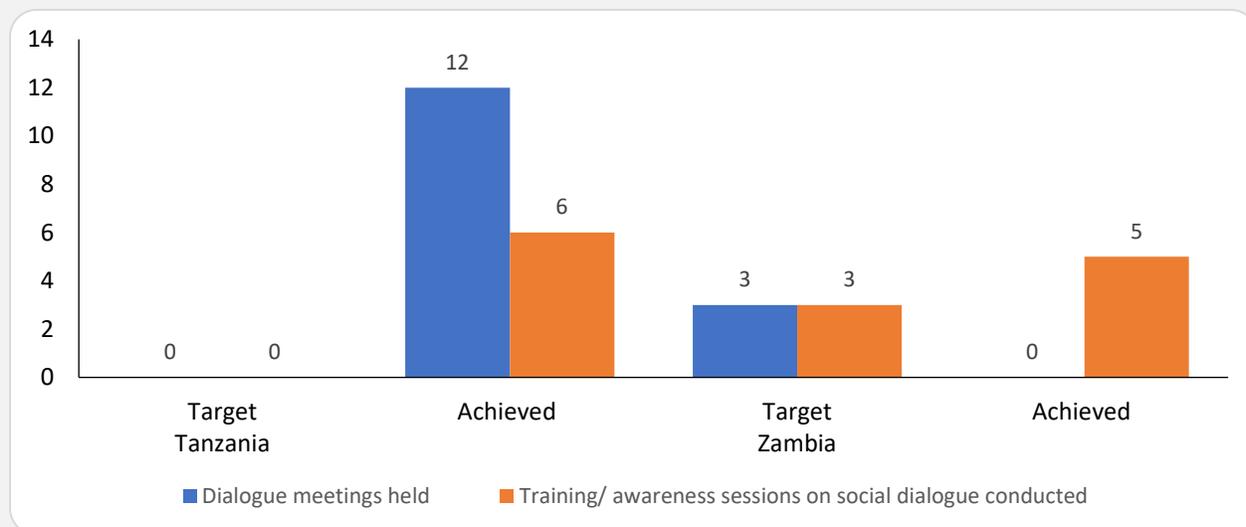
### **i) Tripartite capacity strengthening to address decent work deficits**

In the light of this performance indicators, the evaluation established that the project performance on this output superseded the set target in all countries. In Tanzania, 6 trainings were conducted to AMCOS, Women economic groups, and NPA VWAC on how to engage in social dialogue as well as 12 (7 in Urambo and 5 in Tabora) dialogue meetings that were held.

In Zambia, 5 training sessions were hosted by Zambia Federation of Employers (ZFE) and the Zambia Congress of Trade Unions (ZCTU) which were supported to undertake outreach. However, dialogue meetings among social partners reportedly never took place due to COVID-19 restrictions. Despite this short fall in the output indicator target, the project

has notably performed well on the other indicator by 166.7% as illustrated in figure 2.3 below.

Figure 3: Project performance on Output 2.1



Much as the performance targets for the two indicators had not be set for Tanzania, the registered performance is good when compared to targets set for Zambia. Equally in Zambia, good performance of the one indicator was impressive.

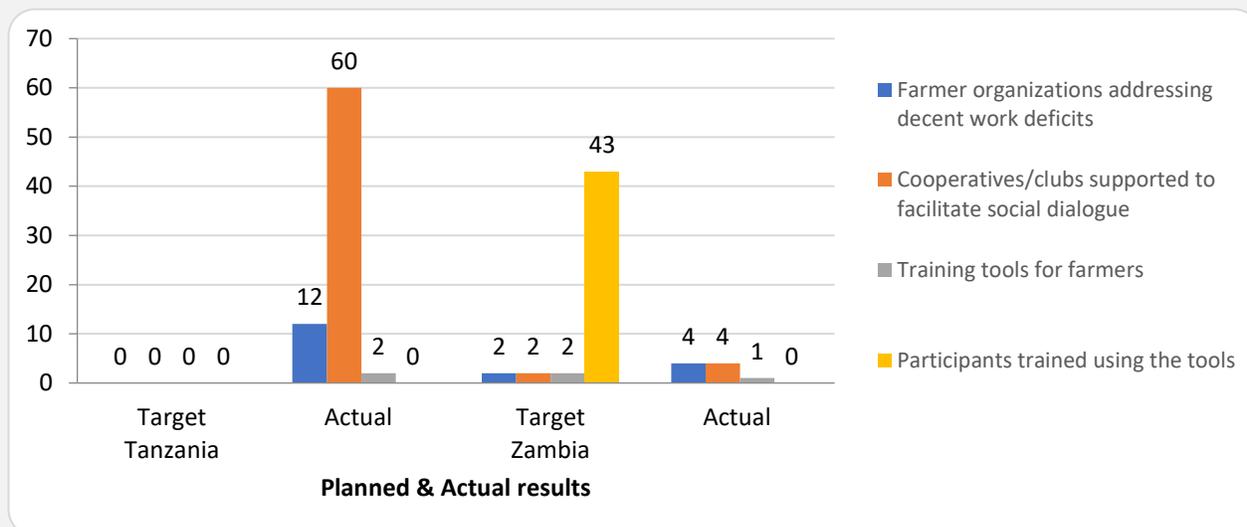
Stakeholders that spoke to the evaluation team in both countries were appreciative of the project initiatives under this output.

**ii) Capacity strengthening of farmers’ organisations to address decent work deficits**

Performance on this output area was set to be measured in respect to four indicators and they are: i) No. of farmer organizations addressing decent work deficits; ii) No. of cooperatives/clubs supported to facilitate social dialogue; iii) No. of training tools for farmers developed; and iv) No. of participants trained using the tools.

The evaluation noted impressive project performance against these indicators in both countries as summarised in Figure 4 below.

Figure 4: Project performance on output 2.2



In Zambia where targets for the output indicators had been set, the evaluation noted that the project performed very well having achieved more than 100% of the targets except for the number of training tools developed. The evaluation only noted one tool “Guidelines for stakeholders on the rights to freedom of association in agriculture”. Furthermore, the actual number of participants trained using the tools could not be ascertained objectively, as lists of participants were not provided, although the stakeholders informed the evaluation team that many people had been reached. The evaluation noted with concern the inconsistencies between the project’s results framework and the progress reporting which to some extent constrained the evaluation. In Tanzania, much as the indicator targets had not been set, performance seems good as indicated in the figure above.

**iii) Capacity strengthening of small-holder farmers and plantation workers to address decent work deficits**

This output formed the basis of the DWiT project focus on capacity strengthening smallholder farmers and plantation workers.

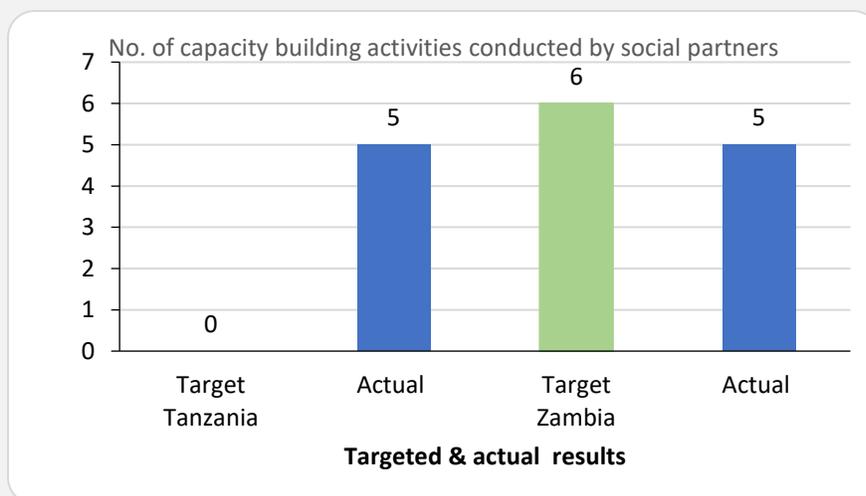
The evaluation established that the DWiT project in collaboration with the local governments conducted trainings in Urambo and Tabora in which 1,303 (735 males & 568 females) were reached in Tanzania. In Zambia on the other hand, 37 smallholder farmers from Nkeyema and Kaoma had been trained before all the planned trainings were abruptly halted due to COVID-19 pandemic. The evaluation noted that whereas under this output

focus was on small holder farmers, in Zambia, government workers, ZCTU and farmer organizations as well as Lead Farmers/peer educators from the farmers cooperatives were targeted for the trainings. This is because some of the training was based on a training of trainers methodology, wherein the trained trainers would go and cascade the training to members of their organisations.

### Progress towards outcome 2 achievement

Against the set outcome indicator “No. of capacity building activities conducted by social partners to their members and other stakeholders”, the evaluation noted that great strides towards outcome level achievement are evident in both countries. For example in Tanzania, OSHA conducted trainings on OSH and also guided the formation of 10 OSH committees at ward level. Equivalent trainings were reportedly conducted by ATE on collective bargaining while TUCTA conducted training to NPA VAWC to engage in dialogue to ending child labour. Similarly, the Government had the same training as TUCTA and they also trained women economic groups on alternative livelihood and socio dialogue.

Figure 5: Number of capacity building activities conducted by social partners



In Zambia, a total of 5 capacity building activities were undertaken by the implementing partners as analysed and presented under output 1.3 above. On the basis of the project performance at output level as analysed above,

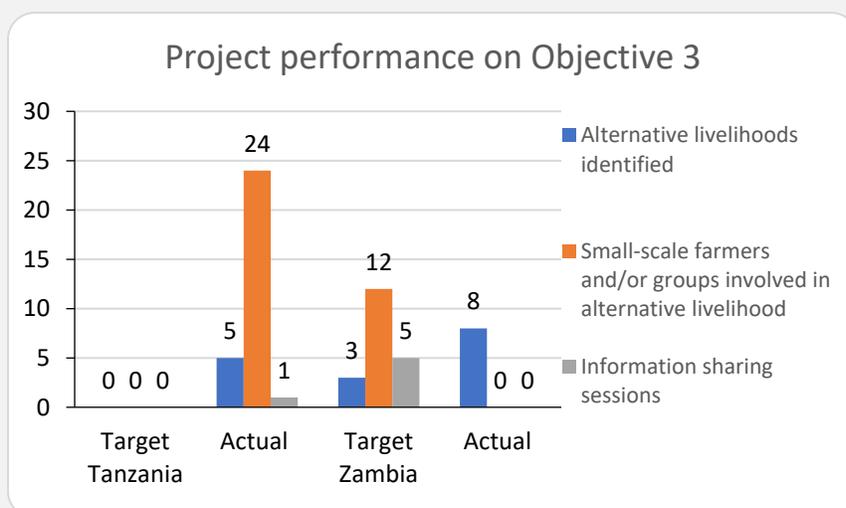
it is noteworthy that progress towards the outcome level results is indeed impressive with the outcome indicator targets having been satisfactorily met as summarised in Figure 3 above. The DWiT project has laid a strong foundation upon which subsequent initiatives in future can build.

### Objective 3: Tobacco-growing communities are assisted to address decent work deficits and to transition to alternative livelihoods

In the light of the performance indicators above, the evaluation established that four alternative livelihoods were identified in Tanzania and eight in Zambia. Subsequently, a total of 470 (381 female, 89 Male) and 823 beneficiaries had been trained in these enterprises by the time of the evaluation in Tanzania and Zambia respectively. In Tanzania, adoption of the identified livelihoods was reported in 24 groups. The FGD and field visit during evaluation revealed women in Urambo and Tabora engaging in production of soap, oil jell, candles and Batiki and they have started earning income out of these activities. Moreover, several other women economic groups are engaging in horticulture, and poultry. In Zambia, adoption was delayed by the late distribution of inputs to the 12 identified groups which was reported to had taken place in August, the same month when this evaluation was conducted. Some had not even been delivered at this time, e.g. goats.

With an inbuilt information and experience sharing component that was further supported by field visits by project staff, scaling up of the adoption of these alternative livelihoods is much possible. Analysis of the performance indicator targets puts DWiT project performance in a good position having been able to deliver well on all the set indicators as summarised in Figure 6 below.

Figure 6: Project Performance on Objective 3



It was revealed that many of the planned activities to enable information sharing were affected by the COVID-19 pandemic and could thus not take off. However, given the good performance on the adoption of alternative livelihoods, the success

stories registered by those who have already began shall continue to drive the agenda of

livelihood diversification. In Tanzania, it was revealed that some beneficiaries of the alternative livelihood training had already abandoned the hazardous works such as stone crashing and were zealously embracing the new livelihood enterprises. However, capital and market still remain a key barrier to some of the beneficiaries especially women economic groups.

**Objective 4: Partnerships are promoted for a sustained implementation of the ILO integrated strategy to address decent work deficits in the tobacco sector.**

The evaluation established that DWiT project implementation was built on strong partnerships at various levels. It provided a platform on which various actors in the Tobacco sectors of Tanzania and Zambia came together in concerted efforts to promote decent work principles (see detailed analysis under sub section 2.2). Furthermore, most of the project achievements discussed in this section are at intermediate levels hence requiring more strategic investments to be turned fully into higher levels outcomes and impact. This requires concerted efforts under a robust partnership arrangement.

While the project has envisaged to establish and operationalise a partners' round table to promote decent work in agriculture, the evaluation did not obtain any evidence on project success in Tanzania. In Zambia however, the evaluation established that the National Steering Committee on Child Labour was revived with the project support and was reportedly functional at the time of the evaluation. The committee reportedly played a central role during the formulation, validation and dissemination of NAP II. However, beyond this structure, a platform that brings together interested donors in decent work promotion in both Tanzania and Zambia was still non-existent at the time of this evaluation.

Profoundly, the DWiT project supported the knowledge and experience sharing through systematic documentation and sharing of good practices identified during implementation. Much as the project had targeted to document four good practices in Zambia, the evaluation noted that a total of 7 good practices were documented. Similarly, in Tanzania, documentation of policy dialogues that were done in Urambo District provides solid evidence of the project's commitment to sharing good practices generated from project implementation. Sharing of good practices was notably achieved during the project exit

meetings. Besides, the project conducted a number of assessments that continually provide a basis of learning and knowledge sharing.

