

**COUNTRY PROGRAMME REVIEW REPORT
MALAWI DECENT WORK COUNTRY PROGRAMME
(M-DWCP)**

Final Report

February 2015

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ACRONYMS

BCC	Business Consultative Centre
AfDB	African Development Bank
CADECOM	Catholic Development Commission
COMATU	Congress of Malawi Trade Union
CPR	Country Programme Review
CSO	Civil Society Organization
DWCP	Decent Work Country Programme
ECAM	Employers' Consultative Association of Malawi
EFA	Education for All
EU	European Union
IEC	Information Education and Communication
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
IRC	Industrial Relations Court
LDF	Local Development Fund
MBCA	Malawi Business Coalition of HIV and AIDS
MACOHA	Malawi Council for the Handicapped
MANET+	Malawi Network of People Living with HIV&AIDS
MARDEF	Malawi Rural Development Fund
MCTU	Malawi Congress of Trade Unions
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MDWCP	Malawi Decent Work Country Programme
MGDS	Malawi Growth and Development Strategy
MHRC	Malawi Human Right Commission
MIRTDC	Malawi Industrial Research Training and Development Centre
MoLMD	Ministry of Labour and Manpower Development
MOU	Memorandum of Understanding
NAC	National Aids Council
NAP	National Action Plan
NELP	National Employment and Labour Policy
NPC	National Productivity Centre
NSME	National small and Medium Enterprise
NYCM	National Youth Council of Malawi
NSO	National Statistic Office
OSH	Occupation Safety and Health
UNDAF	United Nations Development Assistance Framework
SMEDI	Small and Medium Enterprise Development Institute
SWG	Sector Working Group
SSAP	Social Security Action Plan
TEVET	Technical, Entrepreneurial and Vocational Education and Training
TEVETA	Technical, Entrepreneurial and Vocational Education and Training Authority
TLAC	Tripartite Labour Advisory Committee
TIPSD	Trade, Industry and Private Sector Development
TV	Television
UN	United Nations
UNDP	United Nations Development Programme
YEDEF	Youth Empowerment and Development Fund

Executive summary

Introduction

The Malawi Decent Work Country Programme (M-DWCP) is a national programme that was adopted jointly by the Government of Malawi, the Employers and Workers Organization with technical support from the ILO in August, 2011 to provide a policy and operational framework to guide the Government, social partners and other stakeholders, as well as development partners with regard to priority action towards the realization of the ILO's global Decent Work Agenda. The programme is coordinated by the Government of Malawi through the Ministry of Labour and Manpower Development (MoLMD). The main intention of the programme is to coordinate, harmonize and align technical assistance and financial resources around an achievable set of priorities which include creating more and better employment and income generation opportunities, particularly for vulnerable groups, including the youth, women and people with disabilities, as well as ensuring the elimination of the worst forms of child labour; enhancing and extending the coverage of social protection; and building the capacities of Government and Social Partners to improve service delivery.

After implementing the programme for three years, a Country Programme Review (CPR) was commissioned in October 2014 to self- assess the progress made so far in achieving the outcomes and to take stock of recommendations, lessons learned and challenges so as to improve the implementation of the M-DWCP. It was expected that the findings of the CPR will provide valuable insight to the M-DWCP implementing partners and stakeholders including the ILO Country Office for Zambia, Malawi, and Mozambique, the ILO Regional Office for Africa and the ILO Headquarters on how to implement the programme during the remaining period up to 2016.

Approach and methodology

The approach and methodology for carrying out the Country Programme Review (CPR) mainly comprised reviews of relevant documents and interviews with the tripartite partners as well as other stakeholders of the programme using specially designed data collection tools and techniques. In addition, a stakeholders workshop was held to discuss the preliminary findings and to further inform the CPR. In order to assess the performance of the programme, the review assessed the overall implementation progress as well as the relevance, effectiveness, efficiency, impact, strengths, weaknesses, opportunities and threats and lessons learnt upon which recommendations for the way forward for the implementation of the programme are based.

