
MOZAMBIQUE DECENT WORK COUNTRY PROGRAMME (2011-2015)

FINAL REPORT

by

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ACRONYMS

ASSOTSI	Associação dos Trabalhadores do Sector Informal [Association of Informal Sector Workers]
CCT	Comissão Consultiva do Trabalho [Labour Advisory Commission]
CNDH	Comissão Nacional dos Direitos Humanos [National Human Rights Commission]
CONSILMO	Confederação Nacional dos Sindicatos Independentes e Livres de Moçambique
CPR	Country Program Review
CTA	Confederation of Trade Associations in Mozambique
DWA	Decent Work Agenda
DWAA	Decent Work Agenda in Africa
DWCP	Decent Work Country Programme
EEFP	Employment and Vocational Training Strategy
ENSSB	Estratégia Nacional de Segurança Social Básica [National Strategy on Basic Social Security]
IEC	Information, Education and Communication
IGT	Inspecção Geral do Trabalho [Labour General Inspectorate]
ILO	International Labour Organization
INAS	Instituto Nacional de Acção Social [National Institute of Social Action]
INEFP	Instituto Nacional do Emprego e Formação Profissional [National Institute for Employment and Professional Training]
INSS	Instituto Nacional de Segurança Social [National Institute for Social Security]
IPEME	Instituto de Pequenas e Médias Empresas [Institute of Small and Medium Enterprises]
KOICA	Korean International Cooperation Agency
M&E	Monitoring & Evaluation
MDG	Millennium Development Goals
MIC	Ministério da Indústria e Comércio [Ministry of Industry and Commerce]
MINED	Ministério da Educação [Ministry of Education]
MINJUS	Ministério da Justiça [Ministry of Justice]
MINT	Ministério do Interior [Ministry of Home Affairs]
MITRAB	Ministério do Trabalho [Ministry of Labour]
MITUR	Ministério do Turismo [Ministry of Tourism]
MMAS	Ministério da Mulher e Acção Social [Ministry of Women and Social Action]
MSME	Micro, Small and Medium Enterprises
NAC	National AIDS Council
OTM	Organização dos Trabalhadores de Mozambique
PARPA	Plano de Acção para a Redução da Pobreza Absoluta
PERPU	Programa Estratégico para a Redução da Pobreza Urbana
PIREP	Programa Integrado da Reforma da Educação Profissional [Integrated Programme for the Reform of Professional Education]
PNAETI	Plano Nacional de Acção para a Eliminação do Trabalho Infantil [National Plan of Action for the Elimination of Child]
PWD	People With Disabilities
SIME	Sistema de Informação sobre o Mercado de Trabalho [Labour Market Information System]
SISSMO	Sistema de Informação da Segurança Social em Moçambique [Mozambique Social Security Information System]
SNQF	Sistema Nacional de Qualificações e Formação Profissional [National System for Qualifications and Professional Training]

EXECUTIVE SUMMARY

Currently 47 countries in Africa have developed and adopted *Decent Work Country Programmes*, with some entering their second generation. DWCPs promote decent work as a key component of national development strategies, while assembling ILO's knowledge, instruments, advocacy and cooperation at the service of its (tripartite) constituents. Each DWCP is developed around a limited number of country programme priorities and outcomes. According to its principles the country programmes priorities and outcomes reflect the strategic results framework of the ILO, adapted to national situations and priorities.

In Mozambique, three priorities were identified for the Decent Work Country Programme (2011-2015):

- Priority 1:** Poverty Reduction through Creation of Decent Work with special focus on Women, Young People, People with Disabilities, and People infected and affected by HIV/AIDS
- Priority 2:** Extension of Social Protection to All
- Priority 3:** Strengthening Fundamental Principles and Rights at Work through Social Dialogue mechanisms at all levels, with emphasis on Women, Young People, People with Disabilities and People infected and affected by HIV/AIDS

As the DWCP has surpassed its mid-point of implementation there is a need to undertake a Country Program Review (CPR), as a mean to take stock of the achievements, challenges and lessons learnt. The general approach followed was a retrospective and participatory methodology which sought to a) reconstitute, through relevant documentation, the rationale behind the programme and initially designed implementation standards (desk review); and b) engage people involved both in the design as well as in the implementation stages to build a general understanding of the programme's past and future performance (semi-structured interviews with key informants).

Data analysis was accomplished through a triangulation process that would consider all the different sources of information. Final report writing combined the requests contained in the Terms of Reference with basic evaluation criteria as defined by OECD. In simple terms that criteria includes *relevance* – as the extent to which intervention's objectives are consistent with beneficiaries' requirements, needs and/or priorities –, *effectiveness* – to address to what extent have the results been attained –, *efficiency* – identifying the resources employed and its respective management for the intended result –, *impact* – discussing the relationship between specific and overall objectives –, and *sustainability* – the continuation of achieved results overtime.

The CPR has found that the DWCP in the context of Mozambique's social and economic landscape is relevant and responds to the national priorities. The design of the DWCP was participatory and was aligned with national priorities as reflected in specific strategic documents. Nonetheless the programme implementation was characterized by three major features:

- a) Different understanding on the nature of the Programme: to express the different perceptions of the Tripartite Constituents on the Programme;
- b) Lack of clarity on roles and responsibilities: a number of stakeholders could not take action and implement activities; and
- c) Issues regarding leadership, ownership and management: leaving the programme with little capacity to account for its progress.

Over the course of implementation of the DWCP, Mozambique has experienced some major achievements particularly in terms of jobs creation and legislation on investments and hygiene, safety and health. Other results include the rise in the Social Security and Social Protection coverage. Arbitration and Mediation Commissions were expanded to the provinces and districts, resulting in an increased capacity to address labour disputes at the national level. These achievements could not be attributed to the DWCP as a result of the programme's lack of a monitoring mechanism.

Three recommendations were noted during the CPR as follows:

⇒ Raise awareness on the DWCP, the concept and how it relates to the country's development priorities, share examples on how other countries in the region are implementing the DWCP and to re-assess stakeholder commitment to the realisation of the objective of the DWCP. Following stakeholder commitment to implementing the DWCP, an action plan can be drafted, with clear and practical programme monitoring framework (explore potential of setting up a small implementation and management unit).

⇒ Jointly (tripartite partners) revisit the programme document and design a plan – including assigned roles and responsibilities - for the remaining period of implementation.

⇒ The ILO has to design a communication strategy that aims at increasing the knowledge about the ILO office among partners in Mozambique, perhaps building on the its intervention in other parts of the world.

I. INTRODUCTION

Africa, among other challenges faces particular ones in the labour market, some of which include the weakness of the public and private sectors, the increasing size of the urban informal economy, mismatched skills supply, low levels of productivity and the lack of modernization and/or transformation of the rural sector. In response to the challenges faced in the continent, the *Decent Work Agenda in Africa: 2007-2015*¹ was formulated, based on the International Labour Organization's overall Decent Work Agenda.

At the country level, Decent Work Country Programmes (DWCPs) are developed as vehicles through which ILO's Member States together with Workers' and Employers' Organizations coordinate and effectively implement various programmes and strategies aimed at enhancing Decent Work for All. DWCPs are aligned to the national development plans, poverty reduction strategies and United Nations Development Frameworks. DWCP's are a framework to coordinate, harmonize and align technical assistance and financial resources around an achievable set of priority outcomes which are prioritized and selected at the country level. DWCPs promote decent work as a key component of national development strategies, while assembling ILO's knowledge, instruments, advocacy and cooperation at the service of its (tripartite) constituents. Currently 47 countries in Africa have developed and adopted *Decent Work Country Programmes*, with some entering their second generation. At the SADC level, there is a sub-regional DWCP which has been adopted that reflects the combined priorities of all members.

Each DWCP is developed around a limited number of country programme priorities and outcomes. According to its principles the country programmes priorities and outcomes reflect the strategic results framework of the ILO, adapted to national situations and priorities.

The Mozambique DWCP was approved in 2011 after a consultative process that involved, the Government, employers' and workers' organizations and other stakeholders; with the ILO's technical assistance. The programme was aligned to the Government Five-Year Plan (2010-2014), the Poverty Reduction Strategy (PARP 2011-2014) – which sets employment as one of its three priorities -, and with the Employment and Vocational Training Strategy (EEFP).

The overall objective of the DWCP is to “contribute to the national priorities of inclusive sustainable growth and poverty reduction by promoting decent work opportunities for all”; with particular attention to disadvantaged groups like young people, women, people with disabilities and people infected and affected by HIV and AIDS.