On the whole, the DWiT project delivered well on its outputs as at least more than 90% of the output targets were met save for a few whose corresponding activities could not be undertaken because of the COVID-19 pandemic. However, what remains to be vividly seen is the transformation of the delivered outputs into the required transformational changes at higher outcome and impact levels.

#### **2.4 Facilitators and inhibitors of performance of the DWiT project**

Through document review and stakeholder consultations, the evaluation established that a number of factors affected the performance of the project both positively and negatively as discussed here below as facilitators and inhibitors respectively. Facilitating factors include: partnerships built at community, district and national levels which enabled smooth mobilization of resources especially personnel. Secondly, strategic positioning of its partners already conversant with the operational field such as the NGOs, workers and employers associations and cooperatives. Third, the evidence based programming through a number of assessments that informed the choice and design of the interventions that were delivered. Fourth, flexibility in project management where implementing partners reported having to do some resource reallocations that ensured the realisation of enhanced results.

The inhibitors include delayed project start-up although the project completion period was extended, some activities especially under objective four could not be fully undertaken. Secondly, the short implementation period of 12 month could not allow the realisation of the transformational changes towards embracing decent work in the tobacco sector especially on a project outcome level results that required behavioural changes as well as adoption of certain practices to be allocated such at time. Thirdly, the adverse weather conditions in Zambia characterised by floods reportedly affected some activities that involved mobilization of community level stakeholders and often too busy for the farmers to attend activities.

The COVID-19 factor and its respective control measures were detrimental to the project implementation. Some of the activities such as validation of the bylaws had been postponed until when the situation normalises. The COVID-19 measures greatly affected livelihoods and the closed schools created room for children’s involvement in tobacco production. This in a way appeared to be undoing the achievements of the project regarding prevention of child labour.

Delayed disbursement of funds also affected timely implementation of some of the project activities with majority of implementing partners opting to use their own funds whose refund by the project was not done on time.

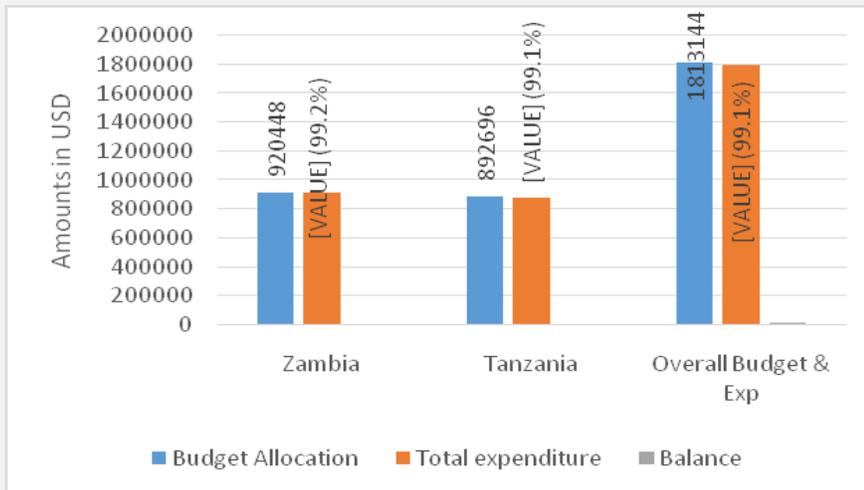
## 2.5. Efficiency

In assessing DWiT project efficiency focus was placed on the appropriateness of project resource allocation and utilization intended to ascertain the degree of consistence between the project expenditures and the budgetary plans as presented here under.

### Project budget and expenditure to date

The overall project budget was USD 1,813,344 of which USD 920,448.00 (50.8%) and USD 892,896 (49.2%) was allocated to Zambia and Tanzania respectively. As of August, 2020, the evaluation established that USD 912,894.03 and USD 884,238.08 of the project budget had been spent representing 99.2%% and 99% budget absorption rates for Zambia and Tanzania respectively. This is illustrated in figure 2.6 below.

Figure 7: Budget Expenditure Nexus



The budget-expenditure nexus across the project implementing countries indicate that 99% of budget had been spent by the time of the evaluation. The implication is that if the budget was well aligned with the planned outputs, an equivalent percentage of the outputs or

more should have been achieved for the project to score highly on the efficiency scale.

However, analysis of budget allocations across the project countries revealed that alignment of the budget to specific project outputs was weak. What is observed from the budget is that the allocation of almost 47 percent of the total project budget to personnel remuneration, is inordinately high. The danger is that the project budget may be maximally utilized without necessarily having supported the achievement of the planned project outputs.

The above gap in project budget allocation notwithstanding, the evaluation established that the project delivered well on its planned outputs as seen in the effectiveness section above. Although the project output targets for Tanzania were not explicitly set, in Zambia, all the 13 output indicators were achieved at 100%<sup>58</sup> or more signifying enhanced project efficiency. There were mild variations between the budget and actual expenditure which is a good indicator of project efficiency.

Analysis of individual activity budget and expenditures, the evaluation noted some mild variations both positive and negative although the former was higher than the later which enabled the project to be implemented at an overall positive variation. In Zambia, four out of 10 cost centres registered a negative budget-expenditure variance.

<sup>58</sup>Final Progress report, August, 2020.

## Cost minimization strategies adopted

The evaluation noted a general consciousness towards overall project cost containment. This was evidenced by the project's adherence to the budget lines as well as cost adjustments that were effected throughout the project life span.

Secondly, the uses of local sub-contractors as well as internal staff were also good efficiency enhancement strategies. The use of internal ILO staff meant that the project could only meet substance allowances of such staff as their salaries remained being taken care of under the overall administrative framework of ILO.

The due diligence conducted on implementing partners prior to sub-contracting helped the project to identify strategic partners such as JCM and YWCA that already had structures and strong presence in the project target area of Kaoma and Nkeyema (Zambia). Similarly for Tanzania, TDFT and JIDA in Urambo and Tabora respectively already had structures and strong presence in the project areas. Thus, the project leveraged their structures to achieve high levels of efficiency.

The evaluation further noted that the DWiT project was implemented with a strong community-based approach. The approach of bringing the trainers, training materials and conducting the trainings within the community was a good practice that was associated with enormous efficiency gains as the project also took advantage of the freely provided training facilities such as community schools. A similar sentiment was echoed in Tanzania<sup>59</sup> including the fact that this contributed to timeliness of some activities.

Partnership with the local governments enabled the project to access critical resources such as district council and municipal vehicle while implementing its activities. Besides, the staff at different administrative levels fully supported the project at no extra remuneration apart from their salaries.

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<sup>59</sup> Key informant interview in Urambo, Tanzania - 28th August, 2020

The use of community level volunteers also helped to reduce the overall project implementation costs. Although several stakeholders expressed the need for the motivation of such volunteers, the evaluation noted that they (volunteers) played a significant role in project implementation which of course would have costed the project dearly if their input was to be rewarded financially.

Despite the enormous efficiency gains that are associated with the DWiT project implementation arrangement as discussed above, some significant gaps have been observed as here below.

### **Weaknesses of the adopted cost minimization strategies**

The financial management arrangement was not stipulated in the project documents. As such, analysis of the levels of compliance has been rendered hard. Much as it probable that the overall ILO financial management policy and procedures provided general guidance, it is a good practice for the project financial management arrangements to be explicitly made known to all the stakeholders in order to increase levels of accountability. Secondly, Involvement of government staff at sub-national levels was based on a loose commitment which due competing demands, such staff may pay more allegiance to their core tasks putting the project activity implementation at stake. Thirdly, delays in fund disbursement to implementing partners due to bureaucratic red tape initially led to delays in disbursement of funds. However, later on bureaucratic huddles were streamlined and the subsequent disbursements were timely according to the implementing partners. Fourth, the alignment of the budget and the planned output is not emphasized as the budget is built on activities than outputs. This poses a risk of allocating inadequate resources to activities that contribute to particular outputs. Besides activity based budgeting, the analysis of the incidence of budget for much of the budgeted activities may be at administrative level contributing less to the achievement of planned outputs.

The project was implemented with some reasonable degree of flexibility that allowed reallocation of resources across different budget lines. It was further noted that all such changes were done and approved in accordance ILO financial policies. The project

stakeholders reported that resources available were adequate to cover the implementation of the planned project activities. Thus, there was value for money and prudence in utilisation of the project resources.

However, there is general consensus among stakeholders that the hitherto achievements need reinforcement in terms of project scale up and/or replication if the desired impact is to be realised. This position is further elaborated in the analysis of project sustainability below.

## 2.6. Impact Orientation and Project sustainability

### Project impact orientation

Much as the impact level achievements cannot be reported on with quantitative evidence, the project supported policy improvements, capacity development and livelihoods diversification and strengthening all have great potential of delivering the desired impact. However, the evaluation team feel that the measurement of the project impact would have been made more possible both now and in the future if the impact indicators had been explicitly set.

Discussions with several stakeholders revealed great optimism over the realisation of the project impact as one Key Informant reported thus;

*“The change in the communities’ attitude and approach toward child labour will continue beyond the Programme. This will lead to the community and families continued involvement in the issue”<sup>60</sup>.*

Evidence from the documents reviewed and interviews conducted, the evaluation has learnt that the project was a pilot preparing the ground for scale-up of the project results.

## 2.7 Programmatic sustainability

During conceptualization and design, the project was aligned to global and national policy and legal frameworks which will enhance its sustainability. As observed by the

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<sup>60</sup> Development Cooperation Programme document- project proposal country programme for addressing decent work deficits in tobacco sector of Tanzania (DWiT - Tanzania Country Programme final draft)

evaluation, at the global level, project created synergies with key partners such as FAO and WHO which take centre stage at promoting key project interventions like agriculture and health at global and country levels. At the global level, the project also subscribed to key policy drivers at ILO in relation to policy areas of the International Labour Standards, Gender equality and non-discrimination, Social dialogue Just transition to environmental sustainability which will be ongoing after the project closure thus contributing to its sustainability<sup>61</sup>. Furthermore, the project interventions were aligned to Article 5 of ILO Convention 182 and with priorities I 3b) and c) of the ILO Addis Ababa Declaration 'Transforming Africa through Decent Work for Sustainable Development'.

At country level, both Zambia and United Republic of Tanzania subscribe to International conventions to which they are signatory - ILO Convention No. 87 on Freedom of Association and Protection of the Right to Organise Convention, 1948, and ILO Convention No. 98 on the Right to Organise and Collective Bargaining Convention, 1949. The ILO has documented legislative restrictions on the right of rural workers to form and join organizations of their own choosing in tobacco-producing countries, including in those that have ratified the Right of Association (Agriculture) Convention, 1921 (No. 11)<sup>62</sup>.

In the United Republic of Tanzania, the DWiT project interventions are aligned to a number of policies and laws already in place that will guarantee sustainability. These include: Tanzania Vision 2025; MKUKUTA II (2010-2015); National Costed Plan of Action for the Most Vulnerable Children; List of Hazardous Work, 2008; Education Policy, 2014; and attendant legislation that include Employment and Labor Relations Act, 2004; and the National Strategy on the Elimination of Child Labour Relations Act, 2004(2018-22)<sup>63</sup>. Others are the National Education Act, 1978, National Strategy for Elimination of Child Labour of 2017 has been developed through a consultative and comprehensive process that galvanized stakeholders to conceive an action plan that would consider the lessons learnt best practices and new innovative measures to address child labour in Tanzania.

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<sup>61</sup> Ibid

<sup>62</sup> TZA 109 minute approval 2018-2019 - RBSA allocations approval 2018-19 Tanzania - TZA 109: Decent work deficits in the tobacco sector of Tanzania addressed

<sup>63</sup> Ladislaus Batinoluh-Draft report-addressing decent work deficits in the tobacco sector in Tanzania activity: Engagement in supporting the implementation of the "Addressing Decent Work Deficits in the Tobacco Sector" project in the Tobacco Growing Communities of Urambo and Tabora Municipal Districts,ILO, 12 February, 2020)

In Zambia policy and legal reforms already in place are likely to facilitate sustainability of project interventions. These include the new post DWiT project due to commence in 2021, Vision 2030 and the Seventh National Development Plan(2017-2021). The Ministry of Agriculture Strategic Plan and the CAADP National Agricultural Investment Plan provide the sustainability of the project results sustainability<sup>64</sup>.Furthermore, the involvement of the Cooperatives Department, TEVET institutions, and Extension officers to provide knowledge, expertise, and training are key pillars that will promote sustainability<sup>65</sup>.

### Institutional sustainability

The institutional frameworks at the Global, national and local level provide bedrock upon which sustainability of the project can be facilitated.

At the global level, DWiT project partnership with FAO, UNDP, UNICEF and the International Organisation for Migration (IOM) is crucial for sustainability of project interventions. For instance, IOM is one of the institutions whose mandates focused on monitoring of recruitment agencies and Labour brokers and Labour Migration and Bilateral Arrangements and strengthening regional and national partnerships with Governments and Employers and the supporting for National Legislative Framework<sup>66</sup>. Such partnership with DWiT project is considered key to sustainability of the project interventions especially on reduction of forced and child labour.

In the United Republic of Tanzania, documents reviewed and key informant interviews conducted with stakeholders show the institutional sustainability. This is demonstrated in partnerships with the Prime Minister Office - Labour, Youth, Employment and People with Disabilities (PMO-LYEPD) which in collaboration with other government actors, the social partners and key stakeholders that form a strong institutional framework<sup>67</sup>.