Findings of the Country Programme Review

All stakeholders agree that the programme is highly relevant and coherent to the national priorities. The programme contributes towards the achievement of the country's long and medium term development agenda as articulated in the Vision 2020 and Malawi Growth and Development Strategy II. The programme has been designed in line with the country's existing policies and legislation. In addition the programme is contributing towards the achievement of the ILOs Global Decent Work Agenda and the Malawi United Nations Development Assistance Framework. The implementation strategy is coherent, integrated and provides an effective tool for coordinating ILO and other development support in the country.

The review however noted that the supporting structures to monitor and oversee the timely delivery of the implementation of the M-DWCP are not very effective since they have not provided the necessary guidance for the implementation of the programme. The structures which included the M-DWCP Implementation Committee, Tripartite Labour Advisory Committee and the M-DWCP focal points have not been fully functional and irregularly meet to discuss the implementation process of the programme.

The weak capacities and resource constraints of the tripartite constituents hampered the successful implementation of the M-DWCP. The weak capacity of the tripartite partners was further compounded by the lack of a joint resource mobilization strategy for the programme.

Though the M-DWCP has a monitoring and evaluation framework, which is linked to the national monitoring and evaluation framework of the MGDS II there is no system for data collection and reporting by the tripartite partners. There is limited documentation and sharing of experiences and lessons amongst the tripartite partners.

It was noted that some of the stakeholders were not aware of the programme even though the various projects they are implementing are directly contributing towards the achievement of the outcomes of the MDWCP. Some of the stakeholders are not fully aware of their roles in the implementation of the programme.

Although the implementation of the programme was affected by a number of challenges as outlined above, steady progress towards achieving outcomes under priority 1 has been made. Stakeholders agree that there is good progress towards creating more and better employment and income generating opportunities for the vulnerable groups such as the youth, women and people with disabilities and the impact of the programme towards elimination of all forms of child labour has been strong. However less progress have been made towards achieving outcomes under priority 2 and 3 in particular outcomes 2.1 (enhanced occupation safety and health (OSH)); outcome 3.2 (improved and conducive environment for informed policy and programme decision making) and outcome 3.3 (improved capacity and service delivery of the MCTU, COMATU and ECAM for effective social dialogue) as summarised in the table below.

Priority	Outcome	Progress towards outcome
1. Creating more and better employment and income generation opportunities, particularly for vulnerable groups, including the youth, women and people with disabilities, as well as ensuring the elimination of the worst forms of child labour.	1.1 Conducive environment created and progress made towards increased , gainful, and decent employment for men and women in the context of the MGDS	The Pension Act and Labour Act were amended, but the Tenancy Bill, National Small and Medium Enterprise Policy and the National Employment and Labour Policy remain un-adopted, with little progress made on the development of the National Productivity Policy
	1.2 Enhanced employment and self- employment opportunities for vulnerable groups, such as youth, women and people with disabilities	The TEVET policy, a Business Development Agenda and a National Gender Policy were developed and launched amongst other frameworks. Other initiatives directly enhancing employment opportunities include skills, entrepreneurship and business trainings, facilitating access to finance and incorporation of new Trades in curriculum of TEVET colleges. The establishment of an Employment Network is pending.
	1.3 A Conducive environment fostered for and steady progress made in the	A Child Labour National Action Plan has been adopted and is under implementation, although the Child

	elimination of worst forms of child labour	Labour Policy remains unadopted. Many initiatives are underway towards elimination of all forms child labour through education, advocacy and awareness raising. However, a Child Labour Unit has still not been established in the Ministry of Labour & Manpower Development whilst a Child Labour Monitoring system is currently under development.
2. Enhancing and extending the coverage of social protection	2.1 Enhanced Occupational Safety and Health (OSH)	The OSH policy has not been developed but the OSH programme was launched and the OSH profile was developed. Civic education and awareness activities on OSH are being conducted by both employers and workers. However specialized labour inspections are not being carried out and the OSH Laboratory has not been constructed.
	2.2 Enhanced and Extended Workers Social Security Benefits	The Workers compensation Act and Pension Act were enacted. However the National Social Security Policy and Plan has not been adopted but efforts are already underway to operationalize various aspects.
	2.3 The Impacts of HIV & AIDS and TB at the Workplace (formal and informal economies) mitigated	Many sectoral ministries and social partners have workplace policies and programmes and are implementing a number of activities around mitigation and reducing the vulnerability of workers
3. Building the capacities of Government and Social Partners to improve service delivery	3.1 Improved Labour Administration in the Ministry of Labour and Industrial Relations Court (Government)	Integrated labour inspections are being conducted but specialised labour inspections are not conducted. The IRC was established and social dialogue meetings are being conducted though TLAC meetings are irregular
	3.2 Improved and conducive environment for informed policy and programme decision-making by the Government, social partners and other stakeholders	The 2013 labour force survey was conducted by NSO however the LMIS has not been established.
	3.3 Improved capacity and service delivery of MCTU, COMATU and ECAM for effective Social Dialogue	Capacity amongst the social partners remains a challenge, but support has been provided in aligning their Strategic Plans with the DWCP.