¹ See <http://www.ilo.org/public/english/standards/relm/rgmeet/africa.htm>

The Mozambique Decent Work Country Programme (2011-2015) identified three priorities:

- Priority 1:** Poverty Reduction through Creation of Decent Work with special focus on Women, Young People, People with Disabilities, and People infected and affected by HIV/AIDS
- Priority 2:** Extension of Social Protection to All
- Priority 3:** Strengthening Fundamental Principles and Rights at Work through Social Dialogue mechanisms at all levels, with emphasis on Women, Young People, People with Disabilities and People infected and affected by HIV/AIDS

As the DWCP has surpassed its mid-point of implementation there is a need to undertake a Country Program Review (CPR), as a mean to take stock of the achievements, challenges and lessons learnt. The specific objectives of the CPR are to:

- a) Review the appropriateness and adequacy of the design of the DWCP
- b) Examine the progress made so far to achieve the expected outcomes
- c) Examine the usefulness of the strategies, partnerships and the constraints to be addressed, including the practical application of gender mainstreaming
- d) Identify the major challenges, weaknesses and strengths of the DWCP for Mozambique;
- e) Determine extent of linkages between DWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA) and United Nations Development Assistance Framework (UNDAF);
- f) Review the organizational capacities in MITRAB, ILO Country office and the social partners (CTA, OTM, CONSILMO, and the social dialogue tripartite body CCT) with regards the overall coordination and their involvement/ownership in the programme;
- g) Identify lessons learned and propose recommendations to improve the implementation of the DWCP.

II. METHODOLOGY

II.1. APPROACH AND METHODOLOGY

The general approach followed was a retrospective and participatory methodology which sought to a) reconstitute, through relevant documentation, the rationale behind the programme and initially designed implementation standards (desk review); and b) engage people involved both in the design as well as in the implementation stages to build a general understanding of the programme's past and future performance (semi-structured interviews with key informants).

As part of the desk review the documents referred to included biannual progress reports, programme document, DWCP Data Collection Report, Mozambique United Nations Development Assistance Framework (UNDAF), Decent Work Agenda in Africa (DWAA) and any other source considered to be relevant. Semi-structured interviews were conducted which were guided by three open-ended questions:

- a) What was the ultimate aim of the DWCP in Mozambique and what was the agreed approach as the best one to achieve the goals;
- b) How has the implementation of the Programme gone so far? What were the successes and challenges? What areas need improvement? What could have been done differently and why?
- c) What has been learnt so far and how can that be used for the immediate future implementation of the Programme? How can we enhance the Programme's implementation for the remaining period?

Besides desk review and interviews another data collection technique was employed. A selected part of the Mozambique DWCP Implementation Plan was distributed to all the partners with responsibilities in it. The central idea was to give an opportunity for each partner to insert the progress made and add comments and additional detail to each line of planned activities. Each stakeholder received an Excel template containing the activities in which its involvement was expected. The preliminary findings of the CPR were presented during a CCT (Labour Advisory Commission) session which concluded with group discussions around the specific outcomes.

The CPR also benefited from a data collection exercise commissioned by the ILO, in February 2014, to identify the progress accomplished. The CPR is a complementary evaluation exercise that focuses not only on the progress but also on an assessment of the programme's relevance and effectiveness.

Data analysis was accomplished through a triangulation process that considered all the different sources of information. Final report writing combined the requests contained in the Terms of Reference with basic evaluation criteria as defined by

OECD. In simple terms that criteria includes *relevance* – as the extent to which intervention’s objectives are consistent with beneficiaries’ requirements, needs and/or priorities –, *effectiveness* – to address to what extent have the results been attained –, *efficiency* – utilisation of the resources employed in the most cost-effective manner for the achievement of the intended result –, *impact* –examination of both intended and unintended results of the interventions-, and *sustainability* – the continuation of achieved results overtime.

II.2. ENABLING AND CONSTRAINING FACTORS

The CPR process benefitted from the feedback from the stakeholders interviewee. Respondents provided substantial details to enhance the understanding of the various interventions and their links to the overall objective of the DWCP.

On the other hand, the CPR was highly affected by the electoral process that took place in Mozambique, starting in the second semester of 2014. This made it difficult to conduct the interviews and receive additional reports/information from the respondents. Lack of documentation on the progress on implementation of the DWCP further affected the CPR. Apart from the programme document no other information was provided regarding its progress. Without progress reports, the CPR relied on the interview component of the methodology.

In order to assess progress of the DWCP implementation, three main three sources for data collection were utilised: a) the progress biannual reports, b) the interviews, and c) the filling of the Implementation Plan template by stakeholders. However, no progress reports were produced to inform the review process and according to the interviewees no progress reports have been drafted over the years of the programme implementation.

During the interviews there was a specific question about what have happened in terms of programme accomplishments over the three years period and most of the interviewees’ response was “Nothing!” Others pointed out activities that have taken place but “would have happen anyway” (i.e. even though the DWCP was not there).

Eleven questionnaire with specific activities planned under the DWCP Implementation Plan were produced and circulated to stakeholders with different responsibilities. The Excel template had three sheets, one for each of the priorities; the latter were disaggregated in outcomes and outputs with respective indicators. Following the implementation plan structure a timeline and a “roles and responsibilities” columns were included, and two sections additional sections were added to reflect “progress to date” and “remarks/comments”.

Templates were sent to National Institute of Social Security (INSS), Entrepreneurs Against AIDS (ECOSIDA), Ministry of Labour/ National Institute for Employment and Professional Training (MITRAB/INEFP), Labour Advisory Commission (CCT),

Ministry of Planning and Development (MPD), Ministry of Education/ Integrated Programme for the Reform of Professional Education (MINED/PIREP), Trade Unions, National Statistics Institute (INE), Confederation of Business Associations (CTA), Ministry of Women and Social Welfare (MMAS) and International Labour Office (ILO). The CCT Secretariat circulated the template to the stakeholders and no response was received.

In the absence of progress reports and with no progress achievements' data submitted by the stakeholders the CPR had to tailor a particular analysis structure. Assessment of what has taken place and what not had to rely on a separate data collection exercise commissioned by the ILO. Apart from the figures presented in the data collection the CPR worked in order to identify the main features of the DWCP implementation, with suggestions on the major and critical bottlenecks.

III. COUNTRY PROGRAMME REVIEW FINDINGS

III.1. RELEVANCE OF THE DECENT WORK COUNTRY PROGRAMME

III.1.1. APPROPRIATENESS OF THE DWCP DESIGN PROCESS

The Decent Work Country Programme in the context of Mozambique's social and economic landscape is relevant and responds to the national priorities. Mozambique's transition from a post-conflict country to one of Africa's "frontier economies" has been remarkable. Economic growth has been bolstered by Foreign Direct Investments (FDI) into the emerging energy and natural resources sectors, among others. The country continues to enjoy strong economic growth, projected at over 8% of gross domestic product (GDP) in 2014, however, the rapid economic expansion over the past twenty years has had only a moderate impact on poverty reduction, and the geographical distribution of poverty remains largely unchanged. In 2013 the country's per capita income was \$593, less than one-third of the Sub-Saharan Africa (SSA) average. Economic growth in the 1990s was accompanied by a significant drop in poverty rates, but since the early 2000s the link between growth and poverty reduction has weakened; between 2004 and 2009 poverty fell by only four percentage points to 52%. The predominance of an informal sector and exclusion of large segments of the population presents challenges to the development trajectory of the country. The presence of multinationals did not significantly change the trend of increasing unemployment that resulted from the privatization of former state companies. The skills and qualifications required for the "new" projects were consistently higher than what a country with an illiteracy rate of 56 per cent and few training opportunities could offer. In part, this explains the drive towards self-employment and the burgeoning/informal sector, which has been a viable source of employment for new entrants to the labour market below 25 years of age living in urban areas.

The labour market dynamics affected in specific ways particular groups that had been somehow excluded. The illiteracy scenario was never the same for women and for men as culturally based gender roles determined that boys would take precedence to girls in pursuing secondary and other levels of education. And that would ultimately jeopardize women's access to "a good job". Although the country had in place an Action Plan on Disability, championed by the Ministry of Women and Social Welfare, it did not guarantee the right to equality of opportunity with regards to employment opportunities for people with disabilities. The HIV and AIDS pandemic also constituted a threat to the labour market affecting both employers and employees, and the 11.3% of national prevalence poses an additional challenge to the goal of improving social protection.