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<sup>64</sup> Ibid

<sup>65</sup> Ibid

<sup>66</sup> Republic of Zambia -Ministry of Labour and Social Security - report on authorised officers: workshop to strengthen capacities and child labour monitoring systems, venue: Livingstone, 19-20 December, 2019

<sup>67</sup> TZA 109 minute approval 2018-2019 - RBSA allocations approval 2018-19 Tanzania - TZA 109: Decent work deficits in the tobacco sector of Tanzania addressed

Furthermore, the existing institution such as ATE, TUCTA, and Government inform element of project sustainability<sup>68</sup>. One key informant also reported thus:

*“There is existence of NPA VAWC. This structure is there for all issues related to ending GBV and VAC including child labour. Training provided to the committee members has awakened up their mind. It follows that, since this is the Government structure they will continue playing role that was intended by this project”<sup>69</sup>.*

In Zambia, institutions like the ZCTU, a project partner is a stable institution with its country wide structures. It serves as the umbrella of workers’ unions that brings together a number of trade unions: namely Basic Education Teachers Union of Zambia (BETUZ), Civil Servants and Allied Workers Union of Zambia (CSAWUZ), Judicial and Allied Workers Union of Zambia (JAWUZ), Secondary School Teachers Union of Zambia (SESTUZ), Zambia United Local Authorities Workers Union (ZULAWU), Zambia National Union of Health and Allied Workers (ZNUHAW) Zambia National Union of Teachers (ZNUT), and the Zambia Union of Nurses Organization (ZUNO). These unions form formidable structures and provide ready infrastructure to sustain the project results in the long term<sup>70</sup>. Furthermore, sustainability will also be hinged on the utilization of existing development structures among the tripartite. In Tanzania, these include the use of workers cooperatives, and TPAWU for employers with their offices on the ground, for the government it is PMO-LEYPD, NPA-VAWC committees at national and local government as well as the development councils at village and ward level. This will give the ILO the funding partner, leverage to span its outreach from the grassroots level to the national level and sustain its engagement beyond a program, by ensuring the existing systems are well equipped and capacitated to continue operations beyond ILO’s intervention through this programme<sup>71</sup>.

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<sup>68</sup> Key Informant Interview in the United Republic of Tanzania- 19th August, 2020

<sup>69</sup> Key Informant Interview in the United Republic of Tanzania - 18th August 2020

<sup>70</sup> ZCTU Final Report 2020- Zambia Congress of Trade Unions (ZCTU)/ International Labour Organization (ILO)- Final Report – Addressing Decent Work Deficits in Tobacco Growing Communities of Kaoma and Nkeyema Project

<sup>71</sup>Development Cooperation Programme document- project proposal country programme for addressing decent work deficits in tobacco sector of Tanzania (DWit-Tanzania Country Programme) final draft

## Financial sustainability

The project results are likely to attract financial sustainability specifically from the ongoing development policy initiatives at global level such as SDGs, DWiT and related ILO interventions and national resource mobilization initiative by country. For example Governing board has made clear to commit resources for a period of three years and regional and local mobilisation of resources<sup>72</sup>. In addition, the partnerships with WFP, FAO, UNICEF, UNESCO, IOM EU, USAID and Tobacco companies among others have high potential of providing financial as indicated in their willingness to support initiatives at country level to enhance DWiT results. The major hurdle is how to pitch the projects in light of the established positions on the role of tobacco in economies and human health.

At country level, annual government budgetary subventions to support interventions of respective national development plans namely MKUKUTA II for United Republic of Tanzania and 7<sup>th</sup> National Development plan for the case of Zambia.

## Environmental sustainability

During the evaluation, various stakeholders interviewed reported efforts had been made to promote environment conservation. In Tanzania, the Tanzania Tobacco Board (TTB) takes environment conservation seriously. All farmers engaging in tobacco production have to plant trees, which cannot be felled for four years. More importantly, TTB is geared toward ensuring a shift from local to modern curing technology that does not use trees. For instance, one of the respondents from TTB was quoted saying<sup>73</sup>

*“We have compliance issues that coincident with DWiT project. For instance, farmers in tobacco sector are responsible to comply with the following among others; to grow 600 trees per hectore or 250 trees per acre. This is to comply with green environment. i.e., they will use these trees to cure their tobacco. Another compliance is on the child labour”.*

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72 Zoom Key Informant interview, Rome

73 Key informant interview in the United Republic of Tanzania- 24<sup>th</sup> August, 2020.

## Opportunities and threats to sustainability

The opportunities for DWiT sustainability lie at the solid policy, legal and institutional frameworks at the global, national and local levels that are well placed to enhance the project results. However, the biggest threat is the mindset change in relation to social cultural institutions that tend to undermine the role women in the development processes and also view children as source of labour for commercial cash crop production and income groups to support families. Furthermore, threat of COVID-19 pandemic that greatly affected the IGAs in Zambia and continued to not only undermine economic activities but also threaten future budgetary subventions to support project outcomes.

## 3. Cross cutting issues

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### 3.1. Gender mainstreaming

There was notable gender inclusion and mainstreaming in the project interventions. For example in Tanzania, a National Action Plan- Violence against Women and Children (NPA-VAWC) committee was formed and operationalized in both Tabora Municipal and Urambo districts. The committee was very active in following cases of child labour in tobacco and contributed a lot in addressing child labour in the districts. Secondly, gender specific communication strategies were tailored and targeted at women to rally and mobilize them in relation to how they can participate and benefit from programme activities.

In Zambia during project intervention such as the Think-Coop Training of the forty (40) Cooperators (32 Male and 8 Female) in all the activities were sensitized on on the role of cooperatives in eliminating child labour<sup>74</sup>. On the workshop for Occupational Health and Safety (OSH) training of the 15 trade union (i.e. five females and ten male) officials who

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<sup>74</sup>ZCTU Final Report 2020.(Zambia Congress of Trade Unions (ZCTU)/ International Labour Organization (ILO) Final Report – Addressing Decent Work Deficits in Tobacco Growing Communities of Kaoma and Nkeyema Porject

attended the workshop<sup>75</sup>. Awareness raising and sensitization for groups of farmers in the communities organized and visited by the project 117 female and 164 male participants<sup>76</sup>. In addition to that, the project formulated women's group as a mechanism to empower women and encourage gender equality. In Tanzania for instance, the empowered Women groups were quoted saying that

*"The fact that we have been empowered to make soaps, oil jell, and Batiki we are capable to generate income on our own without relying on our partners and husbands. Therefore, we don't depend on them to get money to by our stuffs. In this regards, we can no longer be manipulated by them for their gain in our expenses."*

### 3.2 Results Based Management (RBM) and efficacy of M&E systems

The project adopted this strategy by ensuring that the tripartite and CSOs as well communities worked hand in hand to achievements of the project results. For example trade unions and cooperative unions and responsible MDAs worked in synchrony to deliver on the results through targeted capacity building initiatives for skills building, awareness campaigns about rights for the children and women and the targeted workers on how they can engage in meaning social bargaining for better wages.

#### ***Efficacy of the M&E systems***

The evaluation assessment of monitoring and evaluation framework identified two anomalies. First the project support was addressing the same problem of decent work deficits but with differing intervention focus in each of the two countries. Second, in the project document for United Republic of Tanzania, the logframe is less comprehensive because it lacks baseline and target values and the budget is not clearly tagged to results. Budget centers mostly focus on administration with no clear links with outputs. Although there were such aforementioned flaws, the evaluation noted that monitoring of project activities was fairly done both at global, the national and local level with the tripartite and CSO institutions and communities complementing each other on reporting at the results. The evaluation is of the view that quarterly and annual reports reflected the

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<sup>75</sup>Ibid

<sup>76</sup>Ibid

activities and outputs achieved in both project countries though their delivery was interfered with by the COVID-19 interruptions.

### 3.3 Human Rights Based Approach

In the project design, considerations were given to inclusion of women and children focused on analyzing the inequalities, discriminatory practices and unjust power relations men and women in terms of control of sales from tobacco denying women access to cash.

The project placed a special focus on groups subjected to discrimination and suffering from disadvantage and exclusion for example women, children, youth and the persons with disabilities.

It emphasized participation, particularly of discriminated and excluded groups at every stage of the programming process particularly women and children and trade unions.

The project enhanced the accountability of the State and its institutions with regard to respecting, protecting and fulfilling all the human rights of women and children as well as workers' rights. For example, the Capacities and Child Labour monitoring systems strengthened. These committees normally have a representation of children, development officers, labour official, legal officials, women, men, people with disabilities among others.

The project examined the issues at hand from a holistic lens, guided by human rights principles, while taking into account the civil, political, economic, social and cultural aspects of a problem. For example, DWiT strategy promoted children rights to education and health as well as right to information, right to non-discrimination and women right to decent work and access to wealth.

The project adoption of the HRBA facilitated an integrated response to multifaceted development problems, including addressing the social, political, legal and policy frameworks that determine the relationship and capacity gaps of rights-holders and duty-bearers.

The HRBA adopted by the project also shaped relations with partners especially the Employers, Employees and Government. The partnership right at the national and local

level was participatory, inclusive and based on mutual respect in accordance with human rights principles. A partnership between the government, trade unions and cooperatives was very key to bringing everyone on board.

From the presentation of findings in sections two and three above, the evaluation adduced a number of conclusions, lessons learnt, good practices, which form the basis of the recommendations also presented in sections 4, 5 and 6 below.

## 4. Conclusions

The evaluation concludes that the project was well conceived, designed and implemented because it brought on board all stakeholders from the global, national and local levels and was informed by lessons learnt from the previous interventions. It was well anchored in relevant institutional, policy and legal frameworks that guaranteed effective implementation though constrained in timing by COVID-19 pandemic.

Implementation and coordination process served the purposes intended between the Governments, ILO headquarters, country offices and project managers. This ensured adequate technical backstopping to both the programme managers and the consultants and mobilization of the necessary resources in the course of implementing project activities.

The project delivered well on its outputs with more than 95% of the output targets for Zambia having been met. In Tanzania, although the output targets were not explicitly set, project performance was equally good.

Progress towards the outcome is also notably good in all the countries with early transformational changes being noted in various stakeholders' commitments towards preventing child labour and addressing other decent work deficits. The sought out project pathway of improving the policy and regulatory environment, capacity strengthening of stakeholders, awareness creation on decent work agenda as well as supporting livelihood diversification have all had enormous effectiveness gains.

Much as the project impact is projected to be achieved overtime largely on the basis of the validity of the project's theory of change and intervention logic, it would have been more guiding if its indicators and targets were explicitly set-out at the project design stage.

The general performance of the project at output level was good, despite a number of facilitators and inhibitors were at play. The facilitators include: Partnerships; Implementation approach of using community level structures; Evidence based programming and Flexibility in project management. The inhibitors are: delayed project start; bad weather and the COVID-19 factor.

The project achievements hitherto are at the intermediary level with the potential of propelling the achievement of higher-level results (outcomes and impact). This requires continuous engagement and even funding for the desired transformative changes to be realised.

The project has been implemented at a positive variance with the overall resource burn rate standing at 99.1% implying that there has not been adverse deviation from the planned budget. Adherence to the budget lines with some moderate degree of flexibility, the community based implementation approach that enabled the project to take advantage of free or low cost available resources as well as the use of established implementing partners are the main factors that promoted project efficiency.

Much as there were reported delays in fund disbursements, it did not adversely affect project implementation. In fact, project success rate at output level was at 100% in Zambia where the output indicators targets had been set. Equally, in Tanzania, project performance was quantitatively ranked highly signifying that project implementation processes were efficient.

Although cases of financial mismanagement were not noted, the omission of the financial management arrangement in the project document inhibited the assessment of the degree of compliance. Nevertheless, the overall financial management and reporting benefited from the strong financial management systems of ILO and the selected implementing partners.

Whereas the use of government staff in project activity implementation is associated with impressive efficiency gains, the need to induce their commitment amidst competing demands is critical. As such, the staff involvement in the project ought be made part of their regular work and routine appraisal and used as a basis for reward.

The formulation of the budget was more based on activities rather than the outputs. This inhibits results-based management besides exposing the project to a potential risk of over spending of administrative items other than the core activities that contribute to results realization.

The evaluation also noted that sustainability is likely to be guaranteed because the project was a kind of a pilot and already successive project interventions have been put in place to scale up the project outcomes over a long period. Relevant policies, laws and institutions and financial strategies have already been laid down to support the in-coming projects. It is only in the area of environmental sustainability that seems to be somehow lacking in terms of how to deal with biomass degradation, pesticides disposal and depletion of soil fertility among others.

## 5 Lessons learnt

### Key lessons in respect to project design & implementation

#### *1. Learning from past experience is important in informing a well thought out project intervention that is focused and well-targeted*

Development is an iterative process wherein, sequential and complementary projects and programmes undertaken by ILO and other partners results in better and deeper results. With such a process, critical issues are identified and addressed contributing to a progressive realization of intended results.

#### *2. Aligning project objectives to its duration is very important to enhance project outcomes*

When formulating a short gap project, the use of medium to long-term outcomes requires that follow-up projects are formulated and financed to ensure that these outcomes are followed-up. This project's partners did well in this instance. It also follows that the communication is clear about this fact, so that a crisis of expectations is not created where the short-term project is judged mainly against the medium to long-term outcomes. As noted earlier, the project duration was too short to realise some of the planned outcomes. For example, the diversification of livelihoods requires mind-set change that could not be

realised in the few months of the project life. Even issues of social dialogue require iterative processes over a longer period of time to yield desired results.

### ***3. Past partnership experiences are key to effective project implementation***

Building up on past partnerships not only duplicates past experiences but also deepens, and re-emphasises, their importance. The project incorporated and engaged in partnership with previous partners in the past projects such as ARISE I&II (Zambia & Tanzania) as well as ILO/ECLT PPP Project in Tanzania. This approach consolidated the tract and gains of the project that enhanced effective implementation amidst COVID-19 pandemic challenges.

### ***4. For success, the group is as important as the group business enterprise***

The issues of mind-set changes alluded to in the main text highlights the fact that capacity building in-group dynamics is as important as capacity building in the technical aspects of the enterprise they want to engage in. There is thus a need to further train the groups in-group dynamics in the various stages of group development including group forming, storming, norming, performing and adjournment. A strong group can take up varied enterprises and local capacities can make a community amenable to taking up new initiatives and making a success of them. Resilience, i.e. the ability to absorb and recover from shocks, can thus be built-up within the community if the interest groups are strong. Furthermore, the incorporation of cooperatives into programmes brings on board valuable competencies and training materials on how to form and build resilient groups be they cooperatives of other community-based organisations.

### ***5. Provision of IGA inputs are a test of the capacity that has been built***

The IGA support to the community groups and individuals should not only be seen as an end in itself. These inputs should also be used to ascertain how well the beneficiaries have internalised the capacity building they receive and test their mind set and resourcefulness to adopt the enterprise they are supported in. This should go some way in negating the

mind set wherein beneficiaries simply join groups to get free inputs, that they consume as opposed to investing, unlike them participating for economic growth and sustainability.