Recommendations

Based on the findings of the review the following recommendations are being made for consideration by the tripartite partners:

The government should speed up the review and approval of labour related legislation and policies. Implementation of important activities of the programme is being affected because some of the legislation and policies such as the NELP, NSME, Child Labour Policy and others have not been adopted by cabinet and parliament.

The tripartite partners should prioritise minimal number of outcomes and outputs of the programme to implement. Considering the limited resources available for the implementation of the programme, it is necessary to prioritize a limited number of outcomes at least three or five outcomes and also prioritise the targets to be achieved each year of the programme.

The tripartite partners should prioritise development of a clear resource mobilization strategy to ensure effective implementation of the programme. The resource gap for the programme is huge which demands vigilance from the tripartite partners to develop a clear resource mobilization strategy if the outcomes of the programme are to be achieved.

The MoLMD should strengthen coordination and communication for the programme. The review found out that the TLAC meetings are rarely organized, the focal points of the programme do not have a strong mechanism for sharing information; there is limited dialogue amongst the tripartite partners on the programme. There is need therefore for the MoLMD to take the lead in coordinating and strengthening coordination and reporting for the programme.

Strengthen implementation of the monitoring and evaluation system of the programme. Even though the programme has a monitoring and evaluation framework, utilization of the framework is very minimal. There is no systematic data collection and reporting. The tripartite partners do not produce and share progress reports specific to the M-DWCP. There is need for agreement on an effective and efficient way of monitoring progress and this should be guided by the tripartite partners themselves but with the overall coordination from the Ministry of Labour&Manpower Development.

Increase awareness of the programme and clarify roles and responsibilities of all the stakeholders in the programme. A number of stakeholders and sectoral ministries are not aware about the programme nor is there a shared understanding on the roles and responsibilities. It is therefore very important for the MoLMD to re-engage the tripartite partners and negotiate the roles and responsibilities of partners in the tripartite constituency.

Prioritise strengthening the capacity of the tripartite partners to effectively implement the programme. Some of the capacity challenges include limited financial resources, limited quantity and quality of staff, lack of various pieces of equipment, lack of research and funding for raising skills amongst others. The capacity challenges cut across all the tripartite partners including the MoLMD which has been poorly funded in the past three years and has a number of unfilled vacant positions.

Take advantage of the improved status of the MoLMD to improve implementation of the programme. The new government has prioritised MoLMD as one the top ministries in terms of its focus. This provides an opportunity to the tripartite partners to lobby for increased financial and technical support from the government and its development partners for the implementation of programme.

Mainstreaming Gender throughout the implementation of the Malawi DWCP. Whilst attention has been placed on ensuring that Gender is mainstreaming in the legislative and regulatory framework

greater focus needs to be placed on ensuring gender is mainstreamed throughout the activities, including reporting using sex disaggregated data. The recommendations from the Participatory Gender Audit can provide guidance on deliberate efforts which can be undertaken to promote gender equality and women's empowerment.