The Mozambique DWCP was designed to respond to challenges that the country was experiencing vis-à-vis the realisation of the objectives of the Decent Work Agenda. The design of the DWCP was participatory and was aligned with national priorities

as reflected in specific strategic documents. A joint seminar identified the priorities for the programme and thereafter, a committee (CELA – *Comité de Elaboração*) was established to draft the programme document. The membership for the Committee was comprised of Ministry of Labour officials, representatives from workers' organizations (OTM-CS and CONSILMO) and employers (CTA), and the ILO. The draft document presented to a wider group of stakeholders at a national seminar for review.

Respondents to the CPR noted that part of the process of developing the DWCP included study visits to Zambia and Namibia to learn how other countries had conducted the design of the DWCP and the implementation arrangements. The DWCP was signed by the Ministry of Labour (and President of the CCT), and includes statements by the Trade Union Confederation (Mozambique Workers' Organization – OTM-CS), the National Confederation of Independent and Free Trade Unions of Mozambique (CONSILMO), the Confederation of Business Associations (CTA – Employers' Body) and the International Labour Office (ILO). The *Memorandum of Understanding between the Government of the Republic of Mozambique and Workers' and Employers' Organizations and the International Labour Organization* is one of the annexes to the final document. This demonstrates the level of tripartite commitment that existed in 2011 for collaboration and dialogue for the successful implementation of the DWCP.

III.1.2. ALIGNMENT WITH RELEVANT STRATEGIES

The DWCP is aligned first and foremost with a) the Government Five-Year Plan (PQG 2010-2014) and b) the Plan for Poverty Reduction (PARP 2011-2014), launched in 2010. The key objectives of the Government's plan were to combat poverty and promote the culture of work, and that includes employment creation as a means to support development and promote socio-economic growth. Employment is also one of the three priorities of the PARP, achievable through business creation but also supported by vocational training as a means to boost employability. Another priority contained in the PARP is the extension of social security, under the Human and Social Development; all of which are captured in the DWCP.

The Employment and Vocational Training Strategy (EEFP 2006-2015) aims specifically at creation of decent employment. Following Government's rationale the strategy sees employment as a key element to tackle poverty and to boost economic growth and social development. The Mozambique DWCP is in line with the Strategic Programme for the Reduction of Urban Poverty (PERPU 2011-2014) that was to be implemented through municipalities and with a strong emphasis on employment and social protection. The Employment component was subdivided in four areas: self-employment, micro, small and medium enterprises (MSME), intensive labour in industry and services, and the business environment. As for Social Protection, PERPU addressed specific programmes such as Direct Social Action, Social Action on Health and Social Action on Education.

The United Nations Development Assistance Framework (UNDAF) was introduced in Mozambique in 2007 and from its original three pillars (Good Governance, Human Capital and HIV & AIDS) a fourth one was added incorporating the work of the ILO: Economic Development. The DWCP addresses specific topics under that pillar namely “promotion of higher earnings with emphasis on decent work”, “social protection and workplace HIV/AIDS”, and “rights at work and social dialogue”.

The alignment the Mozambique DWCP has with the national strategic documents and with the UN assistance framework comes in line with what is envisaged under the Decent Work Agenda according to which “[the DWCP] are the vehicle for action to roll out decent work at country level, and DWCP priorities should therefore be reflected in national development plans and strategies” (DWAA document, p. 23).

Furthermore the Mozambique Country Programme’s priorities are linked to the Decent Work Agenda for Africa in that priority 1 addresses “decent work for young people”, “skills development and employability” and “tackling HIV/AIDS in the world of work”. Priority 2 covers “enhancing social protection coverage and quality”, and priority 3 tackles the promotion of “effective tripartism and social dialogue” and the “improved application of international labour standards”.

III.2. EFFECTIVENESS OF THE DWCP

III.2.1. PROGRAMME’S GENERAL FEATURE

Based on the overall analysis of the available data, progress on the DWCP in Mozambique has been noted albeit with significant constraints.

Respondents did not share the same understanding with regards to the DWCP. There is lack of clarity on whether the DWCP is a “project”² or a “programme”³ in their *scripto sensu*. A great number of interviewees did not show a clear understanding of the concept of the DWCP. They did not understand that the DWCP is a composite of different planned actions that together aim at an ultimate goal (i.e “decent work”). As a result of this misunderstanding, the respondents felt that no progress had been made on the implementation of the DWCP. Yet, progress was made on the specific objectives, but no explicit link was made to the DWCP itself. Roles and responsibilities were not defined so no one followed up on progress or

² A temporary entity established to deliver specific (often tangible) outputs in line with predefined time, cost and quality constraints. A project should always be defined and executed and evaluated relative to an (Executive) approved business case which balances the costs, benefits and risks of the project. The project business case should be managed under change control

³ A portfolio comprised of multiple projects that are managed and coordinated as one unit with the objective of achieving (often intangible) outcomes and benefits for the organization.

implementation monitoring of various stakeholders, based on the implementation plan.

The misunderstanding of what the DWCP is, further led to various misconceived expectations. For example, respondents were unanimous in that they were expecting funds to be made available soon after the launch of the programme. At that time 1,902,600 USD had already been secured to contribute towards the DWCP out of the estimated budget of 18,200,000 USD. Respondents' understanding was that the remaining amount would soon be disbursed. However the DWCP itself explicitly states that "[i]t is important to point out that the Mozambican partners are formulating an integrated resource mobilisation strategy aimed at joint resource gathering, in order to support the implementation of the DWCP" (Mozambique DWCP Document, p. ix).

By the same token some respondents - during the interviews - and participants to the CCT session where the preliminary findings of the CPR were presented, acknowledge that many initiatives have taken place towards the promotion of "decent work" but they are resistant in attributing it to the DWCP as those initiatives were not seen to be undertaken within the framework of the DWCP but rather as part of various institutions' own work plans and strategies designed prior to the launch of the DWCP. This demonstrates the lack of understanding of the DWCP and therefore limits the ownership of the programme.

III.2.2. PROGRAMME PROGRESS ASSESSMENT

In March 2014 the ILO commissioned a data collection exercise to ascertain the progress in achieving the outcomes of the DWCP. A summary of the findings of the independent exercise undertaken (which complemented the CPR) are below. Further data on DWCP directly implemented initiatives is additionally used to complement the assessment. Outcomes and outputs discussed here are only those that were made available through the documentation, and any output that is not mentioned represents an indication that nothing was reported on it.

PRIORITY 1: POVERTY REDUCTION THROUGH CREATION OF DECENT WORK WITH SPECIAL FOCUS ON WOMEN, YOUNG PEOPLE, PEOPLE WITH DISABILITIES AND PEOPLE INFECTED AND AFFECTED BY HIV/AIDS

Outcomes	Planned outputs	Progress Achieved
1.1 Policies, strategies and legislative environment established/improved for creation of decent employment, business development and growth, and improved investment conditions	1.1.1: Labour Observatory and Labour Market Information System operational 1.1.2: Key legislative and policy documents reviewed/developed, in order to create a better business environment and promote decent work 1.1.3: Use of labour intensive methods promoted in investment and public works programmes, including employment impact evaluation tools	<ul style="list-style-type: none">• Review of the Investments Law and respective Regulation• Drafting of the Regulations on Domestic Work, Mining Work, Port Work, Maritime Work, etc• 310 new jobs created after trainings• 233 persons increased their income• Alignment of the Sector Plans of Action with the 3 DWCP priorities.
1.2 Improved conditions for enterprise creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises	1.2.1: Access to quality Business Development Services (BDS) improved, particularly for vulnerable groups 1.2.2 Access to financial services and finance improved, particularly for vulnerable groups 1.2.3: Access to markets improved through business linkages, particularly for vulnerable groups	<ul style="list-style-type: none">• 147 new enterprises created• 312 enterprises formalized• 22,900 projects financed to stimulate the creation of MSME• Creation of 380,719 seasonal and permanent jobs.

1.3 Improved access to and quality of vocational training for increased employability of target groups	1.3.1: Improved access of target groups to quality skills development training, particularly in rural areas and in the informal economy 1.3.2 Capacity of public and private vocational training organizations improved to address labour market needs 1.3.3 A system of qualification and certification of technical and vocational skills developed	<ul style="list-style-type: none"> • Training on SIYB (Start and Improve Your Business) benefitting 340 persons: 282 women and 58 men • 100 young people trained in several specialties by INEFP • 282 women took part in the marketing campaign • Training of 440 women in female entrepreneurship run by CONSILMO.
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In terms of the outcome 1.1 it is important to note the achievements in terms of jobs creation and regulations on specific labour realms and the review of the legislation on investments. Nonetheless DWCP targets were to have at least five legislation pieces approved, together with the ratification of two ILO conventions on Equity and the review of the strategy for SMEs. The DWCP also envisioned the establishment of a Labour Market Information System (SIME) and the design of a new strategy to the National Social Security Institute (INSS).