### ***6. Voluntarism in community driven development***

The frequent request for rewards for voluntary activities requires clear consensus on what “volunteerism” means for community members and projects. Projects should be clear that their voluntary work is premised on the fact that the volunteers first fulfil their livelihoods and then contribute part of their spare capacity in terms of time and competency to their community. Situations wherein volunteerism translates to full time work leads to demands for full time rewards. The social capital created through volunteerism is so important it should not be overshadowed by material gains. A clear distinction should be made between operational support and being paid to perform a voluntary function for a project.

## **6 Good practices**

### **1. Adoption of consultative processes**

What is notable is that in almost all project interventions, consultative process includes government, workers’ and employers’ organizations. It ensures a firm framework by which all stakeholders including development partners and implementers should work in eliminating child labour and addressing decent work deficits. For example, in Zambia such approach can assist the country meets its targets under Sustainable Development Goals (SDGs) Goal 8: Decent work and economic growth. The process undertaken herein is consistent with the adage that “process protects content”.

### **2. Use of the partnerships arrangements in implementation of the project**

At the global and national level, the partnerships were key to conception as well as mobilizing requisite financial and technical personnel to effectively deliver on project outputs. For example the ILO partnership with WHO and FAO is quite important to marshal critical

resources critical for delivery on DWiT. At the local level in Zambia the project engaged Traditional Leaders to institutionalize actions against Child Labour. Awareness raising became a continuous process and traditional leaders in the communities were active in all the activities undertaken by the project. Local Government Officials participated in Radio Programmes to sensitize the community against Child Labour. They became Combating Child Labour Ambassadors and shared information received on Child Labour with their subordinates –head men and community members. In addition, the traditional leaders also developed Community By laws to combat Child Labour and also set minimum wages for employment in the tobacco farms.

## 7 Recommendations

### *Recommendations to ILO*

1. **Facilitate good political buy in for projects in tobacco to facilitate sustainability of the project investments, processes and results, both at the national and local levels.** The project interventions ILO is dealing in tobacco are sensitive as they touch on agricultural cash cows. As such, in addition to addressing “alternative livelihoods” to tobacco in projects like DWiT, there would be utility in pitching these as “complementary livelihoods” whose importance grows so well through time they eclipse tobacco.

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
ILO	High	Medium	Low

2. **Streamline flow of funds to avoid delays.** The ILO office should ensure at the commencement of the upcoming interventions funds and funds disbursement processes are secured early enough to avoid delays which jeopardize project activities.

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
ILO	High	Short	Low

3. **Provide ample mentoring and support to beneficiaries of IGAs.** Successor projects should provide ample mentoring and support to IGAs at household and individual level to facilitate adoption.

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
ILO	Medium	Medium	Medium

4. **Financial management arrangements should be included in the project document in order to provide holistic guidance on financial management and reporting as well as the basis of ascertaining the levels of compliance.**

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
ILO	Medium	Short	Low

### Recommendations to Governments

5. **Support de-emotionalising the dialogue on alternative livelihoods that is approached from an “either tobacco” or “another livelihood” perspective to diversification of livelihoods.**

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
Governments (MLSS for Zambia & PMO-LYEPD in Tanzania)	Medium	Short- Medium	Low

6. **Facilitate computation of the locally provided resources such as staff, buildings, vehicles e.t.c. in order to enable an objective judgment on the value of the contributed resources and the project saving that has been made.**

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
Governments particularly the implementing Ministry/Department	Medium	Short- Medium	Low

7. **Promote results-based budgeting and management, align project budgeting to Government’s output/results based national budgeting processes.** This is important in averting a potential risk of having many activities implemented successfully but fewer outputs achieved.

<i>Addressed to</i>	<i>Priority</i>	<i>Timeframe</i>	<i>Resources</i>
ILO & Government (PMU and Responsible Ministry/Department)	High	Short-Medium	Low

## INTERNATIONAL LABOUR ORGANIZATION

### ADDRESSING DECENT WORK DEFICITS IN THE TOBACCO SECTOR OF ZAMBIA AND TANZANIA PROJECT (DWIT)

Terms of Reference for Independent Final Evaluation

#### Draft for comments version

ILO Project Code	ZMB 18/02/RBS TZA/18/01/RBS
Countries	Zambia and Tanzania
Duration	12 months
Starting Date	April 2019
Ending Date	August 2020
Project Locations	Zambia (direct action in Kaoma and Nkeyema Districts) Tanzania (direct action in Tabora and Urambo Districts)
Project Language	English
Administrative and executing Units	ILO Country Office for Zambia, Malawi and Mozambique ILO Country Office for United Republic of Tanzania, Kenya, Uganda, Rwanda
Financing Agency	ILO (Regular Budget Supplementary Account)
RBSA Contribution	USD 920,448 (Zambia) USD 892,896 (Tanzania)
Date of the evaluation	August –September 2020
Evaluation Manager	Ben Mang'eni

#### 1. Background and Justification

The International Labour Organization (ILO) has developed the Decent Work Agenda for the community of work focussed on fundamental principles and rights at work; employment and incomes; social protection; and social dialogue, with gender equality, environment and governance as cross-cutting objectives. Decent work sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men.

Tanzania and Zambia's economies depend heavily on agriculture and suffer from poor infrastructure, low mechanisation and productivity and limited credit facilities, high illiteracy rate and a high prevalence of HIV and AIDS. In Zambia for instance, the agricultural sector is a major contributor to the nation's economy, generates approximately 10 per cent of the Gross Domestic Product (GDP), and provides livelihoods for more than 70 per cent of the population. The sector absorbs about 67 per cent of the labour force and remains the main source of income and employment for both females and males (CSO, Census of Population and Housing 2010).

Smallholder farmers, who are contracted by the tobacco companies, often undertake tobacco growing in these countries. There is a high incidence of household poverty among farmers and workers engaged in tobacco growing. As is characteristic of small-holder farming in many developing countries, productivity is limited by the lack of economies of scale; inadequate access to inputs and technology; high production costs; poor agribusiness management skills; gender inequality, poor infrastructure and environmental factors. In many cases, inadequate returns on tobacco farming lead farmers and workers to sell their labour in secondary occupations.

Given these characteristics of tobacco production, unpaid family labour, including child labour, is common in tobacco growing, as a means to lower production costs. Wages for workers on tobacco farms, in particular, and earnings from tobacco farming, in general, are low in most cases and some areas are not sufficient to meet basic needs of workers and their families. In some countries, waged workers earn less than the prevailing minimum wage. Often one or few major buyers set the prices of the commodity unilaterally and underpay farmers, making them unable to get a fair income and unable to pay living wages to their seasonal work or piecework.

Violations of fundamental principles and rights at work, poor occupational health and safety practices, low wages as well as low levels of skills and employability of workers in the sector are among the decent work deficits. Children of both sexes are involved in stringing, reaping, weeding, ridging, grading, watering nurseries, transplanting, applying fertilizers and harvesting. Children are often engaged in hazardous work, including the application of pesticides, cutting logs, carrying heavy loads and curing. Within and beyond the sector, they are also engaged in work in hazardous environments such as at night or are exposed to various other hazards, with some cases of bonded labour.

Education/vocational training infrastructure and quality are often inadequate in tobacco-growing communities, a further factor pushing parents to send their children to work and not to school. While many children are enrolled in schools, there is mass absenteeism during peak growing times. School going children are often tired by the work they do and their performance suffers.

Concerning occupational safety and health (OSH), adults and child labourers engaged in tobacco growing are exposed to multiple OSH hazards with short- and long-term consequences. For example, nicotine exposure may result in Green Tobacco Sickness, a type of poisoning specific to work in this sector. Workers involved in tobacco growing and processing are also at risk of forced labour, which may be linked to internal or cross-border migration and debt.

The agriculture sector in Zambia has the largest share of child labour estimated at more than 90 per cent and this trend has not reduced since 2012. National data on the extent of forced labour is not readily available, but poverty is cited as the root cause. Many of these children work in hazardous conditions. Agriculture is one of the three most dangerous sectors in which to work at any age, along with construction and mining. Many children are denied education due to factors that include lack of schools and teachers, education costs and many others in this sector. Besides, the family work element further makes it difficult to acknowledge children's exploitation that is often invisible.

In the case of Tanzania, the agriculture sector is one of the sectors that is mostly affected by decent work deficits. The sector is, however, the backbone of the country's economy, contributing to about

30% of the GDP. Further, it employs over 66% of the nation's population. Over the past decade,

Tanzania has made notable progress in improving the social and economic context for decent work. The agriculture sector has been attributed to a key role within Tanzania's National Strategy for Growth and Reduction of Poverty II (MKUKUTA II) and the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP). Moreover, the National Agriculture Policy (2013) features employment in agriculture and decent work as one of the key cross-cutting issues. Nonetheless, decent work deficits in rural areas are still a major concern.

Zambia has made important commitments to address decent work deficits and child labour by putting in place laws and policies. These include the Employment of Young Persons and Children Cap 274 of the Laws of Zambia as amended by Act Number 10 of 2004 and the Employment Code Act of 2019, which prohibit the employment of any person under the age of 15 in line with the international labour standards. The country also has in place the National Child Labour Policy, the National Employment and Labour Market Policy, National Child Policy, the Child Welfare Policy and Youth Policy. Also, partners

that include ILO, have contributed to resources through various interventions aimed at addressing decent work deficits and child labour. Despite these important commitments, decent work deficits and child labour remains high, particularly in the agricultural sector.

Tanzania has equally made significant efforts to address decent work deficits including child labour as well as violence against women and girl. These efforts include ratification of some UN and ILO instruments, adoption of laws and regulations against child labour and other decent work deficits. Moreover, Tanzania is implementing the national plan of action to end violence against women and children and has drafted a National Action Plan for the Elimination of Child Labour. However, Tanzania still has a long way to go. For instance, the minimum age for work laws do not meet international standards because they do not extend to all working children such as the children engaged in domestic work.

## 2. The Project (Zambia and Tanzania)

The ILO is supporting the implementation of the Integrated Strategy to Address Decent Work Deficits in the Tobacco Sector (2019-2022). The Strategy is three-pronged, namely to: promote an enabling policy environment for decent work in tobacco-growing countries; strengthen the capacity of social partners for the promotion of social dialogue; and assist tobacco-growing communities to address decent work deficits, including child labour, and to transition to alternative livelihoods. The Strategy recognizes that decent work in tobacco-growing areas can make an important contribution to achieving the 2030 agenda that empathises on "Leaving No One Behind", and meeting the ambitions of the 2017 Buenos

Aires Declaration on the sustained eradication of child labour.

The Strategy also takes account of the obligations of Member States who are State Parties to the Framework Convention on Tobacco Control (FCTC). Given the continued importance of the rural economy as a source of employment and income in tobacco-producing countries, it is urgent to tackle child labour and address other fundamental principles and rights at work (FPRW) in these communities. This is because of not only the hazardous nature of tobacco production and the detrimental health impact for children but other marked decent work deficits in line with the Decent Work Agenda. The above strategy is being implemented through a project titled "addressing decent work deficits in the tobacco sector of Zambia and Tanzania.

This project is strategically aligned to the following;

- i. SDG 8: on Decent Work and Economic Growth and SDG 2: on Zero Hunger
- ii. Zambia's National Development Plan (7NDP), and Tanzania's National Strategy for Growth and Reduction of Poverty II (MKUKUTA II) and the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP)
- iii. Zambia's United Nations Sustainable Development Partnership Framework (2016-2021); and Tanzania's UNSDF
- iv. Decent Work Country Programmes
- v. Other relevant national policies, legislation and regulations

In Zambia, the project is being implemented in the two districts of Western Province, namely; Kaoma and Nkeyema and in Tanzania, it is being implemented in Tabora and Urambo Districts. In both countries, a national level component deals with policy coherence and partnership building. The implementation is done in close collaboration with various partners to ensure effective and efficient delivery. These include Government ministries responsible for; Labour and Social Security, Community Development, Mother and Child Health, Education, Agriculture, Commerce Trade and Industry. Employers' organizations, industry associations and their members; Workers' organizations and their members; actors along the supply chains, buyers, traders, cooperative organizations and SMEs; Traditional and Civic Leaders, Community members; civil society organizations; other UN Agencies; the Media and other collaborating partners.

The project is mainly contributing to Program and Budget (2018-2019) Outcome 5: Decent Work in the rural economy. Additional outcomes to which this project is contributing include; Outcome 8: Protecting workers from Unacceptable forms of work, Outcome 7: Promoting workplace compliance through

labour inspection and Outcome 10: Strong and representative employers and workers' organizations.

#### Project Management Arrangement

The project is managed by a Project Manager (PM) based in Lusaka who reports to the director of the ILO CO Zambia, Malawi and Mozambique as well as to director CO Dar es salaam. In each of the country, the project has a team comprising of a national programme coordinator (NPC), a national programme officer (NPO), a Finance and administrative assistant (FAA) and a driver who work closely with the PM in achieving the project goals.

The project is technically backstopped by FUNDAMENTALS and SECTOR for the technical quality of project implementation and the effective delivery of planned activities, outputs and objectives along with technical support from relevant specialists from the ILO's Decent Work Support Teams in Pretoria and relevant technical units at ILO HQ.

### 3. Background to the Evaluation

ILO considers evaluation as an integral part of the implementation of projects. Evaluation brings accountability, learning and planning whilst building knowledge. Therefore, provisions are made for all projects for evaluation, in accordance with the ILOs evaluation policy and based on the nature of the project

and the specific requirements agreed upon at the time of the project design and during the implementation of the project as per established procedures.

This final evaluation will be conducted against the criteria and approaches for international development assistance as established by the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System. This evaluation will also follow the ILO policy guidelines for results-based evaluation; including the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”; Checklist

4 “Validating methodologies”; and Checklist 5 “Preparing the evaluation report”.

#### 4. Purpose and Scope

##### Purpose

The evaluation objectives are:

1. Assess the achievement of the project objectives, mainly identifying factors that affected it (positively and negatively);
2. Analyse the implementation strategies of the project concerning their potential effectiveness in achieving the project outcomes, including unexpected results;
3. Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
4. Review the strategies for sustainability of the project – what is the likelihood of the work continuing, once the project is completed; (including the exit strategies that have been put in place especially concerning the IGAs and SHGs in the target locations in the two countries)
5. Identify the contributions of the project to the SDGs, the national development priorities, the ILO objectives and its synergy with other projects and programs;
6. Identify lessons and potential good practices for different key stakeholders; and
7. Provide strategic recommendations for the different key stakeholders to improve the design and implementation of similar projects in the future.