1.0 INTRODUCTION

1.1 Background

The Government of Malawi in collaboration with its social partners and other stakeholders with support from the ILO developed the Malawi Decent Work Country Programme (MDWCP, 2011-2016). The MDWCP, which was developed and launched in August 2011, serves as a policy and operational framework to guide the Government, social partners and other stakeholders in the realization of the ILO's Decent Work Agenda in the country. The programme also coordinates, harmonizes and aligns technical assistance and financial resources around an achievable set of priority outcomes. The Malawi DWCP focuses on three priority areas and nine outcomes as summarised in Table 1

Table 1 Malawi DWCP Priorities and outcomes

Priority 1: Creating more and better employment and income generation opportunities, particularly for vulnerable groups, including the youth, women and people with disabilities, as well as ensuring the elimination of the worst forms of child labour.	Priority 2: Enhancing and extending the coverage of social protection	Priority 3: Building the capacities of Government and Social Partners to improve service delivery
Outcome 1.1: Conducive environment created and progress made towards increased, gainful and decent employment for men and women in the context of the MGDS	Outcome 2.1: Enhanced Occupational Safety and Health (OSH)	Outcome 3.1: Improved labour administration in the Ministry of Labour and Industrial Relations Court (Government)
Outcome 1.2: Enhanced employment and self-employment opportunities for vulnerable groups, such as the Youth, Women and People with Disabilities	Outcome 2.2: Enhanced and extended Workers' Social Security Benefits	Outcome 3.2: Improved and conducive environment for informed policy and programme decision-making by the Government, social partners and other stakeholders
Outcome 1.3: A conducive environment fostered for and steady progress made in the elimination of the worst forms of child labour	Outcome 2.3: The impacts of HIV & AIDS and [and related diseases e.g. STI and TB] at the workplace (formal and informal economies) mitigated	Outcome 3.3: Improved capacity and service delivery of MCTU, COMATU and ECAM for effective Social Dialogue

1.2 Objectives of the Country Programme Review

After implementing the programme for three years, a Country Programme Review (CPR) was commissioned in October 2014 to self- assess the progress made so far in achieving the outcomes and to take stock of recommendations, lessons learned and challenges so as to improve the implementation of the M-DWCP. It was expected that the findings of the CPR will provide valuable insight to the M-DWCP implementing partners and stakeholders including the ILO Country Office for Zambia, Malawi, and Mozambique, the ILO Regional Office for Africa and the ILO Headquarters on how to implement the programme during the remaining period up to 2016.

Specifically the programme review was commissioned to achieve the following:

- Review the appropriateness and adequacy of the design of the M-DWCP
- Examine the progress made so far to achieve the expected outcomes of the programme
- Examine the usefulness of the strategies, partnerships and the constraints to be addressed, including the practical application of gender mainstreaming, youth development and attention to people with disabilities.
- Identify the major challenges, weaknesses and strengths of the M-DWCP;
- Determine the extent of linkages between DWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA) and United Nations Development Assistance Framework (UNDAF);
- Review the organizational capacities in Ministry of Labour (MoLMD), ILO Country office and the social partners (MCTU, ECAM and the steering committee) with regard to the overall coordination and their involvement/ownership in the program;
- Examine the collaboration, linkages and synergies between and amongst the social partners
- Identify lessons learned and propose recommendations to improve the implementation of M-DWCP.

2.0 APPROACH AND METHODOLOGY OF THE MDWCP REVIEW

2.1 Review of relevant documents and literature

A number of documents and reports were reviewed including the MGDS, MDGs progress reports, program documents, reports and strategic plans from social partners, national and international labour policies and legislation, national social economic profiles and various other relevant documents. The literature review informed the data collection tool development which included checklists and a progress matrix targeting specific social partners and stakeholders who were identified to participate in the CPR. The review of the relevant documents was followed by an inception workshop where the approach and process for carrying out the assignment, data collection tools and work plan for assignment were discussed.

2.2 Interview with stakeholders

A number of stakeholders and social partners for the M-DWCP were interviewed during the exercise and the list of those interviewed is annexed. In addition the consultant held tele-discussions with staff from the ILO Country Office in Zambia and the Regional Office for Africa in Addis Ababa. A draft report was presented and discussed during the national stakeholder workshop and the final draft report incorporates inputs from the discussions held and additional comments and inputs submitted.