For outcome number 1.2 the enterprises' creation and the amount of projects financed to stimulate the start of small/medium businesses can certainly contribute to the improvement of the overall environment. But the focus of the DWCP was more on the quality of (and access to) the business development services with the indicator being "percentage of satisfied beneficiaries". Another target to be achieved was the number of women and young people's exhibition events as a result of micro-financing.

The improvement of vocational training quality that is mentioned under outcome 1.3 was supposed to be measured through the percentage of trained people (from the target groups) who found a job after completion. The DWCP included as part of the same package the review of the training institutes' *curricula* and the establishment of a National System for Qualifications and Professional Training (SNQF); both activities not accomplished during the implementation period.

Specific initiatives under the DWCP

Name of the	Objective(s)	Location	Timeline	Stakeholders	Expected outcome	M-DWCP
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Project						Priority
Vulnerable Groups Access New Opportunities for Improved Income and Livelihoods	To promote decent work and sustainable livelihood for women and youth in Nampula province	Nampula province (Monapo, Nacala, Ilha de Moçambique)	No data	ILO, One UN	Selected MSMEs in 5 poorest provinces adopt market and value chain- oriented management and business practices, Selected MFIs provide increasingly inclusive micro-financial products in line with the needs of vulnerable groups, MITRAB and key Ministries have the know-how to operationalize gender sensitive decent employment policies and strategies in coordination with other relevant stakeholders, MITRAB and MINED institutionalized a competency-based vocational training curricula in priority sectors	Priority 1 (Outcome 1.2)
Decent Work Country Programme Project Support: Women Entrepreneurship Development (WED), Women Workers Rights (WWR) and Improve Social Dialogue (SD)	Take an affirmative action approach to gender inequalities by specifically targeting assistance to women entrepreneurs and women workers in both formal and informal sector. This project is composed by 3 components namely: Women's entrepreneurship development seeks to promote women's entrepreneurship as a means of empowering women, creating decent and productive employment and reducing poverty. Women workers' rights seeks to make women workers more aware of their rights, and facilitate advocacy campaigns for these rights to be given practical effect. A particular emphasis will be placed on promoting ILO's four "equality	Nampula, Sofala and Maputo provinces	August 2009 – December 2011	MITRAB, INEFP, CCT Secretariat, MMAS, INAS, MITUR, MIC, IPEME, OTM-CS, ASSOTSI, CONSILMO, CTA, Women Forum, UN Country Team, Government of the Belgian region of Flanders	Improved conditions for enterprise creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises, Improved implementation of Fundamental Principles and Rights at Work, Social Dialogue Institutions strengthened	Priority 1 (Outcome 1.2),

	conventions". Social dialogue seeks to build the capacities of Government and its social partners to use social dialogue as strategic means to promote decent work for women					
Corridor Economic Empowerment Project (CEEP)/Economic Empowerment and HIV Vulnerability Reduction along Transport Corridors in Southern Africa	Support policy-makers mainstream economic empowerment into national HIV and AIDS agendas and increase availability of economic and HIV and AIDS services to beneficiaries	Maputo (Bobole, Manhiça and Moamba), Manica (Manica, Chimoio, Macadeira and Machipanda) and Zambezia (Milange) provinces	March 2011 – August 2014	Government of Sweden, ILO Lusaka Country Office, Pretoria Project Management, National Project Coordinator	1. Policy makers and stakeholders mainstream economic empowerment into gender and HIV and AIDS; 2. Economically empowered beneficiaries reduce vulnerability to HIV AND AIDS; 3. Support Structures with enhanced capacity to facilitate economic empowerment and HIV and AIDS initiatives	Priority 1 (Outcome 1.1)
Skills for Employment Project in Mozambique	Strengthen the vocational training system in Mozambique to develop employable skills in local people, and to contribute to social and economic development of the country	Cabo Delgado province (Pemba and Palma districts)	August 2014 – March 2015	INEFP, MINED, PIREP	Strengthened partnership between the Governmental National Institute for Employment and Vocational Training (INEFP) and the MNEs and subcontractors in the extractive industry, Enhanced capacity of INEFP for managing and delivering demand driven vocational training with a special focus on women and youth	Priority 1 (Outcome 1.3)
Skills for Employment and Productivity in Low-Income Countries	Improve the access of persons from local communities to training and to opportunities to turn that training into productive livelihoods. It aims to reach a broader base of job creation, along	Cabo Delgado	March 2015 – February 2018	ILO, Ministry of Labour, KOICA	Increased capacity of the INEFP institutes and rural community groups to identify livelihood opportunities, develop appropriate training programmes and provide post-training support to community and small-scale enterprises,	Priority 1 (Outcome 1.3)

	the value chains in the extractive industry, through an accelerated development of human capital, focusing on the most vulnerable groups, especially young people and women				Improved delivery of demand-oriented training and post-training support by public and private training providers in rural, informal economies, Increased collection and use of project information and national data on skill indicators	
More, better and inclusive jobs in Cabo Delgado and Nampula	Contribute to better coordination among the main actors in the area, promote sustainable livelihoods for young people, with special focus on women, through the implementation of economic policies and strategies for sustainable job creation	Cabo Delgado and Nampula	July 2015 – June 2017	ILO, UNDP, UNIDO, UN Women, Ministries of Labour, of Planning and Development, of Industry and Commerce, of Mineral Resources, of State Administration, National Youth Council, Organizations of Workers and Employers, Multinational Companies, Spanish Cooperation	MNEs in the extractive industries comply with local content policies, environmental friendly sustainable business practices, and apply gender and age sensitive recruitment policies to hire nationals, An improved and more egalitarian workforce with vocational skills and competencies have improved employability opportunities in Extractive Industries firms and in SMEs operating in value chains feeding into the EI sector, National/Local SMEs capitalize on supply chain/value chain opportunities and provide environmentally sustainable services and products to extractive industries, Decision makers, national and internationally, have better access to data for formulating job creating measures and strategies in relation to Extractive Industries.	Priority 1 (Outcome 1.1, Outcome 1.3),

As per the sample of reports presented PRIORITY 1 was consistently covered by the interventions, particularly in relation to creation and growth of Micro, Small and Medium Enterprises (Outcome 1.2). The project “Vulnerable Groups Access” trained 125 micro and small enterprises on Start and Improve Your Business (SIYB) in Nampula province and a micro-financial product provided loans to 100 women, who reimbursed in 100% in the same province. Under the Flemish Cooperation funded

project 75 companies were formally recognized and 68 increased their revenue. In addition 329 people were trained in SIYB in Sofala.

Under the CEEP initiative 1104 members of the informal traders association (ASSOTSI) in three different provinces (Maputo, Maputo City and Manica) were trained and 500 were able to develop business plans, out of which 121 were funded. CEEP also trained 250 young girls in SIYB, combined with notions of HIV prevention.

The improvement of policies or strategies (Outcome 1.1) came through the mainstreaming of HIV and AIDS into the economic empowerment training packages, also performed under CEEP. 1,200 members of the partner organisations (associations of cross border and other informal traders, transport associations) were trained on HIV and AIDS mainstreaming into their agendas, from the planning stage up to implementation.

The project to support the DWCP also developed activities towards creating a better policy environment to allow tripartite constituents playing an effective role in promoting and protecting women workers' rights. To establish such environment the project strengthened the capacity of the Consultative Labour Commissions in the three regions (North, Centre and South) by providing 12 computers, 4 laptops to the General Labour Inspectorate, a computer and a printer to ASSOTSI.

Increased access to quality vocational training as a means to raise employability of target groups (Outcome 1.3) was exercised via one initiative: "Skills for Employment Project", which run in Cabo Delgado in two phases one from August/2014 to March/2015 and the other until February/2018. The approach used was to conduct a re-assessment of vocational training's (INEFP training) strategy and systems, followed by the development of a proposal to strengthen it and integrate it better with a) the national education, b) the technical education system, and c) the industry. Parallel to that 25 trainees from INEFP were subjected to a training programme on developing competency based training curricula, and another 32 candidates attended a training programme for managers on management of training institutes.

The pedagogic and management trainings concurred for the accomplishment of training programmes to local communities (particularly women and youth) in sectors and occupations facing skills shortage in the value chains linked to the extractive industry operations (masons, electricians, carpenters, painters, locksmiths, chefs and bartenders). Those trainings benefited 150 local communities' members in the districts of Palma and Mueda. The second phase of the project is directed at additional trainings with community members, with emphasis on the target groups.