##### Scope

The evaluation will focus on the project 'Addressing decent work deficits in the tobacco sector of Zambia and Tanzania'. The scope of the evaluation, in terms of the operational area, is Tanzania and Zambia at national level and the targeted districts between April 2019 and August 2020. It will cover all the planned outputs and outcomes under the project to establish the results and outputs that have been achieved. Stakeholders at national, district and sub-district levels will be engaged accordingly.

## 5. Clients

The principal audiences for this evaluation are the Governments of Zambia and Tanzania, the social partners (employers' and workers' organizations at local and national levels), the national and local project partners, the ILO (ILO Country Offices in Lusaka and Dar es Salaam, FUNDAMENTALS, SECTOR as well as other relevant ILO policy departments, branches and programmes) and the development partners.

## 6. Evaluation criteria and questions

The evaluation will cover the following evaluation criteria

- a. relevance and strategic fit, b. the validity of design,
- c. project effectiveness,
- d. efficiency,
- e. Impact orientation and sustainability as defined in ILO policy guidelines for results- based evaluation.

The evaluation will further look at the integration of ILO and donor cross-cutting themes such as Gender and non- discrimination, Social dialogue and International Labour Standards.

The UN evaluation standards, norms, and the OECD/DAC Criteria for Evaluating Development Assistance and Evaluation Quality Standards will guide the evaluation. The ILO Results-Based approach following the ILO's Evaluation Policy, and Evaluation Management Guidelines. The evaluation will focus on identifying and analysing results by addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project. The evaluation should look not only to what was achieved, but especially how and why the results were or were, not, achieved towards learning from the project.

The evaluation should address the questions below. Other aspects can be added as identified by the evaluator following the given purpose and in consultation with the evaluation manager. Any fundamental changes to the evaluation criteria and questions should be agreed between the evaluation manager and the evaluator and reflected in the inception report.

### Key Evaluation Questions

The evaluator shall examine the following key issues:

#### *a. Relevance and strategic fit;*

- ✓ Was the project relevant to the related government's strategy, policies and plans, the DWCPs, UNSDFs and SDGs?
- ✓ Was the project relevant to the felt needs of the beneficiaries?
- ✓ How well has the project complemented and fit with other ongoing ILO and other organizations' programmes and projects in the countries.

*b. The validity of design;*

- ✓ Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?
- ✓ Was the project design realistic?
- ✓ Did the project design include an integrated and appropriate strategy for sustainability?
- ✓ Was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?
- ✓ Has the project addressed gender issues in the project document?
- ✓ Were lessons learned from previous projects considered in the design and implementation of the project?

*c. Project effectiveness at local and national levels;*

- ✓ To what extent has the project achieved its objectives in terms of stated targets at national and local levels
- ✓ Have policies/plans targeted by the project improved?
- ✓ Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?
- ✓ Which have been the main contributing and challenging factors towards the project's success in attaining its targets?
- ✓ What, if any, unintended results of the project have been identified or perceived?

*d. The efficiency of resource use;*

- ✓ How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
- ✓ To what extent have the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?

*e. Effectiveness of management arrangements;*

- ✓ Has adequate technical and financial resources to fulfil the project plans been availed? If not, what other kinds of resources may have been required?
- ✓ Assess if the management and governance arrangement of the project contributed and facilitated the project implementation
- ✓ Has the project created a good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the development partners, to achieve the project results?

- ✓ Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Lusaka, Dar es Salaam, DWT Pretoria and Abidjan-ROAF) and the responsible technical units (FUNDAMENTALS and SECTOR) in headquarters?

*f. Impact orientation and sustainability*

- ✓ To what extent there is evidence of positive changes in the life of the ultimate project beneficiaries?
- ✓ Assess whether project outcomes are sustainable and identify the steps that have been taken to enhance it.
- ✓ Identify and discuss gaps in the sustainability strategy and how the stakeholders, including other ILO projects support, could address these.

*g. COVID 19 issues*

- ✓ To what extent has the COVID-19 Pandemic influenced project results and implementation and how has the project addressed it? If so, can the adapted intervention models developed under COVID 19 be applicable for similar crisis response?
- ✓ How has the sustainability approach of the project been affected/could be affected by the Covid19 situation at national and local levels?
- ✓ Have stakeholders interviewed have any proposal to stimulate the economy with employment lens in a recovery phase in the country. Which are these proposals?
- ✓ Are new measures, policies are starting to be implemented either and local, sub national or national level: is there any evidence of changed due to innovative policies piloting or implemented at broader level?
- ✓ What the beneficiaries interpret as a better normal, how this can be translated into action?

## 7. Evaluation methodology

The following is the suggested methodology for the evaluation that can be adjusted by the consultant, if considered necessary, in accordance with the scope and purpose of the evaluation and with approval of the Evaluation Manager.

The evaluation should be carried out under the ILO Policy Guidelines for Results-Based Evaluations 3<sup>rd</sup> edition 2017. Gender concerns should be addressed under ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects"<sup>1</sup>. All data should be sex-disaggregated and different needs of women and men and vulnerable groups targeted by the project should be considered throughout the evaluation process ("no one left behind").

The evaluation will apply a mixed methods approach for triangulation, so as to increase the validity and rigour of the evaluation findings. Engaging with key stakeholders of the project during the

design, data collection and reporting stages is encouraged. Due to the COVID-19 restrictions on travel for the team leader will be considered. The evaluation will be lead remotely<sup>2</sup> and supported by a national consultant in each country. Currently, travel in the two countries is allowed and the project will support field visits by the national team members of the evaluation team.

The evaluation will be carried out through a desk review, interviews with ILO project staff in Zambia and Tanzania and ILO HQs; field visits and virtual calls will be undertaken for consultations with the<sup>1</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

<sup>2</sup> [http://www.ilo.ch/eval/WCMS\\_744068/lang--en/index.h](http://www.ilo.ch/eval/WCMS_744068/lang--en/index.h)government, employers and workers organizations, implementing partners, beneficiaries and other key stakeholders.

The evaluation will be implemented through a consultative and transparent approach and will make use of the following methods and tools:

- ✓ Desk review of appropriate literature;
- ✓ Semi-structured interviews with key informants and stakeholders (face-to-face and on-line);
- ✓ Focus Group Discussions (FGDs) with project beneficiaries and other relevant stakeholders;
- ✓ Direct observations during field visits

The evaluation will produce one report for the two countries.

Desk review (including the development of an inception report)

Before the field visits, the evaluation team leader, in coordination with team members will analyse project and other documentation that include; Project documents (proposal), log frames, implementation plans, progress reports and other relevant documents. The desk review will involve close interaction with the project team in the provision of the required documents and/or provide clarity as and when the need arises.

Interviews with key stakeholders and informants

The evaluation team will undertake group and/or individual interviews with the ILO project staff, Government, employers and workers' organizations at the national level before proceeding to the district and community levels. Guiding questions will be developed and administered to the above- mentioned stakeholders through one-on-one and Focus Group Discussions accordingly. Among the key stakeholders to be interviewed include but not limited to the following:

- ✓ ILO Project Staff (Country Office Directors, project manager and officers)
- ✓ Government representatives
- ✓ Employers and Workers' Organizations
- ✓ Implementing partners
- ✓ District and Community Child Labour Committees

- ✓ Traditional and Civic Leaders
- ✓ IGA and SHG members
- ✓ Community members

Draft Report (after the data collection phase)

After the fieldwork, the evaluation team leader will develop a draft evaluation report (see Deliverables below for the report outline its content) in line with EVAL Checklists 5 and 6. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; background and details on specific projects evaluated can be provided in the annexes. The report should be sent as one complete document. Photos, if appropriate to be included, should be inserted using a lower resolution to keep overall file size low.

The Evaluation Manager will circulate the draft report to key stakeholders, the project staff and the development partners for their review and forward the consolidated comments to the evaluation team. The project will translate the report into national languages, if necessary, for submission to stakeholders in the countries.

Final report

The evaluation team leader will finalize and submit the final report to the evaluation manager in line with EVAL Checklist 5. The report should address all comments and/or provide explanations of why comments were not taken into account. A summary of the report, a data annexe and the lessons learned and good practices fact sheets from the project should be submitted as well. The quality of the report will be assessed against ILO/EVAL's Checklist 6. The evaluation manager will review the final version and submit to EVAL for final review. The evaluation report will be distributed to the key

stakeholders to ensure enhance learning. The final evaluation report, good practices and lessons learned will in storage and broadly disseminated through the EVAL's database, e-discovery, as to provide easy access to all development partners, to reach target audiences and to maximise the benefits of the evaluation.

## 8. Expected Outputs of the Evaluation

The main deliverables of the evaluation are:

- a. An inception report- upon the review of available documents and an initial discussion with the project management (EVAL Guidelines –Checklist 3). The inception report will:
  - ✓ Describe the conceptual framework that will be used to undertake the evaluation;
  - ✓ Elaborate on the methodology proposed in the TOR with changes as required;
  - ✓ Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions, data collection methods, sampling and selection criteria of respondents for interviews
  - ✓ Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones;

- ✓ Set out the list of key stakeholders to be interviewed and the tools to be used for interviews and discussions.
  - ✓ Set out an outline for the final evaluation report
- b. Preliminary Findings to be presented virtually at a stakeholders' workshop at the end of the evaluation mission.
  - c. The first draft of Evaluation Report (Checklist 5 to be provided to the Consultant) -to be improved by incorporating Evaluation manager's comments and inputs. The Evaluation Manager holds the responsibility of approving this draft. The draft review report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 14 working days).
  - d. The final draft of evaluation report incorporating comments received of ILO and other key stakeholders. The report should be no more than 30 pages long excluding annexes with executive summary (as per ILO standard format for evaluation summary). The quality of the report will be assessed against the EVAL checklist 5, 6 and 7 to be provided to Consultant). Any identified lessons learnt and good practices will also need to have standard annexe templates (1 lesson learnt per page to be annexed in the report) as per EVAL guidelines. The report should also include a section on output and outcome level results against indicators and targets of each project.

Below is the suggested structure for the evaluation report (Checklist 5 to be provided to the Consultant):

- i. Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (a type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of the evaluator(s), date of submission of evaluation report).
- ii. Table of contents
- iii. Acronyms
- iv. Executive Summary
- v. Background on the project and its intervention logic
- vi. Purpose, scope and clients of evaluation
- vii. Methodology, evaluation questions and limitations
- viii. Review of implementation
- ix. Presentation of findings by the evaluation criteria
- x. Conclusions and Recommendations (including to whom they are addressed, priority, resources and timing)
- xi. Lessons Learnt and potential good practices
- xii. Annexes (TOR, table with the status achieved of project indicators targets and a brief comment per indicator, list of people interviewed, Schedule of the fieldwork, list of Documents reviewed, Lessons and Good practices templates per each one, other relevant information).

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in an electronic version compatible with Word for Windows.

## 9. Management arrangements, work plan & time frame

### Composition evaluation team

The evaluation team will consist of three members. A team leader and two evaluation team members, each one of the last ones based in Zambia and Tanzania. The team leader will be responsible for conducting the whole process and for the deliverables. The two team members will report to the evaluation team leader

The evaluation will be carried out with full logistical support and services of Addressing Decent Work Deficits in the Tobacco Sector of Zambia and Tanzania Project (DWiT) with the administrative support of the ILO offices in Lusaka and Dar es Salaam.

### Work plan & Time Frame

The total duration of the evaluation process is estimated to be 26 working days for the team leader and 16 for each team member. The evaluation is scheduled to commence on 10 August the latest and end on 30 September 2020.

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

- ✓ The designate lead consultant will submit a draft evaluation report to the evaluation manager.
- ✓ The evaluation manager will forward the draft evaluation report to key stakeholders for comment and factual correction.
- ✓ The evaluation manager will consolidate the comments and send these to the team leader.
- ✓ The designate lead consultant will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. S/He will submit the final report to the evaluation manager
- ✓ The Evaluation Manager/ the Regional Evaluation Focal person/ will forward the report to EVAL for approval.
- ✓ The evaluation manager officially forwards the evaluation report to stakeholders and PARDEV.
- ✓ PARDEV will submit the report officially to the donor.

#### *a. For the team leader*

- Fees for the consultant for 26 days.

#### *b. For the Consultant in Tanzania:*

- ✓ Fees for the consultant for 16 days.
- ✓ Fees for travel in Tanzania accordance with ILO regulations and policies.
- ✓ Fees for DSA during the fieldwork visit.

c. *For the Consultant in Zambia:*

- ✓ Fees for a consultant for 16 days
- ✓ Fees for travel in Zambia accordance with ILO regulations and policies.
- ✓ Fees for DSA during the fieldwork visit.

d. *For the evaluation exercise as a whole:*

- ✓ Fees for local travel in-country
- ✓ Stakeholder workshop expenditures
- ✓ Any other miscellaneous costs

## Annex I: relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)

2. Checklist No. 3 Writing the inception report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)

3. Checklist 5 Preparing the evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)

4. Checklist 6 Rating the quality of evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)

5. Template for lessons learned and Emerging Good Practices

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)

6. Guidance note 7 Stakeholders participation in the ILO evaluation

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165982/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm)

7. Guidance note 4 Integrating gender equality in M&E of projects

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

8. Template for evaluation title page [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)

9. Template for evaluation summary: <http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

Lesson Learnt 1

## ILO Lesson Learned Template

**Project Title: Evaluation of Addressing Decent Work Deficits in the Tobacco Sector of Zambia and Tanzania Project (DWIT) Project**  
**Project TC/SYMBOL: Evaluation of RAF/17/05/FIN**

**Name of Evaluator: Cliff Bernard Nuwakora**

**Date: August–September 2020**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<b>Learning from past experience is important in informing a well thought out project intervention that is focused and well-targeted</b>  Development is an iterative process wherein, sequential and complementary projects and programmes undertaken by ILO and other partners results in better and deeper results. With such a process, critical issues are identified and addressed contributing to a progressive realization of intended results.
<b>Context and any related preconditions</b>	It provides a firm ground for any intervention and also builds on the existing interventions to create resilience of any intervention activities

<b>Targeted users / Beneficiaries</b>	ILO itself and the partners who include other UN agencies, governments' ministries departments and agencies and of course employers and workers.
<b>Challenges /negative lessons - Causal factors</b>	Context can change with time and render the lessons learnt in the past obsolete
<b>Success / Positive Issues - Causal factors</b>	Identification of the right beneficiaries, interventions and how to realize project outputs and outcomes.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Requires well trained staff, adequate financing to ensure the process is comprehensive. Meticulous design for the learning process is critical to ensure key and important lessons are documented. The implementation should be continuous to capture emerging issues such as challenges and negate them in a timely manner.