3.0 FINDINGS OF THE COUNTRY PROGRAMME REVIEW

3.1. Relevance and Coherence of the Programme

3.1.1 M-DWCP and the national development priorities and policies

All stakeholders agree that the M-DWCP is aligned to and contributes significantly to the achievement of the long term development vision of the country as stipulated in the Vision 2020 which states that “by the year 2020 Malawi as a God fearing nation, will be secure, democratically mature, environmentally sustainable, self-reliant with equal opportunities for and active participation by all, having social services, vibrant cultural and religious values and a technologically driven middle-income economy”. In line with Vision 2020, the government developed the MGDS as a medium term strategy for implementing the Vision.

The country has a number of labour related legislation and policies and many stakeholders agree that the M-DWCP has been aligned to and its implementation is strengthening the implementation process of such policies. The Malawi Constitution is the main legislation that governs issues of labour in Malawi. For example sections 20, 23, 24, 27, and 30 of the Constitution address labour issues where amongst others it calls for:

- Equal and fair treatment, and providing for passing legislation aimed at addressing inequalities in society or prohibiting discrimination
- Affirming rights in relation to employment conditions and labour such as fair and safe labour practices including remuneration, trade unionism and freedom to work
- Access to basic services and special consideration for potentially vulnerable groups such as women, children and persons with disabilities

- Children are entitled to protection from economic exploitation or any treatment, work or punishment that is likely to be hazardous, interfere with their education or be harmful to their health or to their physical, mental or social development
- The constitution prohibits slavery or servitude, forced labour or bonded labour that amount to servitude.

In addition to the Constitution, the M-DWCP is being implemented in line with a number of national legislation including the Labour Relations Act (1996), the Employment Act (2000), Workers Compensation Act (2000), Occupation and Health Act (2000), Occupational Safety, Health and Welfare Act (1997), Pension Act (2011), TEVET Act (1999) and others related legislation.

3.1.2 Linkages of the DWCP outcomes and outputs to the DWAA and UNDAF

The United Nations System in Malawi carried out a country assessment in 2010 in order to gather evidence on the key development challenges the country is facing. The outcome of the assessment informed the development process of the MGDS. Stakeholders agree that the themes articulated in the MDWCP are in line with the UNDAF (2011-2016) in particular Outcome 1.2 which stipulates that women, youth, people with disability and rural households benefit from pro-poor private sector growth, decent employment and income generation. The UNDAF stipulates that ILO in collaboration with its tripartite partners will lead the implementation of the outputs which directly link to the implementation of the M-DWCP.

The priority issues of focus for the programme were assessed in the context of the comparative advantage and mandate of the ILO as a specialised agency within the One UN System and were appraised within the framework of the four pillars of the ILO's Decent Work Agenda. The ILO Decent Work Agenda includes rights at work, employment creation and enterprise development, social protection and social dialogue which are the main focus areas of the programme.

It was noted however that not all stakeholders are familiar with the M-DWCP and the ILO Global Decent Work Agenda even though they are implementing various programmes and activities that are addressing issues that are directly addressing decent work deficits.

3.1.3 MDWCP and the Millennium Development Goals (MDGs)

The country is committed towards the achievement of the Millennium Development Goals (MDGs). The MDGs have formed the back-bone to the development of the poverty reduction strategies, in particular the development of the Malawi Growth and Development Strategy (MGDS). The stakeholders agree that implementation of the M-DWCP is significantly contributing to the eradication of poverty and hunger; achieving universal primary education; promoting gender equality and empowerment of women; reducing child mortality; improving maternal health; combating HIV and AIDS, malaria and other diseases; ensuring environmental sustainability; and developing a global partnership for development.

The M-DWCP is one such national framework that provides a policy and operational framework which guides the Government, social partners and other stakeholders as well as development partners towards the realization of MDGs and the ILO's Decent Work Agenda. The M-DWCP stipulates the importance of decent work in achieving the MDGs. The three priorities of the M-

DWCP reflect the nexus between the Malawi's development strategies and the common United Nation Development Assistance Framework (UNDAF), to which the ILO is a contributor.

3.2 ILO'S Capacity, comparative, advantage and efficiency

The ILO is the lead development partner in the formulation, implementation, monitoring and evaluation of the M-DWCP. The programme requires that the ILO Country Office for Zambia, Malawi and Mozambique facilitate the process of implementation of the M-DWCP. It provides both technical and financial assistance to the tripartite constituents and other stakeholders in the implementation of the programme.