PRIORITY 2: EXTENSION OF SOCIAL PROTECTION TO ALL

Outcomes	Planned outputs	Progress Achieved
2.1 Improved capacity of Social Security Institutions for extending their coverage and providing better benefits for all	2.1.1 Social Partners' involvement in decision-making on Social Protection increased 2.1.2 Social security institutions' capable of creating instruments necessary for extending social security, particularly to include workers in the informal economy and their families 2.1.3 Capacity of social security institutions strengthened to improve their efficiency and effectiveness in the implementation of the Social Protection Floor	<ul style="list-style-type: none"> • Coverage, by INSS, of 1,200,000 private sector employees, attached to 50,000 enterprises • Maternity subsidies • Coverage, by INAS, of 302,756 beneficiaries in 2011 (projection to cover 426,185 in 2014) • Training of 1,724 officers on matters related to Social Protection and Social Security • Training, by CONSILMO, of 1,360 workers on Social Protection • Launching, by INSS, of the new Social Security Information System (SISSMO) to improve the capacity, effectiveness and efficiency
2.2 Improved Occupational Health, Safety and Hygiene (OHS)	2.2.1 National OHS policy formulated 2.2.2 National OHS programme developed by the tripartite constituents 2.2.3 Labour Inspectorate (MITRAB) trained to raise awareness of OHS legislation, and to monitor and enforce implementation 2.2.4 Suitable system developed to produce OHS information, and dissemination among social partners for awareness-raising purposes	<ul style="list-style-type: none"> • Design, by MITRAB, of the Policy and the National Program of Hygiene, Safety and Health in the Workplace, including dissemination to employers and trade unions • Training of 135 officers of the Labour Inspectorate • Inspection to 3,515 work places • Registration of 86,416 workers

<p>2.3 Strengthened partners' institutional capacity for delivering services to respond to workplace HIV & AIDS, TB and malaria, incorporating gender aspects, and including development of HIV & AIDS and TB policies and programmes</p>	<p>2.3.1: Capacity of partners strengthened to develop and implement effective and comprehensive policies and programmes on HIV/AIDS, TB and gender equality in the workplace 2.3.2 Labour Inspectorate's capacity improved to raise awareness on HIV & AIDS legislation, and to monitor and enforce its implementation 2.3.3 Community-based organizations and associations capacitated to economically empower vulnerable groups (including young people and women) in life skills to help mitigate the impact of HIV/AIDS</p>	<ul style="list-style-type: none"> • 39 companies covered by HIV & AIDS mobilization activities • 112 HIV & AIDS sensitization sessions accomplished, covering 227 workers • 80 workers covered by HIV testing • Training of 16 focal points and heads of Human Resources Department (within the Labour sector) on HIV & AIDS Prevention, Impact and Mitigation • 263 HIV & AIDS sensitization talks ('palestras') covering 590 workers in the provinces of Niassa, Cabo Delgado and Zambézia • Appointment of Gender focal points in every Ministry • Sensitization, by CONSILMO, of 3,780 workers on women's rights, HIV & AIDS, child labour, gender equity and women empowerment
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On Priority 2 an outstanding achievement is the coverage by INSS of 1,200,000 workers particularly considering that the baseline for the DWCP indicated 253,500 as the number of workers covered to that stage. The number of INAS beneficiaries (more than 400,000 by 2014) is equally impressive when compared to the baseline figure (205,000). The SISSMO, launched by INSS, represents a strong response to the need of "reinforcing the capacity of Social Security institutions in order to increase effectiveness, efficiency" towards the expansion of Social Protection for all.

The finalization of the National Policy of Hygiene, Safety and Health in the Workplace constitutes a major achievement under outcome 2.1. The further training and re-skilling of the Labour General Inspectorate represents an added value to the monitoring capacity but there remains a lack of data on number of work related injuries and professional illnesses, another indicator for that outcome.

In regards to HIV & AIDS, malaria and TB response – together with gender mainstreaming – the available data indicates that activities have been concentrated under ECOSIDA (Entrepreneurs Against AIDS), focusing on interventions on a limited number of companies. There's a fair count of talks ('palestras') and condoms are distributed regularly by that organization. Nonetheless very little, if at all anything, is recorded in terms of interventions on malaria and TB, and gender mainstreaming has been reduced to the indication of "gender focal points" in public sector institutions.

Still within HIV & AIDS interventions there's no reference to what the DWCP describes as "labour inspectorate's capacity improved to raise awareness on HIV & AIDS legislation, and to monitor and enforce its implementation" and "community-based organizations and associations capacitated to economically empower vulnerable groups in life skills to help mitigate the impact of HIV/AIDS". Those outputs could be demonstrated using data like the number of inspectors trained, the revision of the 5/2002 law, number of women and men engaged in income-generating activities or number of workers reached by interventions aimed at risk reduction in the informal economy.

Specific initiatives under the DWCP

Name of the Project	Objective(s)	Location	Timeline	Stakeholders	Expected outcome	M-DWCP Priority
Vulnerable Groups Access New Opportunities for Improved Income and Livelihoods	To promote decent work and sustainable livelihood for women and youth in Nampula province	Nampula province (Monapo, Nacala, Ilha de Moçambique)	No data	ILO, One UN	Selected MSMEs in 5 poorest provinces adopt market and value chain- oriented management and business practices, Selected MFIs provide increasingly inclusive micro-financial products in line with the needs of vulnerable groups, MITRAB and key Ministries have the know-how to operationalize gender sensitive decent employment policies and strategies in coordination with other relevant stakeholders, MITRAB and MINED institutionalized a competency-based vocational training curricula in priority sectors	Priority 1 (Outcome 1.2)
Decent Work	Take an affirmative action	Nampula,	August	MITRAB, INEFP,	Improved conditions for enterprise	Priority 2

Country Programme Project Support: Women Entrepreneurship Development (WED), Women Workers Rights (WWR) and Improve Social Dialogue (SD)	<p>approach to gender inequalities by specifically targeting assistance to women entrepreneurs and women workers in both formal and informal sector. This project is composed by 3 components namely:</p> <p>Women's entrepreneurship development seeks to promote women's entrepreneurship as a means of empowering women, creating decent and productive employment and reducing poverty.</p> <p>Women workers' rights seeks to make women workers more aware of their rights, and facilitate advocacy campaigns for these rights to be given practical effect. A particular emphasis will be placed on promoting ILO's four "equality conventions".</p> <p>Social dialogue seeks to build the capacities of Government and its social partners to use social dialogue as strategic means to promote decent work for women</p>	Sofala and Maputo provinces	2009 – December 2011	CCT Secretariat, MMAS, INAS, MITUR, MIC, IPEME, OTM-CS, ASSOTSI, CONSILMO, CTA, Women Forum, UN Country Team, Government of the Belgian region of Flanders	creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises, Improved implementation of Fundamental Principles and Rights at Work, Social Dialogue Institutions strengthened	(Outcome 2.3)
Corridor Economic Empowerment Project (CEEP)/Economic Empowerment and HIV Vulnerability Reduction along Transport Corridors in	Support policy-makers mainstream economic empowerment into national HIV and AIDS agendas and increase availability of economic and HIV and AIDS services to beneficiaries	Maputo (Bobole, Manhiça and Moamba), Manica (Manica, Chimoio, Macadeira and	March 2011 – August 2014	Government of Sweden, ILO Lusaka Country Office, Pretoria Project Management, National Project Coordinator	1. Policy makers and stakeholders mainstream economic empowerment into gender and HIV and AIDS; 2. Economically empowered beneficiaries reduce vulnerability to HIV AND AIDS; 3. Support Structures with enhanced capacity to facilitate economic empowerment and HIV and AIDS initiatives	Priority 2 (Outcome 2.3)

Southern Africa		Machipanda) and Zambezia (Milange) provinces				
UN Joint Program on Social Protection	Protecting vulnerable populations through the gradual development of a national Social Protection Floor, in line with the national policies and sectorial plans	Nationwide	November 2011 – December 2014	UNICEF, ILO, WFP	Strengthen Government planning and budgeting capacity, evaluate existing social protection programmes and develop the National Strategy for Basic Social Security (ENSSB), Increase Social Protection Coverage, Improving coordination and implementation/operationzalization of SP Programs	Priority 2 (Outcome 2.1)
Building National Social Protection Floors in Southern Africa	Achieve a constructive national dialogue on the implementation and extension of social protection in three countries – Malawi, Mozambique, Zambia – to reach long-term, comprehensive and efficient national social protection policies in the Southern Africa region	Malawi, Mozambique, Zambia	January 2014 – December 2016	Irish Aid	Policies and innovative strategies for the implementation of a Social Protection Floor tailored to national circumstances are developed in the context of evidence based national dialogue in Zambia, Mozambique and Malawi, Improved legal, administrative and governance frameworks for the extension of Social protection including budget planning and national monitoring systems are designed in line with international social security standards, Improved knowledge base and monitoring capacity on the implementation of Social Protection Floors in the three countries	Priority 2 (Outcome 2.1),

The extension of Social Protection (PRIORITY 2) was mostly expressed via the capacity building for HIV and AIDS, TB and malaria service delivery, as well as gender mainstreaming (Outcome 2.3). On one side most of the rationale behind CEEP is to promote economic empowerment as a means to increase access to HIV and AIDS services. Apart from promoting business training packages with the inclusion of HIV prevention contents the project trained 535 young people (18 to 24 years old) on

stepping stones as a means of effective prevention of HIV and support of people living with HIV and AIDS in the community. HIV and AIDS workplace packages have been implemented among transport and informal business associations' members.