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LL Element	Text
<p><b>Brief description of lesson learned (link to specific action or task)</b></p>	<p><b>Aligning project objectives to its duration is very important to enhance project outcomes</b></p> <p>When formulating a short gap project, the use of medium to long term outcomes requires that follow-up projects are formulated and financed to ensure that these outcomes are followed-up. This project’s partners did well in this instance. It also follows that the communication is clear about this fact, so that a crisis of expectations is not created where the short-term project is judged mainly against the medium to long term outcomes. As noted earlier, the project duration was too short to realise some of the planned outcomes. For example, the diversification of livelihoods requires mind-set change which could not be realized in the few months of the project life. Even issues of social dialogues require iterative processes over a longer period of time to yield desired results.</p>

<b>Context and any related preconditions</b>	Partners and their focus in the area of intervention provide grounds for realization of the project objectives irrespective of the project duration. There is always the will power and resources to support the intervention. For instance the employees' unions, workers unions and government are having their long-term interventions well aligned to project objectives.
<b>Targeted users / Beneficiaries</b>	ILO and sister UN agencies, government ministries and agencies trade unions and employers associations
<b>Challenges /negative lessons - Causal factors</b>	The will power may be limited for the project intervention and not all key stakeholders may embrace it due to bureaucratic red-tape.
<b>Success / Positive Issues - Causal factors</b>	<p>The extensions to project life were quite important to realizing project outputs and some outcomes.</p> <p>The flexibility allowed to vary funds to cater for COVID-19 responses was positive</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Need for more money and extension of staff contracts and the extension of project duration.

## ILO Lesson Learned Template

**Project Title: Evaluation of Addressing Decent Work Deficits in the Tobacco Sector of Zambian and Tanzania Project (DWiT) Project**  
**Project TC/SYMBOL: Evaluation of RAF/17/05/FIN**

**Name of Evaluator: Cliff Bernard Nuwakora**

**Date: August–September 2020**

LL Element	Text
<p><b>Brief description of lesson learned (link to specific action or task)</b></p>	<p><b>Past partnership experiences are key to effective project implementation</b></p> <p>Building up on past partnerships not only duplicates past experiences but also deepens and re-emphasises their importance. The project incorporated and engaged in partnership with previous partners in the past projects ARISE I&amp;II such Trade Unions, Co-operatives and government agencies. This approach consolidated the tract and gains of the project that enhanced effective implementation amidst Corvid-19 pandemic challenges.</p>
<p><b>Context and any related preconditions</b></p>	<p>The ARISE 1 &amp; ARISE II projects provided the right atmosphere for the DWiT project roll out as it worked with the previous partners who were conversant with child labour and OSH and social dialogues like Trade Unions and Employers association.</p>

<b>Targeted users / Beneficiaries</b>	ILO, Governments Employers and Employees associations and beneficiaries
<b>Challenges /negative lessons - Causal factors</b>	Partnerships at national level have been based on project subventions to partners who may not feel continuing with the partnership once the project has ended.
<b>Success / Positive Issues - Causal factors</b>	Partners such as trade unions and employers have enhanced social dialogues to the success of improved labour conditions
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Need for more effort in terms of more money, staff secondment and modification of the partnerships where they tend to lapse.

## ILO Lesson Learned Template

**Project Title: Evaluation of Addressing Decent Work Deficits in the Tobacco Sector of Zambia and Tanzania Project (DWiT) Project**

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**Name of Evaluator: Cliff Bernard Nuwakora**

**Date: August–September 2020**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<p><b>Brief description of lesson learned (link to specific action or task)</b></p>	<p><b>For success, the group is as important as the group business enterprise</b></p> <p>The issues of mindset changes alluded to in the main text highlights the fact that capacity building in group dynamics is as important as capacity building in the technical aspects of the enterprise they want to engage in. There is thus a need to further train the groups in group dynamics in the various stages of group development including group forming, storming, norming, performing and adjournment. A strong group can take up varied enterprises and local capacities can make a community amenable to taking up new initiatives and making a success of them. Resilience, i.e. the ability to absorb and recover from shocks, can thus be built-up within the community if the interest groups are strong. Furthermore, the incorporation of cooperatives into programmes brings on board valuable competencies and training materials on how to form and build resilient groups be they cooperatives of other community based organisations.</p>

<b>Context and any related preconditions</b>	Building capacity for collective actions of targeted beneficiaries not only enhances sharing ideas but also pooling together critical resources for success of project intervention.
<b>Targeted users / Beneficiaries</b>	ILO and the implementing partners and government ministries and agencies
<b>Challenges /negative lessons - Causal factors</b>	If not well done, everyone's responsibility becomes no one's responsibility.
<b>Success / Positive Issues - Causal factors</b>	Evidence that groups tend to prosper because they pool resources together and make good of the skills and knowledge that enhances synergies for effective implementation of interventions.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	There is need for skilled personnel to design and implement and support the formation and support to groups

#### Lesson Learnt 5

## ILO Lesson Learned Template

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**Project TC/SYMBOL:** Evaluation of RAF/17/05/FIN

**Name of Evaluator:** Cliff Bernard Nuwakora

**Date:** August–September 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	Provision of IGA inputs are a test of the capacity that has been built  The IGA support to the community groups and individuals should not only be seen as an end in itself. These inputs should also be used to ascertain how well the beneficiaries have internalized the capacity building they receive and test their mindset and resourcefulness to adopt the enterprise they are supported in. This should go some way in negating the mindset wherein beneficiaries simply join groups to get free inputs, that they consume as opposed to investing, unlike them participating for economic growth and sustainability.
<b>Context and any related preconditions</b>	The IGAs being promoted are choice of the beneficiaries who should have at least resources to carry on once the project is ended.

<b>Targeted users / Beneficiaries</b>	Project targeted beneficiaries who stand to benefit financially and materially to the success of the Income generating activities as individuals or households.
<b>Challenges /negative lessons - Causal factors</b>	One of the notable challenges is the ability of the beneficiaries to have the resources to support the IGAs as individuals or the household
<b>Success / Positive Issues - Causal factors</b>	Some beneficiaries have already expressed willingness to expand and diversify their IGAs
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	There was ample support extent to beneficiaries through the implementing partners in terms of technical support and the design on what should be extended and who to implement were well thought out.

## ILO Lesson Learned Template

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**Name of Evaluator:** Cliff Bernard Nuwakora

**Date:** August–September 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<p><b>Brief description of lesson learned (link to specific action or task)</b></p>	<p><b>Voluntarism in community driven development</b></p> <p>The frequent request for rewards for voluntary activities requires clear consensus on what “volunteerism” means for community members and projects. Projects should be clear that their voluntary work is premised on the fact that the volunteers first fulfil their livelihoods and then contribute part of their spare capacity in terms of time and competency to their community. Situations wherein volunteerism translates to full time work leads to demands for full time rewards. The social capital created through volunteerism is so important it should not be overshadowed by material gains. A clear distinction should be made between operational support and being paid to perform a voluntary function for a project.</p>

<b>Context and any related preconditions</b>	Local traditions promote volunteerism to support a common cause and therefore the project found the community members or targeted beneficiaries having the will to contribute time for project activities.
<b>Targeted users / Beneficiaries</b>	The government ministries, department and agencies and of course the project partners
<b>Challenges /negative lessons - Causal factors</b>	Volunteers may not be willing to sacrifice time over and above they have put aside to render a voluntary service. They view volunteering to a funded project beyond a certain period as exploitation and this may attract resentment about similar requests in the future.
<b>Success / Positive Issues - Causal factors</b>	Volunteers feel privileged and valued to contribute to the interventions that benefit them and others of their kind.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	

### ILO Emerging Good Practice Template

**Project Title: Evaluation of Addressing Decent Work Deficits in the Tobacco Sector of Zambia and Tanzania Project (DWiT) Project** **Project**

**TC/SYMBOL: Evaluation of RAF/17/05/FIN**

**Name of Evaluator: Cliff Bernard Nuwakora**

**Date: August–September2020**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p><b>Adoption of consultative processes</b></p> <p>What is notable is that in almost all project interventions, consultative process includes government, workers’ and employers’ organizations. It ensures a firm framework by which all stakeholders including development partners and implementers should work in eliminating child labour and addressing decent work deficits. For example, in Zambia such approach can assist the country meets its targets under Sustainable Development Goals (SDGs) Goal 8: Decent work and economic growth. The process undertaken herein is consistent with the adage that “process protects content”.</p>

<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>Consultative approaches of project key stakeholders-government, workers and employers organizations attract significant buy-in that is so critical in attracting the good will and even resources to sustain project interventions. This is to say if it becomes a norm among stakeholders. However, there are tendencies among government officials to practice it as one off exercise tagging to a project interventions which may water it down.</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p>Stakeholders own the process and become very supportive and therefore embrace the outcomes.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>Changed methods of work and mindsets by the key stakeholders and targeted beneficiaries are incorporated which makes the results sustainable</p>
<p><b>Potential for replication and by whom</b></p>	<p>Government programming and the co-operatives values and trade unions methods of work all embrace consultative processes as quite important for better service delivery.</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>The tripartite approach to delivery of interventions and need to be adaptive and adoption of novel ideas and processes</p>
<p><b>Other documents or relevant comments</b></p>	<p>Very related to labour conventions and programming on decent work deficits</p>

### ILO Emerging Good Practice Template

**Project Title:** Evaluation of Addressing Decent Work Deficits in the Tobacco Sector of  
Zambian and Tanzania Project (DWiT) Project

**Project TC/SYMBOL:** Evaluation of RAF/17/05/FIN

**Name of Evaluator:** Cliff Bernard Nuwakora

**Date:** August–September2020

The following emerging good practice has been identified during the course of the  
evaluation. Further text can be found in the full evaluation report.

GP Element	Text
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<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p><b>Use of the partnerships arrangements in implementation of the project</b></p> <p>At the global and national level, the partnerships were key to conception as well as mobilizing requisite financial and technical personnel to effectively deliver on project outputs. For example, the ILO partnership with WHO and FAO is quite important to marshal critical resources critical for delivery on DWiT. At the local level in Zambia the project engagement of Traditional Leaders to institutionalize actions against Child Labour. Awareness raising became a continuous process and traditional leaders in the communities were active in all the activities undertaken by the project. Local Government Officials participated in Radio Programmes to sensitize the community against Child Labour. They became Combating Child Labour Ambassadors and shared information received on Child Labour with their subordinates –head men and community members. In addition, the traditional leaders also developed Community By laws to combat Child Labour and also set minimum wages for employment in the tobacco farms.</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>Involvement of the traditional leaders highly respected gives a fertile ground for the continuation and entrenchment of the practice. The limitation could be that traditional leaders may assume that their support ends with the project life which may curtail the continuity.</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p>Traditions form an important bed rock for buy-in of any intervention sustainability once clearly and well embedded in project interventions.</p>

<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>Traditional leaders have a changed attitude on how they view child labour and the children and households may be the targeted beneficiaries</p>
<p><b>Potential for replication and by whom</b></p>	<p>The potential for replication is high given the traditional leaders are widespread in both Tanzania and Zambia. The ILO, national governments ministries and agencies, trade unions and cooperatives should take lead to replicate the good practice.</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>Use of the traditional leaders to propagate interventions should be a modus operandi for subsequent interventions by ILO in order to bring about the most significant changes</p>
<p><b>Other documents or relevant comments</b></p>	<p>Traditions and cultural have significant influence if coopted can lead to everlasting changes brought about targeted beneficiaries.</p>

### Annex 3: Data capture tool for effectiveness

RESULT	INDICATOR	TARGET (What the target value is)	Follow-up questions	Respondent	Evaluators Notes.
<b>Immediate Objective 1:</b> Policy coherence and support on decent work in the agriculture sector enhanced through appropriate regulations and monitoring	<b>No. of national level policies/regulations that have been reviewed by 30<sup>th</sup> June 2020</b>	1	Was the target achieved in terms of both the output & its timing?		
			How was the review process conducted		
			What weakness and gaps can be noted in the way the review process was handle? For example, was the process participatory, cost effective, etc.		
			What factors could have facilitated/hinder the achievement of the results on this indicator?		
			How useful in relation to the set outcome has the project performance on this indicator been?		
			Reviewer's personal observations & conclusions		
	<b>No. of Bylaws at community level</b>	2	Was the target achieved? Get evidence (copies of those bylaws)		

	that have been developed/reviewed by 30 <sup>th</sup> June 2020		How were the review/development processes? Was it by consultant or internal structure		
			How participatory was the process?		
			Are there any accruing benefits so far?		
			What gaps/ needs are still prevalent in regard to this indicator?		
			Interviewer's comments		
<b>Outputs 1.1:</b> Tools and mechanisms to inform policy and regulatory frameworks developed	No. of assessments carried to inform policy and regulatory frameworks by 30 <sup>th</sup> June 2020	2	Adduce evidence from the report (when were the assessments done & by who)		
			How have the results been used to inform the policy?		
			What do stakeholders have to say on the procedure of conducting the assessments?		
			What more needs to be done		
	No. of mechanisms developed to inform policy and regulatory	1	Was the target achieved, provide evidence		
			Is it still functional? Provide evidence		

	frameworks by 30 <sup>th</sup> June 2020		What are the strengths & weaknesses of such a mechanism?		
			What more is needed to strengthen the mechanism?		
			Interviewer's comment		
<b>Output 1.2:</b> Capacities and Child Labour monitoring systems strengthened	No. of Labour Officials trained on Labour Inspections, child labour monitoring, Regulatory Framework and OSH by 30 <sup>th</sup> June 2020	100	The actual numbers trained How was the training conducted?		
			How efficient was the training (Compare actual cost Vs budget)		
			What lessons can be drawn from the training arrangements. Explore key facilitators & inhibitors		
			How useful has the training been?		
	No. of mechanisms/measures established to enhance child labour monitoring by 30 <sup>th</sup> June 2020	1	Explore the availability, No & effectiveness of the mechanisms		
			What challenges are the mechanisms facing?		
			What more is required to make the mechanisms more functional & effective?		