The organization boasts of enormous experience and capacity in developing training and advocacy materials necessary for promoting decent work across various sectors. The ILO has labour experts through-out the world and can easily draw from the available expertise to provide support to the M-DWCP. It was noted that the ILO Malawi Country office seems to be advanced in the areas of child labour with the initiatives such as the International Programme on the Elimination of Child Labour (IPEC) and the 'Achieving Reduction in Child Labour through Education' project which is supporting the implementation of the National Action Plan to Combat Child Labour.

Some stakeholders perceive the M-DWCP as being owned by the ILO and therefore expect the ILO to champion and lead in the mobilization of financial and technical resources for the implementation of the programme. Because of the expectations, some stakeholders say that the ILO has not done enough to ensure that the programme has adequate resources. This belief is strengthened by the mis-perception by many stakeholders that the ILO is one of the donors in Malawi.

The implementation of the M-DWCP is coordinated by the Government of Malawi through the MoLMD while the ILO Country Office for Malawi based in Zambia facilitates the implementation process while drawing on the support and expertise from the Decent Work Team based in Pretoria and various technical and administrative units and departments in Geneva. The heavy reliance of officers based outside the country limits the ILO office to engage adequately with the Malawi Government, its social partners and stakeholders of the programme. In case the Government requires support from the ILO, it has to submit requests through the Country Office based in Lusaka which takes additional time for responses as opposed to if the officers were based in the country. The delayed responses to requests results into delays in the implementation of the programme. According to the Country Director, the situation is bound to change with the introduction of a new project in Malawi which will have an International Chief Technical Advisor and two additional officers resulting in strengthening the capacity of the Malawi ILO office for the implementation of the DWCP activities.

3.3 Adequacy of the management and governance arrangements of the programme

The M-DWCP clearly articulates how the programme is going to be governed and managed. The MoLMD in close collaboration with its social partners with support from the ILO is spearheading the implementation of the programme. A M-DWCP Implementation Committee comprising of technical experts from government, social partners and other stakeholder was set up which was expected to provide policy and strategic guidance for the implementation of the DWCP. In addition each partner organization including the MoLMD have a focal point for the programme.

The review findings show that while the M-DWCP Implementation Committee called the Tripartite Labour Advisory Committee (TLAC) was established to monitor the implementation of the

programme, the committee has been ineffective due to infrequency of its meetings. The Tripartite Labour Advisory Council rarely meets to provide direction required in respect to the implementation of the M-DWCP. Additionally the review also revealed that capacity building programmes that were proposed to be designed and conducted for TLAC to increase its effectiveness as the main body for social dialogue in the country were never conducted.

The programme review revealed that although the M-DWCP Implementation Committee was formed, it did not seriously look into the implementation of the M-DWCP as a team, rather each partner is implementing the activities of the program with minimal coordination and collaboration except for the activities that required tripartite consultation such as review of the labour laws and regulations and in the design of national programmes.

The M-DWCP clearly outlines the roles and responsibilities of each of the partners. However the review noted some partners have less knowledge about the programme or awareness of their roles and responsibilities as stipulated in the programme document. One partner during interviews said, “Our organization was not informed that we are going to lead some of the activities of the programme as identified under each outcome and output”. This implied that even though the programme document clearly stipulates the roles, some partners were not informed about the same. Because of this, some partners are implementing decent work related activities but not linking their work and efforts to the M-DWCP.

The implementation plan for the M-DWCP was designed in such a way to allow each of the tripartite partners to have a role for achieving activities under its responsibility. There is general agreement amongst the stakeholders that the Ministry is not fully providing the much needed leadership, coordination and guidance in the implementation of the programme. This is having an affect on raising the profile of the M-DWCP and labour issues amongst the various partners, hence contributing to the low level of awareness of the M-DWCP amongst various stakeholders.