On another side the project to support DWCP is based on an affirmative action approach to gender inequalities. In addition to the identification of micro-finance institutions to support women, a specific training on gender mainstreaming was conducted with 25 participants from Nampula and Sofala provinces. 100 women were trained by INEFP on their rights and responsibilities in the workplace in order to empower them to take advantage of the existing mechanisms to ease their integration in the world of work.

The extension of Social Protection greatly benefited of the UN Joint Program on Social Protection, which had started before the formal inception of the DWCP. Particularly in relation to improving the capacity of Social Security institutions (Outcome 2.1) the Joint Program supported the development of a Management and Information System (MIS) that includes a central single database for all the INAS program beneficiaries, to be available in all delegations. That development came as a culmination of other policy and strategic efforts like the approval of the Social Protection Law, the Regulation for Coordination of the Mandatory Social Security System, the Regulation of the Basic Social Security Sub-system and the National Strategy for Basic Social Security (ENSSB 2010-2014). Under the "Building National Social Protection Floors in Southern Africa" project it was possible to review the ENSSB in 2014, and launch the process to develop a new one.

PRIORITY 3: STRENGTHENING FUNDAMENTAL PRINCIPLES AND RIGHTS AT WORK THROUGH SOCIAL DIALOGUE MECHANISMS AT ALL LEVELS WITH EMPHASIS ON WOMEN, YOUNG PEOPLE, PEOPLE WITH DISABILITIES AND PEOPLE INFECTED AND AFFECTED BY HIV & AIDS

Outcome	Planned outputs	Progress Achieved
3.1 Improved implementation of Fundamental Principles and	3.1.1 Constituents' capacity strengthened to develop and implement policies, legislation and strategies to ensure access to Fundamental Rights at Work 3.1.2 The capacity of enforcement authorities (labour tribunals, Arbitration & Mediation Commissions and labour dispute mediators)	<ul style="list-style-type: none">• Mainstreaming of the four pillars of the Global Agenda for Decent Work into the national legislation related to the workers' fundamental rights• Establishment of trade union branches in every work place to represent workers' interests

Rights at Work	strengthened in the application of Fundamental Principles and Rights at Work 3.1.3: An awareness-raising programme on Fundamental Principles and Rights at Work for government officials, employers and workers, developed and implemented	(collective work agreements, vocational training, hygiene, safety and health in the work place, etc) <ul style="list-style-type: none"> • Workshops and training seminars targeting civil society organizations • Drafting of regulations and working standards: domestic work, mining work, port and maritime work • Establishment of Labour Mediation and Arbitration Commissions (COMAL) in every provincial capital • Training, by CONSILMO, of 1,704 workers on matters of principles and workers' rights: interpretation of workers' and employers' rights
3.2 Political and institutional frameworks improved for reduction of child labour, particularly in its worst forms	3.2.1 National Action Plan for the Reduction of Child Labour drawn up 3.2.2: Capacity of government and employers' and workers' organizations in the fight against child labour strengthened 3.2.3: A public awareness-raising programme on child labour developed	<ul style="list-style-type: none"> • Training of Labour General Inspectorate on child labour matters • Finalization of the draft of the National Plan of Action for the Elimination of Child Labour • Training of Child Labour focal points in the ministries • Sensitization campaigns on child labour through media, printed materials and IEC items
	3.3.1: Capacity of employers' and workers' organizations to defend their members'	<ul style="list-style-type: none"> • Accomplishment of 598 talks ('palestras') on social dialogue and legislation dissemination involving 24,401 workers • 24,484 labour disputes submitted to COMAL, out of which 22,963 were

3.3 Social Dialogue institutions strengthened	interests strengthened 3.3.2 Social Dialogue Institutions strengthened and capacitated in prevention, mediation and resolution of labour conflicts and disputes 3.3.3 Capacity of the Labour Advisory Commission and provincial social dialogue forums strengthened to support national and local socio-economic policy-making	finalized and 17,660 resulted in consensual agreements <ul style="list-style-type: none"> • Mediation, by the Labour General Inspectorate, of 124 labour conflicts, out of which 99 resulted in consensual agreements • 302 petitions submitted to the IGT, out of which 268 were attended • Training of CCT members on Social Dialogue for labour issues • De-centralization of Social Dialogue institutions to the province and district levels • Training, by CONSILMO, of 1,700 workers on negotiation techniques, dialogue strategies and collective work agreements enforcement
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According to the DWCP design the improvement of implementation of basic rights was to be demonstrated through the number of collective agreements signed between workers and employers. But considering that “constituents’ capacity strengthened to develop and implement policies, legislation and strategies” is one of the outputs the training of more than 1,700 people on workers’ rights can be considered an important achievement.

The expansion of COMAL to the province and district level addresses the other output, which refers to the capacity building of the enforcement authorities (labour tribunals, Arbitration & Mediation Commissions and labour dispute mediators). But there is no indication that any higher education institution has modified its *curricula* to include labour law.

In regards to the second outcome it is not possible yet to see a decrease in the “incidence of child labour” given that the country still at the stage of finalizing the National Plan of Action for the Elimination of Child Labour (PNAETI), The draft has been finalized but still going through the procedures of having all the stakeholders reviewing it. Other activities to complement the drafting of the strategic intervention is the accomplishment of debates in the mass media and other forms of interaction, for which data is not yet available although the DWCP specified 150 debates as the target.

Achievements for the third outcome include a significant number (more than 24,000) of labour disputes submitted to the competent bodies (i.e COMAL) although no reference is made to the ones “resolved within the appropriate time limits”. There’s no reference whatsoever to the number of collective agreements signed by sector, but the training on negotiating skills falls under that aim. The DWCP referred to a National Plan on Social Dialogue, for which no report was available.

Specific initiatives under the DWCP

Name of the Project	Objective(s)	Location	Timeline	Stakeholders	Expected outcome	M-DWCP Priority
Decent Work Country Programme Project Support: Women Entrepreneurship Development (WED), Women Workers Rights (WWR) and Improve Social Dialogue (SD)	Take an affirmative action approach to gender inequalities by specifically targeting assistance to women entrepreneurs and women workers in both formal and informal sector. This project is composed by 3 components namely: Women’s entrepreneurship development seeks to promote women’s entrepreneurship as a means of empowering women, creating decent and productive employment and reducing poverty. Women workers’ rights seeks to make women workers more aware of their rights, and facilitate advocacy campaigns for these rights to be given practical effect. A particular emphasis will be placed on promoting ILO’s four “equality conventions”. Social dialogue seeks to build the capacities of Government and its	Nampula, Sofala and Maputo provinces	August 2009 – December 2011	MITRAB, INEFP, CCT Secretariat, MMAS, INAS, MITUR, MIC, IPEME, OTM-CS, ASSOTSI, CONSILMO, CTA, Women Forum, UN Country Team, Government of the Belgian region of Flanders	Improved conditions for enterprise creation and growth with a view to generating Decent Work, particularly in Micro, Small and Medium Enterprises, Improved implementation of Fundamental Principles and Rights at Work, Social Dialogue Institutions strengthened	Priority 3 (Outcome 3.1, Outcome 3.3)