<b>Output 1.3: Government official are engaged to combat child labour, forced labour and to address other decent work</b>	No. of events to review and disseminate relevant national labour and employment policies among government	2	Was the target achieved? Capture the dates of the events?	Project Staff Government officials	
			How were the events organised?		
deficits in the tobacco sector	officials by 30 <sup>th</sup> June 2020		Are there any fruits?		
			With some evidence, to what extent are the gov't officials engaged in addressing decent work deficits?		
			What more gaps are still prevalent in having gov't officials fully engaged in combating decent work deficits?		
	No. of engagements on OSH and other decent work deficits among key stakeholders held by 30 <sup>th</sup> June 2020	5	Ascertain the actual No of engagements with evidence (dates)		
How were the engagements organised?					
What results have so far accrued or likely to accrue from the engagements?					

			What gaps in the OSH are still prevalent?		
			What more is required to address the gaps?		
<b>Output 1.4:</b> Enhanced community level Policy dialogue and awareness raising	No. of awareness raising events/activities on child labour and other decent work deficits conducted in target communities by 30 <sup>th</sup> June 2020		How many have actually be conducted & the population reached?		
			What results can so be attributed to the awareness raising activities supported by the project? (A nice verbatim would be appreciated)		
			Is there any more need for support on awareness raising?		
	No. of Policy Dialogues conducted at community level by 30 <sup>th</sup> June 2020		Actual number of policy dialogues held?		
			What the strengths & weaknesses in the organisation of the dialogues?		
			What specific results have accrued or likely to accrue from these dialogues?		
			What gaps in community level policy dialogue still need redress?		

<b>Immediate Objective no. 2: Social partners with strengthened capacity to promote social dialogue</b>	<b>No. of capacity building activities conducted by social partners to their members and other stakeholders by 30<sup>th</sup> June 2020</b>	6	Actual capacity building activities conducted.		
			What capacity building methodologies have been adopted?		
			What are the weaknesses & strengths of the above methodologies?		
			What more capacity building needs are still prevalent?		
<b>Output 2.1: Enhanced capacities of tripartite constituents and other key actors to address decent work deficits through Social Dialogue</b>	<b>No. of training/awareness sessions on social dialogue conducted by 30<sup>th</sup> June 2020</b>	3	Actual number of trainings held		
			Of what benefit have these sessions been?		
			To what extent can these sessions be sustained beyond the project life span?		
			What are the perceived strengths & weaknesses of the training & awareness sessions?		
	<b>No. of dialogue meetings held among social</b>	3	Actual number held		
			What key results are accruing to these dialogues?		

	partners by 30 <sup>th</sup> June 2020		What key gaps and weaknesses are still inherent in the dialogues?		
			What more support is needed?		
<b>Output 2.2</b> Strengthened capacities of selected farmers' organizations to address decent work deficits	No. of farmer organizations addressing decent work deficits, by 30 <sup>th</sup> June 2020	2	Actual number		
			What specific activities are these organisations undertaking?		
			What are the key achievements registered so far?		
			What challenges are they still facing?		
	No. of cooperatives/clubs supported to facilitate social dialogue by 30 <sup>th</sup> June 2020	2	Actual cooperatives/clubs supported		
			How have these clubs facilitated social dialogue?		
			What results can be show cased from the work of these clubs?		
No. of training tools for farmers developed.	2	Evidence that the target was achieved			
		Through which processes were the tools developed?			

			To what extent are the tools being used & why?		
			How helpful have the tools been?		
	No. of participants trained using the tools	43			
<b>Output 2.3</b> Strengthened capacities of small-holder farmers and plantation workers to address decent work deficits	No. of small holder farmers sensitized on the role of Cooperatives in addressing decent work deficits in Agriculture by 30 <sup>th</sup> June 2020	30	Evidence of the target having been achieved?		
			How was the training organised & conducted? Was this the most appropriate methodology?		
			How beneficial has the training been?		
			What more needs to be done to realise the output level result?		
<b>Immediate Objective no. 3:</b> Tobacco-growing communities are assisted to address decent work deficits and to transition to alternative livelihoods	<b>No. of community members with knowledge on alternative livelihoods by 30<sup>th</sup> June 2020</b>	50	Evidence to confirm achievement of the targets?		
			How has the acquired knowledge transformed livelihoods in the community?		
			What are the remaining barriers to the achievement of the desired results?		

<b>Output 3.1</b> Strengthened knowledge and skills on alternative livelihoods among tobacco-growing communities	No. of alternative livelihoods identified for possible adoption by small scale farmers by 30 <sup>th</sup> June 2020	3	Evidence to confirm the achievement of the target?  How many farmers have adopted the alternative livehoods?  What factors are favouring or hindering effective adoption?  What more support can be provided?		
	No. of small-scale farmers and/or groups that are involved in alternative livelihood by 30 <sup>th</sup> June 2020	12			
	No. of information sharing sessions held on alternative livelihoods	5	Evidence to confirm attainment of the target		
			How many people have been reached through such sessions?		
			Are there changes in behaviour & practices as a result of these sessions?		
			What strengths & weaknesses are inherent in the information sharing sessions		

	No. of consultative/information sharing sessions on alternative livelihood attended by ILO by 30 <sup>th</sup> June 2020	3	Evidence to confirm attainment of the targets		
<b>Immediate Objective no. 4:</b> Partnerships are promoted for a sustained implementation of the ILO integrated strategy to address decent work deficits in the tobacco sector	<b>No. of partnerships established at community, district and national levels by 30<sup>th</sup> June 2020</b>	5	Evidence to confirm achievement of the target.  Functionality of the established partnerships  Specific contribution of the established partnerships  Strengths & weaknesses of established partnerships  Strategies necessary for strengthening partnerships		
<b>Output 4.1</b> National consultations are held on resource mobilization	No. of organisations/institutions engaged on resource mobilization by 30 <sup>th</sup> June 2020	10	Evidence to confirm target achievement		
			Strengths & weaknesses of resource mobilization arrangements		
			Key achievements registered so far		
			What more support is necessary for enhanced resource mobilization		

<b>Output 4.2</b> Public and private partners are mobilized to support tripartite efforts	No. of development partners identified/mapped by 30 <sup>th</sup> June 2020	10	Evidence for target attainment Specific initiatives undertaken to mobilize PP to support tripartite efforts		
	No. of partners supporting efforts to address decent work deficits by 30 <sup>th</sup> June 2020	2	Evidence for target attainment		
			Specific support being provided by partners		
<b>Output 4.3</b> A Partners' Round Table to promote decent work in agriculture is operational at national level	No. of decent work Coordination Meetings held by 30 <sup>th</sup> June 2020	5	Evidence for target attainment		
			Capture information about the entire coordination arrangement		
			How beneficial have the meetings been?		
			What weaknesses & strengths are inherent in the coordination mechanisms		
<b>Output 4.4</b> Knowledge and experiences drawn from project implementation are documented	No. of good practices and lessons documented by 30 <sup>th</sup> June 2020	4	Evidence for target attainment		
			Mechanisms available to share the lessons & best practices		
			Any evidence for replication		
<b>Output 4.5</b> Knowledge and experiences drawn from project implementation are	No. of knowledge sharing activities	4			

shared with relevant national, regional and global actors	implemented by 30 <sup>th</sup> June 2020				
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Annex 4: Key informant Interview guide for Project personnel

**Project Name:**.....

**Level: Management/ Policy/ Implementation**.....

**Category:** ILO Staff  **Implementing Partner**

**Office**.....

**Position** .....

**General Mandate of the office**.....

**Specific role of the Office/Officer in the project implementation** .....

.....

**Duration with the Organisation**.....

**Date of the Interview**.....

**Mode of Interview:** Virtual  **Physical**

**Relevance**

- What role did you/your office play in the formulation of this project?
- What informed the design of the project?
- To what extent would you say that the project formulation processes were participatory & inclusive?
- In your opinion, was the problem being addressed appropriately identified and analysis? What has been the effect on the project design & implementation?
- What strengths/ weakness are noticeable in the project formulation processes
- What initiatives were undertaken to ensure project’s enhanced alignment with ILO’s Mandate, national & global development frameworks
- In your opinion, to what extent was the project design & implementation aligned with national and international development frameworks?
- In the light of the need/project which the project is addressing Vis-à-vis the project outputs and implementation strategy, to what extent is/has the project been able to adequately responding/responded to the identified need/problem?
- With some examples, do you think women, men & youth have participate and/or benefited equitably in/from the DWiT project?

- Which population category (PWDs, Children, Elderly, Women etc) have been left out and how best can such categories be incorporated in the next implementation cycle?
- What have you liked/disliked most about the DWiT project design, management & implementation? *(discuss these aspects separately in order not to loose any data)*
- If this project is to be extended or replicated in another place, what more interventions should be considered if the problem being addressing to be holistically addressed. Capture justifications for the proposals.
- What key lessons can be drawn from the project design phase?

### Effectiveness

- What do you consider to the key achievements of the DWiT project?. Specific probe for how the project has changed the way of life in the respondent's perspective.
- What key opportunities for holistic transformation has the project harnessed/missed in its efforts to achieve its aspirations (explore partnership potentials etc)
- To what extent do you believe that the project achievements would be sustained over time?
- In your opinion, what factors could have favoured or hindered the project to performance better.
- How can such factors be harnessed or addressed
- Specifically, how has COVID-19 affected the project?
- How can such effects be mitigated both for this project and similar others in future?

**For detailed discussion of effectiveness, refer to the data capture tool extracted from the results framework**

### Efficiency

- In your experience with the project, have the project resources been adequate? What has been the effect of resource adequacy on project implementation?
- In the way the project has been designed and delivered, which aspect do you considered to have had efficiency gains/ ensured good use of resources?
- In which areas do you think the project could have unnecessarily lost some resources & how can such areas be strengthened?
- What factors could have affected the project's ability to appropriately use its resources?
- Discuss the key lessons learnt & options for improvement.

## Sustainability

- According to you, is there any potential in government/district/community structures to continue with some of the project activities after the closure of project funding by ILO? (Capture detailed justification)
- Which components of the project do you consider to be more sustainable and why? (explore: Programme, financial, institutional, environmental aspects of sustainability)
- What factors would compromise project benefit sustainability?
- How can sustainability of the results be ensured?

## Annex 5: Key informant Interview guide for Government officials

**Project Name:**.....

**Stakeholder Category (National, District/Community)**.....

**Name of Institution**.....

**Position of the respondent in the Institution**.....

**Institution's general Mandate**.....

**Specific role of the institution in the project implementation** .....

**Date of the Interview**.....

### Relevance

- How was your institution/department/office selected to participate/benefit from the DWiT project?
- To what extent is the DWiT project intervention aligned with the mandate of your institution/department/office?
- Was your office involved in the design processes of the DWiT project? Explain how the project was introduced in your institution.
- In your opinion, to what extent is the DWiT project aligned national development aspiration and priorities?
- In the light of the need/project which the project is addressing Vis-à-vis the project outputs and implementation strategy, to what extent do you is/has the project been able to adequately respond to the need/problem?
- With some examples, do you think women, men & youth have participate and/or benefited equitably in/from the DWiT project?
- Which population category (PWDs, Children, Elderly, Women etc) have been left out and how best can such categories be incorporated in the next implementation cycle?
- What have you liked/disliked most about the DWiT project design, management & implementation?  
*(discuss these aspects separately in order not to lose any data)*
- If this project is to be extended or replicated in another place, what more interventions should be considered if the problem being addressing to be holistically addressed. Capture justifications for the proposals.

### Effectiveness

- Are you aware of the specific project outputs and outcomes to be delivered?

- How has information about the project been shared with the stakeholders in your institution/department/office.
- What do you consider to be the key achievements of the DWiT project?. Specific probe for how the project has changed the way of life in the respondent's perspective.
- What key opportunities for holistic transformation has the project harnessed/missed in its efforts to achieve its aspirations (explore partnership potentials etc)
- To what extent do you believe that the project achievements would be sustained over time?
- In your opinion, what factors could have favoured or hindered the project to perform better.
- How can such factors be harnessed or addressed

### Efficiency

- In the way the project has been designed and delivered, which aspect do you consider to have had efficiency gains/ ensured good use of resources?
- In which areas do you think the project could have unnecessarily lost some resources & how can such areas be strengthened?

### Sustainability

- According to you, is there any potential in government/district/community structures to continue with some of the project activities after the closure of project funding by ILO? (Capture detailed justification)
- Which components of the project do you consider to be more sustainable and why?
- What factors would compromise project benefit sustainability?
- How can sustainability of the results be ensured?

## Annex 6: FGD guide for beneficiaries

Project Name:.....
District.....
FGD Participants Category (Youth, women etc .....
Name of the group.....
FGD Venue.....
Specific role of the group in the project implementation .....
Date of the Interview.....

### Relevance

- How was your group/association selected to participate/benefit from the DWiT project?
- To what extent is the DWiT project intervention aligned with the objectives of your group/association?
- How did you come to know about this project?.
- Was the DWiT project needed in this community? Give some highlights of the problem that led to the design and implementation of the project in this community.
- In your opinion, to what extent is the DWiT project aligned national development aspiration and priorities?
- In the light of the need/project which the project is addressing Vis-à-vis the project activities, to what extent is/has the project been able to adequately respond to the need/problem?
- With some examples, do you think women, men & youth have participate and/or benefited equitably in/from the DWiT project?
- Which population category (PWDs, Children, Elderly, Women etc) have been left out and how best can such categories be incorporated in the next implementation cycle?
- What have you liked/disliked most about the DWiT project design, management & implementation?  
*(discuss these aspects separately in order not to loose any data)*
- If this project is to be extended or replicated in another place, what more interventions should be considered if the problem being addressing to be holistically addressed. Capture justifications for the proposals.