It was also noted that the coordination of the programme in the Ministry is entrusted in the lower level office which makes it difficult and challenging to influence decision making relating to decent work within the ministry, other sectoral ministries and social partners. One stakeholder said that the Focal Point for the programme is a midlevel officer who cannot easily push for high level decision making or push the stakeholders to provide necessary resources and comply to reporting requirements of the programme.

3.4 Managing for results

3.4.1 Clarity of the outcome-level results

The M-DWCP has articulated priorities, outcomes and outputs as well as outcome indicators against which it can be assessed. The M-DWCP also has a detailed Implementation Plan indicating in detail the outputs under each outcome including activities to be undertaken by various stakeholders. The outcomes, outputs, activities and the identified indicators follow a logical sequence that is easy to follow and capture. The linkages between the outcomes, outputs and activities for the achievement of the output are strong in the programme.

3.4.2 Availability of a monitoring and evaluation system and its effectiveness

The M-DWCP has a monitoring and evaluation plan which is synchronised to the MGDS II monitoring and evaluation, as well as the UNDAF M&E framework. The review findings reveal that while the M-DWCP M&E framework is in place it lacks utilization. The reporting system by the social partners to

the ministry is weak. The only time information is shared between the tripartite partners MoLMD, ECAM, MCTU, ILO and other stakeholders is when a review meeting is called for and all stakeholders report their achievements. While the Programme might have had a focal point situated in the Ministry of Labour, the officer was committed to other equally important duties as such had little time to concentrate on monitoring the implementation of the M-DWCP activities. The weak implementation of the DWCP M&E system leaves a question of whether the programme is able to track its progress in relation to the national monitoring and evaluation system.

For every M&E system to be effective, it requires systematic collection and collation of relevant information and disseminating the same to the relevant users in order for them to make informed decisions. The M-DWCP does not have the data collection mechanism in place. This makes it difficult for stakeholders to collect and collate any relevant information regarding its implementation for consolidation into the M&E system. This has resulted in failure by stakeholders to report any progress made to the secretariat (MoLMD).

The partners in the programme seem not to be compelled to submit progress reports to the coordinating ministry (MoLMD). The MoLMD does not monitor performance and results of the programme as some partners are expecting. Much of the monitoring was left with the desk officer who has no authority to make decisions on behalf of the Ministry.

3.4.3 Knowledge management and sharing

The M-DWCP has a framework for reporting and documenting progress as articulated in the reporting template. The reporting template has milestones and indicators to report on and each of the tripartite partners is supposed to submit reports in that format. Because of the weak reporting and documentation system it is very difficult to confidently report DWCP outcomes under the MGDS 2 and UNDAF. Many stakeholders agree that knowledge management and sharing is weak between and amongst the partners even though at individual organizational level some organizations have good knowledge management practices.

3.4.4 Partnership, strategies and interagency relations

All stakeholders revealed that the programme provides an enabling framework for strengthening partnerships and their support for the implementation of the M-DWCP strategies is based on its direct contribution to the implementation of national priorities as articulated in the MGDS. The national focus of the DWCP strengthens the interagency relationships since all tripartite partners aspire to achieve the national aspirations as articulated in the MGDS. The social partners indicated that their strategic frameworks prioritise decent work and labour issues and the development of the M-DWCP provided that much needed national coordination framework for the promulgation and implementation of decent work issues in the country. In addition to the social partners such as ECAM, MCTU, COMATU there are many other organizations that are implementing labour related activities such as elimination of child labour, child trafficking, tenant rights more especially in estates and many other interventions that are not aware of the existence of the M-DWCP

If various stakeholders are implementing activities and programmes that are directly contributing to the achievement of the M-DWCP outcomes even without fully knowing the existence of the programme, it shows that the programme is really dealing with critical issues affecting the majority of Malawians. Stakeholders believe that with an aggressive civic education, awareness, lobbying and advocacy the programme can be known and lead to strengthened synergies and partnerships across line ministries, development partners and amongst the majority of the stakeholders in the country.

3.5 Tripartite capacities to implement the programme

3.5.1 Capacity of the tripartite constituents

The implementation of the M-DWCP requires that government in collaboration with its social partners and with support from ILO make effort to mobilize resources. However weak capacity of the MoLMD; weak coordination between MoLMD with other sectoral ministries and departments; inadequate human resources; inadequate funding; as well as poor communication structures between MoLMD and the social partners are some of the main constraints affecting implementation of the programme by the tripartite constituents.