	social partners to use social dialogue as strategic means to promote decent work for women					
Port Work Development Project	Contribute to sustainable port operations that create decent and productive jobs, with particular emphasis on youth, women, and people living with disabilities	Durban and Richards Bay (South Africa) and Maputo (Mozambique)	2010 – May 2015	Dutch and Flemish Governments, Transnet	Promotion of decent work in Southern Africa Ports through activities focusing on promotion of social dialogue, refinement of human resource development strategies, and strengthening the capacities of ports' schools	Priority 3 (Outcome 3.1)
Improving Human Rights Protection for Vulnerable People in Mozambique	Strengthening the capacity of Human Rights (HR) duty bearers at the central level as well as priority provinces, in order to protect vulnerable people in Mozambique	Gaza, Sofala and Tete provinces	January 2013 – December 2014	One UN Fund (ILO, IOM, UNDP, UNHCR, UNICEF, UNICRI, UN Women, UNFPA), CNDH, the Judiciary, MINT, MINJUS, MINED, Provincial Governments	Strengthened Democratic Governance Systems and Processes Guarantee Equity, Rule of Law and Respect for Human Rights at All Levels, Government and Civil Society Provide Coordinated Equitable and Integrated Services at Decentralized Level	Priority 3 (Outcome 3.1)
Building National Social Protection Floors in Southern Africa	Achieve a constructive national dialogue on the implementation and extension of social protection in three countries – Malawi, Mozambique, Zambia – to reach long-term, comprehensive and efficient national social protection policies in the Southern Africa region	Malawi, Mozambique, Zambia	January 2014 – December 2016	Irish Aid	Policies and innovative strategies for the implementation of a Social Protection Floor tailored to national circumstances are developed in the context of evidence based national dialogue in Zambia, Mozambique and Malawi, Improved legal, administrative and governance frameworks for the extension of Social protection including budget planning and national monitoring systems are designed in line with international social security standards, Improved knowledge base and monitoring capacity on the implementation of Social Protection Floors in the three countries	Priority 3 (Outcome 3.3)

More, better and inclusive jobs in Cabo Delgado and Nampula	Contribute to better coordination among the main actors in the area, promote sustainable livelihoods for young people, with special focus on women, through the implementation of economic policies and strategies for sustainable job creation	Cabo Delgado and Nampula	July 2015 – June 2017	ILO, UNDP, UNIDO, UN Women, Ministries of Labour, of Planning and Development, of Industry and Commerce, of Mineral Resources, of State Administration, National Youth Council, Organizations of Workers and Employers, Multinational Companies, Spanish Cooperation	MNEs in the extractive industries comply with local content policies, environmental friendly sustainable business practices, and apply gender and age sensitive recruitment policies to hire nationals, An improved and more egalitarian workforce with vocational skills and competencies have improved employability opportunities in Extractive Industries firms and in SMEs operating in value chains feeding into the EI sector, National/Local SMEs capitalize on supply chain/value chain opportunities and provide environmentally sustainable services and products to extractive industries, Decision makers, national and internationally, have better access to data for formulating job creating measures and strategies in relation to Extractive Industries.	Priority 3 (Outcome 3.1)
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PRIORITY 3 (Strengthening Fundamental Principles and Rights at Work) was majorly implemented via the Social Dialogue component of the project to support DWCP and the “Improving Human Rights Protection for Vulnerable People in Mozambique” project. The former had as one of its intermediate objectives “to create a more conducive policy environment (...) in promoting and protecting women workers’ rights” and the other read “strengthen the capacity of local organizations to provide services to support women workers and entrepreneurs”.

Under those two objectives – and apart from the mentioned support to the CCTs and companies’ recognition and revenue increase – three studies on minimum wage were implemented with the participation of trade unions and after workshops in three provinces took place, the two confederations agreed to discuss a joint position on the matter. Another study accomplished addressed the barriers faced by women in accessing their rights and gender disparities with a focus on women working in the agro-processing industry (cashew) in Nampula province. Those studies were influential to have Social Dialogue

institutions strengthened (Outcome 3.3). Institutions were also strengthened by the creation of the Gender unit of the Ministry of Industry and Trade, along with the training of 20 of its female staff on Rights of Workers Women.

The support provided by the “Improving Human Rights Protection for Vulnerable People in Mozambique” project to the establishment and consolidation of the National Commission for Human Rights (CNDH) served as a decisive tool to the improved implementation of Fundamental Principles and Rights at Work (Outcome 3.1). The labour judiciary has increased its capacity in applying international labour standards in the domestic legislation, and the Labour Centers of Mediation and Arbitration (COMAL) increased their awareness of labour law at national and international level. Beneficiaries were judges from the Supreme Court and the district courts as well as representatives of the COMAL at national and provincial levels.

All in all activities contained in the reports made available cover most of the priorities and outcomes under the DWCP. The creation of and support to small businesses as a means to stimulate decent work and the efforts done in the production of Social Protection legislation; both stand out as paramount interventions. Nonetheless one can still note that no intervention is mentioned on the matter of (improving) Occupational Health, Safety and Hygiene (Outcome 2.2); the same happening to (improved political frameworks for) reduction of Child Labour (Outcome 3.2). Those are two very critical issues that can contribute to the establishment of decent work standards.

III.3. PROGRAMME EFFICIENCY

III.3.1. IMPLEMENTATION STRATEGY AND MANAGEMENT

The overall implementation of the DWCP did not benefit from a high level of coordination among the main institutions involved namely MITRAB, ILO Country Office and the Social Partners. Although the DWCP document itself elaborates extensively on the role(s) of each stakeholder, the description is rather retrospective and “theoretical”. The document describes how the relationships between the different parties should be governed and briefly details the setup of the labour sector landscape in the country.

The DWCP document is not detailed enough to determine or further elaborate on the day-to-day management of the intervention. The document states that “CCT will take on the role of Coordination and Advisory Committee for the DWCP. [It’s] main function in this context is to give guidance on policies and strategies for DWCP implementation, monitor progress, and evaluate outcomes. Furthermore, the CCT is responsible for initiating and engaging in resource mobilisation efforts for an effective implementation of the DWCP”.

The document does not go as far as defining specific roles to be played **during** the implementation of the programme, identifying specific interventions and positions to be assigned to each of the interested parties. When it comes to “Implementation and Management” the document places “the government” at the coordination role in collaboration with the social parties. The CCT would take the role of Coordination and Advisory Committee.

The DWCP document was not clear on what department/section of MITRAB should take the lead. The high turnover within the ILO Country Office did not make it easier for MITRAB to get the technical guidance it needed to proceed with the programme. Part of the staff that was enthusiastically involved during the programme’s conception and launch had left the organization, and some of the support that could come in form of experiences from other contexts was not readily available.

The parties were also uncertain on what should be the level of effort to be employed by each one of them. There were doubts on who should/would provide the resources for the programme’s implementation. That and other gaps in expectations lead to distrust and lack of ownership. To the point that other parties (i.e MITRAB, trade unions and employers) started to regard the DWCP as an “ILO programme”, with no funds available for its implementation.

In short, DWCP implementation in Mozambique missed a strong and effective leadership. The CCT is understaffed and its functioning as an advisory body could

not support the demands of a programme like this. Respondents further noted that staff mobility within the ILO's (responsible for technical support in the implementation) negatively impacted the consistency and continuity in the programme roll-out. That fact – when combined with lack of clarity on how funds would be mobilized contributed to a widespread (among interviewees) view that funds were being controlled centrally by ILO with very small disbursements for activities of their interest.

III.3.2. ORGANIZATIONAL CAPACITY

Each of the tripartite partners has consistent organizational structures. The Ministry of Labour (MITRAB) is the Government body in charge of overseeing the labour and employment issues, covering from social security to professional training. It has a long established and well integrated structure. The Confederation of Business Associations (CTA) has a relatively small but very effective structure currently representing about 2,500 enterprises, and thanks to its endurance is presently one of the key players when it comes to work related dialogue in Mozambique.

Trade unions also constitute key stakeholders to the DWCP implementation. Despite the split experienced at the time of introduction of the free market economy, trade unions inherited the infrastructure and the political relevance of the former sole organization. Each trade union still hold a functional hierarchy that includes different positions at the various levels (general secretariat, national and provincial committees, cells, etc).

The relevance of such organizational structure for the DWCP is peculiar. While the three members of the tripartite mechanism have institutionally strong institutions their engagement in a multilateral initiative like the DWCP might not be so effective. Precisely because of their strength often times their own internal agendas and organizational dynamics stays on top of joint programmes. As mentioned before the implementation of the DWCP did not benefit of a joint tripartite effort, in which all parties contributed.

III.3.3. MONITORING AND EVALUATION

In terms of Monitoring and Evaluation the DWCP, it is indicated in the programme document that the CCT is the responsible body for producing biannual progress reports and for conducting an annual internal progress assessment. However, none of the assertions aforementioned takes into account that the CCT plenary meets twice a year and/or elaborates on what mechanisms will be in place for data collection, collation, flow or reporting. There was a lack of detail on the operationalization of the DWCP in terms of its daily management, which resulted in uncertainty on the way to proceed after the approval/formal launch.