## Effectiveness

- Are you aware of the specific project outputs and outcomes to be delivered?
- How has information about the project been shared with the population in your communities?.
- What do you consider to be the key achievements of the DWiT project?. Specific probe for how the project has changed the way of life in the participants' perspective.
- What key opportunities for holistic transformation has the project harnessed/missed in its efforts to achieve its aspirations (explore partnership potentials etc)
- To what extent do you believe that the project achievements would be sustained over time?
- In your opinion, what factors could have favoured or hindered the project to perform better.
- How can such factors be harnessed or addressed

## Efficiency

- In the way the project has been designed and delivered, which aspects do you consider to have ensured good use of resources?
- In which areas do you think the project could have unnecessarily lost some resources & how can such areas be strengthened?

## Sustainability

- According to you, is there any potential in government/district/community structures to continue with some of the project activities after the closure of project funding by ILO? (Capture detailed justification)
- Which components of the project do you consider to be more sustainable and why?
- What factors would compromise project benefit sustainability?
- How can sustainability of the results be ensured?

## Annex 7: References

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- A gender Sensitive Communication Strategy to raise Awareness and Advocate for decent Work in Agriculture particularly in Tobacco Growing Communities of Urambo and Tabora Municipal Council.
- Addressing Decent Work Deficit in the Tobacco sector of Tanzania Project Report of Institutional and Capacity Need Assessment of Cooperative Entities and Cooperative Support Organisations in the Tobacco Growing Communities (July 2020)
- ILO Technical Summary Report on the Project to address the Decent Work Deficits in the Tobacco sector in Tanzania , August 2020
- TDFT Technical report on Addressing Decent Work Deficit in the Tobacco sector in Urambo District Tanzania (August 2020)
- JIDA Technical report on Addressing Decent Work Deficit in the Tobacco sector in Tabora District, Tanzania. (August 2020)

## Annex 8: Abridged list of respondents

### Zambia

No.	Contact Person	Position	Organisation
1	Mr. George Okutho	Director	ILO Country Office, Zambia, Malawi and Mozambique
2	Mr. Chanda Kaziya	Permanent Secretary	MLSS
3	Mr Vincent Chiyabi	Chiefs Affairs Officer	Ministry of Chiefs Affairs
4	Mr. Harrington Chibanda	Executive Director	Zambia Federation of Employers
5	Mr. Luke Makinishi	Director Workers Education	Zambia Congress of Trade Unions
6	Ms. Mirriam Mwiinga	Programme Manager	Young Women Christian Association (YWCA)
7	Mr. David Ponga	Project manager	Jesus Cares Ministries (JCM)

**Tanzania**

<b>No.</b>	<b>Contact Person</b>	<b>Position</b>	<b>Organisation</b>
1	Glory	Program Officer	ILO
2	Mr. Frank John Chalamila	Director of Education and Training	TUCTA
3	Ms. Joyce Nangai-Ibengwe	Heads of Projects	ATE
4	Eng. Alex Ngata	Director Health and safety.	OSHA
5	Mr. Revelian S. Ngaiza	Policy Advisor and National Coordinator Youth involvement in Agriculture	Ministry of Agriculture
6	Seif Salumu	Executive Director	Tabora Municipal Council
7	John Mbele	Executive Director	JIDA
8	Dotto Mwalembe	Cooperative regulatory service officer and the focal person to eliminate child labour in tobacco growing areas.	TTB
9	Dick L. Mlimuka	Executive Director	TDFT
10	Baraka M. Zikatimu	District Executive Director	Tabora District Council
11	Gerson Nyadzi	National Project Coordinator Tanzania	ILO
12	John Banda	National Project Coordinator Zambia	ILO
13	Mrs Wangui Irimu	Project Manager/CTA DWiT Project	ILO
14	Soho Alexandre	ILO Geneva	ILO
15	Beytullayer Elvis	ILO Geneva	ILO
16	Davila Andrea	ILO COOP	ILO



*Annex 9: Data collection Schedule (Zambia)*

<b>Date</b>	<b>Time</b>	<b>Activity</b>	<b>Contact Person</b>	<b>Comment</b>
Monday- Thursday 10-13 August 2020		Literature review, drafting of inception report		
Friday 14 August 2020		Send in inception report		
Monday 17 August		ILO review the Inception Report		
Tuesday 18 August 2020		Consultants update Inception Report taking into account comments from ILO		
Wednesday 19 August 2020	09:00hrs -10:30 hrs	Consultations with ILO Project Staff.	John Banda	Mainly virtual meetings
	11:30 – 13:00 hrs	Consultations with Ministry of Labour and Social Security.	Mr. Mukobe and Mrs. Kasanda	
	14:30 – 16:00	Consultation with Jesus Cares Ministries (JCM)	Mrs. Katai or Mr. David Ponga	
Thursday 20 August 2020	09:00hrs -10:30 hrs	Consultations with Zambia Congress of Trade Unions (ZCTU)	Mr. Luke Makinishi	
	11:30 – 13:00 hrs	Consultations with Zambia Federation of Employers(ZFE).	Mr. Harrington Chibanda	
	14:30 – 16:00	Consultation with Young Women Christian Association (YWCA)		

Date	Time	Activity	Contact Person	Comment
Friday 21 August 2020	09:00hrs -10:30 hrs	Consultations with whoever won't be met on Wednesday and Thursday.  Or the Cooperatives Department-Ministry of Commerce, Trade and Industry (MCTI)	Mr. Maketo (260978303384)	
	11:30 – 13:00 hrs	Consultations with ILO Director and Programme Unit.	Gerald Tembo	
	14:30 -15:30 –	Consultations with the Consultant documenting the Project's Good Practices	Victor Mensah	
Sunday, 23 <sup>rd</sup> Aug	15:00-16:00hrs.	Debrief with Kaoma ILO Officer and YWCA	Raphael Chikwampu & Mui	Discuss project status
Monday, 24 <sup>th</sup> Aug	08:00-09:00 hrs.	Travel to the field in Kaoma	Raphael & Mui	Discuss project status
	09:00-10:00 hrs.	Meeting with Kanabilumbu Community Child Labour Committee (CCLC)	CCLC Chairperson	Discuss project status
	11:00-12:00 hrs.	Meeting with Kajejeje CCLC, beneficiaries of School Uniforms & Youths	Kajejeje Chairperson	Discuss project status
	14:00-15:00 hrs.	Meeting with Mulalila CCLC, beneficiaries of School Uniforms & Youths	Mulalila Chairperson	Discuss project status
	15:00-16:00 hrs.	Travel back to Kaoma	Raphael & Mui	Discuss project status

Date	Time	Activity	Contact Person	Comment
Tuesday, 25 <sup>th</sup> Aug	08:00-08:30 hrs.	Pay a Courtesy Call on the District Commissioner (DC)	Raphael Chikwampu	Introduce Consultants to DC
	08:30-09:30 hrs.	Meeting with DCLC	Eddie Makasa	Discuss project status
	10:00-11:00 hrs.	Meeting with Kaoma District Agriculture Coordinator	Ms. Isabel	Discuss project status
	11:30-12:30 hrs.	Meeting with Kaoma Nkeyema Tobacco Farmers Association	Mr. Mushoke	Discuss project status
	14:00-15:00 hrs.	Meeting with His Royal Highness Senior Chief Naliele in Kaoma	The Imangambwa (Senior Induna)	Discuss project status
	16:00-17:00 hrs.	Debrief and/or validate field information and plan for next day	Raphael & Mui	Clarify any grey areas
Wed, 26 <sup>th</sup> Aug.	07:00-08:00 hrs.	Travel to Nkeyema	Raphael & Chibbela	
	08:00-08:30 hrs.	Pay a Courtesy Call on DC	Raphael & Chibbela	Introduce Consultants to DC
	08:30-09:00 hrs.	Travel to Shimano	Chibbela	Discuss project status
	09:00-10:00 hrs.	Meeting with Shimano CCLC, SHGs, Traditional Leaders & Youths	Chibbela	Discuss project status

Date	Time	Activity	Contact Person	Comment
	10:30-11:30 hrs.	Meeting with one community group that did not continue with IGAs in Kambwize	Chibbela	Learn more on why they could not continue
	11:30-12:30 hrs.	Travel to Kamungomba	Chibbela	Discuss project status
	12:30-14:00 hrs.	Meeting with Kamungomba CCLC, SHGs , Traditional Leaders & Youths	Chibbela	Discuss project status
	14:30-15:30 hrs.	Meeting with Kamasis CCLC, SHGs, Traditional Leaders & Youths	Chibbela	Discuss project status
	15:30-16:00 hrs.	Travel to Nkeyema Boma	Chibbela	Discuss project status
Thur, 27 <sup>th</sup> Aug.	08:00-09:00 hrs.	Travel to Chief Kakumba	Chibbela	Discuss project status
	09:00-10:00 hrs.	Interview with Chief Kakumba	Chibbela	Discuss project status
	10:00-11:00 hrs.	Travel to Munkuye (Nkeyema)	Chibbela	Meet selected project stakeholders
	11:00-12:00 hrs.	Meeting with Nkeyema District Education Board Secretary (DEBS)	Ms. Nakweti	Discuss project status
	12:00-13:00 hrs.	Meeting with Nkeyema DACO	Mr. Njovu	Discuss project status
	14:00-15:00 hrs.	Meeting with JCM	Mr. Chibbela	Discuss project status
	15:00-16:00 hrs.	Debrief and/or any follow-ups	Raphael & Chibbela	Discuss field experience

Date	Time	Activity	Contact Person	Comment
Friday, 28 <sup>th</sup> Aug	08:00 hrs.	Departure for Lusaka		

## Annex 10: Data collection Schedule (Tanzania)

**COUNTRY SPECIFIC DATA COLLECTION ACTION PLANS FOR DWIT FINAL EVALUATION TANZANIA: 10-31<sup>ST</sup> AUGUST 2020**  
**TZA/18/01/RBS (107048) - DECENT WORK DEFICITS IN THE TOBACCO SECTOR OF TANZANIA ADRESSED**

DATE	ACTIVITY	TIME	ORGANIZATON/C COMMUNITY	VENUE	CONTACT PERSON	STATU S
10 <sup>th</sup> – 16 <sup>th</sup> , lit review	virtual meetings		Evaluation Team, Project team	Virtual	Evaluation Manager Project Manager NPC	
	Literature review, Inception		Evaluation Team – Initial meeting	N/A	Charles Munene/Fidelis	
17 <sup>th</sup> August Monday	Making prearrangement for consultation with stakeholders	08:30 – 13: 00	Evaluation Team	N/A	N/A	
	Lunch Break	13:00 – 14: 00	Evaluation team	N/A	N/A	
	Working on comment form ILO on Inception report.	14:00 – 17:00	Evaluation Team	N/A	N/A	
18 <sup>th</sup> August Tuesday	Briefing	08:30 – 12:00	ILO	Virtual	NPO/PU – Team	
		12:00 – 13:00	Lunch			

	Stakeholder meetings in Dar es Salaam	14.00-15:30	Trade Union Congress of Tanzania (TUCTA)	TUCTA	Ag SG/Chalamila	
19 <sup>th</sup> August Wednesday	Stakeholder meetings in Dar es Salaam	08:00 – 11:00	Association of Tanzania Employers (ATE)	ATE HQ	ED/Joyce Nangai	
		12:00 -13:00	Lunch			
		14.00-15:30	Occupational Safety and Health Authority (OSHA)	OSHA	CEO/Eng Ngata	
		15.30 – 17:00	Follow-up with ILO or any partner, Skype call with ILO Director	ILO		
20 <sup>th</sup> August Thursday	Travel	06:00:07:30	Travel to Dodoma			
	Stakeholder meetings in Dodoma	09:30 – 12:30	Meeting with Permanent Secretary (PS)-PMO-LYED	PS PMO-LYED	Mwalwisi	
		13:00- 14:00	Lunch			

		14:00 – 15:30	Meeting with Labour Commissioner (PMO-LYED)	LC's office	Mwalwisi	
21 <sup>st</sup> August Friday	S/holder meetings in Dodoma	08:00 – 10:00	Ministry of Agriculture (Cooperative)	Kilimo 4	Ayoub/PS	
		11:00- 13:00	Meeting with Tanzania Research Institute (TARI)	TARI HQ Office	Dr Mkamilo	
		16:00 – 17:00	Travel back to Dar		Team	
22 <sup>nd</sup> August Saturday	Eval Team	08:30 – 17:00	Reports drafting/ preparing for the s/holders meeting		Team	
23 <sup>rd</sup> August Sunday	Eval Team		Travel to Tabora		Team	

DATE	ACTIVITY	TIME	ORGANIZATON/COMMUNITY	VENUE	CONTACT PERSON	STATUS
24 <sup>th</sup> August Monday	Stakeholder meetings in Tabora.	08:00 – 10:00	Meeting with TUCTA regional level (TPAWU, CHODAWU, TAMICO)	TPAWU office	Mr Gogo	
		10:15 – 11:30	Meeting with Tobacco Board	TTB HQ	Ms Firmina Hurbert	
		11:30 – 13:00	Meeting with TDFT (NGO Implementing Partner)	TDFT HQ	Mr Mlimuka	
		13:00 – 14:00	Lunch			
		14:00 – 16:00	Meeting with JIDA (NGO Implementing Partner)	JIDA HQ	Mr Mbele	
25 <sup>th</sup> August Tuesday	Stakeholder meetings in Tabora.	08:00 – 12:00	Meeting with Municipal Director; MTAKUWWA	Selected villages	Mlimuka/Mbele	
		13:00 – 17:00	Field visit to villages for activities implemented by NGOs	Selected villages	Mlimuka/Mbele	
26 <sup>th</sup> August Wednesday		08:30 – 17:00	Field visit to villages for activities implemented by Government	Tabora MC	Ms Mgaya	
27 <sup>th</sup> August Thursday	S/holder meetings in Urambo District Council	08:00 – 9:00	Travel to Urambo district		Team	
		10:00 – 12:00	Meeting with District Executive Director; MTAKUWWA	Urambo DC	Director/Mr Lulandala	
		12:00 – 13:00	Lunch			
		14:00 – 17:00	Field visit to villages		Mr Lulandala	
28 <sup>th</sup> August Friday	Evaluation team member		Field visit to villages			

29 <sup>th</sup> August Saturday	Evaluation team member	08:00 – 17:00	Follow Meetings (if necessary)/Report writing			
30 <sup>th</sup> August Sunday	Evaluation team member		Travel back to Dar			