Despite the occurrence of events that DO promote “decent work”, the poor management of the data and progress has led to the perception that there has been no progress in the implementation of the DWCP. The existence of dedicated focal points assigned with roles and responsibilities to support the implementation of the DWCP would make it possible to account for the progress on the DWCP – both programmatically as well as financially - for everything that is being done, by different sectors, and that is important for an environment of decent work.

III.4. IMPACT AND SUSTAINABILITY OF THE INTERVENTION

Considering the nature of the ultimate goal of the programme – “decent work” – and the wide variety of stakeholders needed for its fulfilment the DWCP in Mozambique has made significant impact. Through different activities it was possible to raise the general consciousness around decent work and what pathways can be put in place for the achievement of an optimal situation.

The business incentives together with a push in the institutions involved in social dialogue and the expansion of Social Protection have all contributed to address one of the major social problem in Mozambique: poverty. By combining those interventions the programme proportionated the existence of a common strong drive to tackle the identified problem. And that impact was only not greater because the programme lacked a higher level of information circulation among the stakeholders.

Activities under the DWCP were taking place and outcomes produced in different parts of the country but not all stakeholders had information about them. Hence the sustainability of the DWCP is not so much linked to the nobility of its target as it is to the greater inclusion of partners and other interested parties.

IV. CONCLUSIONS

The Mozambique Decent Work Country Programme has as its *strength* the relevance to the country. The latter has been experiencing an economic boom that has provided a 7% growth in the last decade thanks to discoveries of oil and gas. In that scenario the assurance of decent working conditions presents itself as a challenge for both the government and the local workers in their interaction with gigantic and multinational finance interests. In that sense the programme was critical in raising public awareness to what are the actual attributes to include in what can be called “decent work”.

The strength of the DWCP also lies in the fact that it encompasses multi-sectoral interventions, all of which are concurring for a single goal. The placement of decent work at the centre of development in a time that decent work is becoming a concern at the global scale is also an added value in the sense that it can count with international support, while at the same time using nationally defined priorities.

Nonetheless – and maybe also linked to the wide scope of intervention - the programme faced serious *challenges* in its operationalization, and some of them started from the design phase. In terms of parties’ expectations it was not clear from the onset that this was a “programme” rather than a “project”. That “small conceptual mismatch” might be in fact responsible for many of the misunderstandings occurred afterwards. Rather than assuming the DWCP as a wide platform with several interventions toward the “decent work” goal, some of the interested parties perceived it as a (narrow) project for which funds would be made available to accomplish a specific number of objectives.

Linked to that, there was no clear leadership in the programme implementation and stakeholders were not clear what their role was. For all of its implementation time the programme did not produce progress reports or any other type of reports. As a result it is difficult to assess the level of progress and the outputs which were not achieved. What has been presented in terms of progress was in fact a result of a data collection exercise with different sources in order ascertain what happened to some of the indicators included in the DWCP M&E framework.

That lack of documentation on the progress, combined with the lack of a clear understanding of the programme, lead respondents not to see any achievement in it. The interviewees did not consider progress made to promote decent work as part and parcel of the DWCP, but rather as initiatives which would have taken place regardless of the existence of the DWCP.

There are however *opportunities* presented to the Programme in the near future. The creation of a new ministry, together with a newly appointed minister and deputy minister, is a clear opportunity to introduce DWCP into a new gear and making sure most of the stakeholders are “boarded in”. Parallel to that, according to

the local press, there has been a trendy introduction of the DW principles via the SADC Labour structures. That can be a window to mainstream the programme with regional entities' support.

V. LESSONS LEARNED AND RECOMMENDATIONS

- Tripartite partners did not share the same understanding in regards to the nature of the DWCP. Those perceptions ultimately affected the programme implementation considering that, for example, some partners were expecting funds to be made available so that activities could start when the actual idea was for a joint fund raising process.

⇒*Recommendation:* Partners have to sit together to discuss what is the nature of the DWCP, what is happening in the other countries in the region also implementing; and re-assess if everyone still interested in its implementation. Once partners have eventually agreed to continue an action plan can be immediately drafted and resources made available for practical programme monitoring (thinking about a small implementation and management unit).

- Mozambique DWCP enjoyed a very strong, bold and participatory design process, which resulted in a solid programme document. Nonetheless the programme did not benefit of an equally robust Action Plan that would establish specific responsibilities and roll-out the activities throughout the implementation timespan.

⇒*Recommendation:* Jointly (tripartite partners) revisit the programme document and design a plan – including assigned roles and responsibilities - for the remaining period of implementation.

- Monitoring and Evaluation has been one of the weakest components in the implementation of the DWCP, despite the numerous activities that are taking place. That led to some sort of double perception in relation to the programme performance.

⇒*Recommendation:* In face of an eventual impossibility of creating a Programme Management Unit (PMU) – on the grounds of Paris Declaration recommendations on the matter – a team of selected Focal Points should be appointed in order to reinforce the task of data gathering, compilation, dissemination and feedback.

- There is a widespread misconception in relation to the mandate of the International Labour Office in Mozambique. It is not recognized as much for its technical support role, as it is for an implementing agency. That fact influenced the implementation of the DWCP as many partners were expecting ILO to assume a (leading) role, which was not internally perceived as part of the office's mandate.

⇒*Recommendation:* The ILO has to design a communication strategy that aims at increasing the knowledge about the Office among partners in Mozambique, perhaps building on its intervention in other parts of the world.

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VII. ANNEXES

I. List of Persons Met

II. List of Participants at the Draft Report Presentation

I. Persons Met

Name	Position
Albino Mareleco	National Secretary of the Fiscal Council at National Union of Hotel Industry and Related Workers and Focal Point for the SINTIHOTS-3F Project/ILO Focal Point for the National Confederation of Independent and Free Trade Unions of Mozambique
António Muchine	Head of Planning Department at the National Institute of Employment and Vocational Training/Member of the DWCP Drafting Committee
Boaventura Mondlane	Member of the Executive Committee at the Mozambique Workers' Organization (Trade Union Confederation)/Secretary-General of National Union of Cashew Industry Workers
Francisco Moisés	Technical Staff at the CCT, Expert in Labour Administration
Igor Felice	Head of ILO Office in Mozambique
Omar Jalilo	Secretary-General of Labour Advisory Commission
Sheila Samuel	Former Manager of Consultative Mechanisms and Adviser for the Labour Policy Division at the Confederation of Trade Associations (CTA)/ Member of the DWCP Drafting Committee/Currently Entrepreneurs' Assistance Provider

II. Participants to Draft Presentation 28.08.2014

Representatives of State Institutions
Omar Jalilo
Xadrique Titos Muiambo
Ferrão Vasco Tamele
Francisco Luís Moisés
Maria Sofia Checo Manussa
Estevão Uamusse
Alberto Mussama
António Ali José

Representatives of Private Sector
João José Paulo Jeque
José Luís Gomes de Sousa
Aura Soares
Mauro Ferrão
Felisberto Manuel
Alcides Maússe
Representatives of Trade Unions
Daniel Ngoque
Boaventura Mondlane
Maria Helena Ferro
Damião Simango
Naftal David Simbine
Gonçalves Zita
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Beatriz Massuanganhe – Ministry of State Administration (MAE)
Pedro Miambo
Stefano Frasca – Trade Unions Institute for Development Co-operation (ISCOS)
Criete Roghetti – Trade Unions Institute for Development Co-operation (ISCOS)
Gugsa Ximer – International Labour Office (ILO) Addis Ababa
Stélio Júlio Chemane
Anjali Patel – International Labour Office (ILO) Lusaka
Egídio Chissaque – Ministry of Tourism (MITUR)
Albino Ruben Mareleco - National Confederation of Independent and Free Trade Unions of Mozambique (CONSILMO)
João Masquete – National Institute of Social Security (INSS)
Ângelo Machacieie – National Institute of Social Security (INSS)
Félix Matusse – Ministry of Women and Social Welfare (MMAS)
Izélia Dulobo – Entrepreneurs Against AIDS (ECOSIDA)
Victor Miguel – Confederation of Trade Associations (CTA)
Ernestina Chirindja – General Labour Inspectorate (IGT)
Nordestina Sitole – Ministry of Labour (MITRAB)
Paulo Romão - International Labour Office (ILO) Maputo
Esselina Chitsondzo – General Labour Inspectorate (IGT)