The social partners continue to face capacity challenges. For example ECAM though very active in decent work activities, has limited members of staff and financial resources to effectively implement decent work activities. Though it has more than 74 members, the Secretariat of ECAM is the one that has more knowledge of the M-DWCP than the rest of its members. With the large number of employer's membership, it would be expected that ECAM would utilize its membership more effectively to facilitate implementation of the programme. It should be pointed out here that a ECAM members are very active on child labour issues more especially the tobacco companies.

3.5.2 Tripartite constituents' effective use of available linkages to promote the M-DWCP resource mobilization

In order to facilitate resource mobilization for the implementation of the M-DWCP, the government and the ILO were to coordinate the development of a joint resource mobilization strategy, including presentation of project proposals for the attention of the United Nations Country Team and other development partners. The resource mobilization strategy was not developed.

To some extent the tripartite constituents made use of the available linkages to promote the M-DWCP even though the linkages were not fully utilised. For example the UNDP noted the passiveness of the MoLMD in as far as seeking financial and technical support from such institutions was concerned. Additionally the review found that MoLMD and its social partners failed to take advantage of the TIPSD- SWG and other SWAPs to advance the M-DWCP agenda. MoLMD together with the social partners has not fully utilised the TIPSD-SWG as a contact for resource mobilisation and partner collaboration strategy for M-DWCP implementation.

The CPR learnt that the resource mobilisation strategy was never developed as planned and proposals were never submitted to other development partners to support implementation of the programme apart from the ILO. However the donor mapping exercise revealed existence and good will amongst the development partners to support implementation of the programme.

Usage of a recent donor mapping exercise report, gives the tripartite constituents the basis for the development of a joint resource mobilisation strategy as the report has articulated how the resource mobilization and partner strategy can focus on using specific multilateral and bilateral donors with large aid portfolios. Additionally the elevation of the MoLMD to be among the priority ministries by the current government administration has come along with improved funding to the ministry more especially the increase in the Development Budget. In 2014/2015 fiscal year, the Development budget has been increased to MK 875 million from zero Kwacha in 2013/2014 fiscal year. This will enhance the implementation of M-DWCP especially in the areas of infrastructure development.

3.6 Cross cutting issues

It was noted that the M-DWCP addressed crosscutting issues of decent work in the planning, implementation, monitoring and evaluation processes. Crosscutting priorities include promotion of gender equality and equity and HIV&AIDS in the workplace.

3.6.1 Availability of a clear strategy for facilitating gender equality and linkages

Malawi has a National Gender Policy which was launched in 2000 (currently under review). This was followed by the National Gender Programme in 2004. The provisions of the international instruments have been incorporated in the Policy as well as the Constitution. The Ministry of Women and Child Development as the lead ministry has ensured that gender mainstreaming is promoted in the public and private sectors as well as in the civil society organizations through the creation of gender focal points and the gender networks.

In complementing existing efforts in Malawi to address Gender disparities and inequalities, the implementation of the M-DWCP is guided by the resolutions of the 2009 International Labour Conference (ILC) on gender equality which is at the heart of decent work.

The M-DWCP promotes the rights and conditions of working women to contribute to economic empowerment and women's entrepreneurship development, as well as gender mainstreaming through the ILO's participatory Gender Audit tool (introduced and being applied by the UN system in Malawi). The mainstreaming of gender has resulted into the creation of a suitable environment for developing gender sensitive policies and programmes that empower women (through education and training, access to credit, capital, land and decision making authority) in order for them to contribute to the economic growth of Malawi.

Some of the strategies included: review the policy and regulatory environment as it relates to employment creation and seek greater policy coherence especially within the MGDS; where necessary, advocate for the removal of discriminatory laws and policies that constrain the participation of the vulnerable groups including the youth, women and people with disabilities in all aspects of employment; mainstream their respective employment interests in policies, laws and programmes, relating to business and employment and identify significant gaps in policy provision and implementation; ratify and implement the Employment Policy Convention, 1964 (No. 122); develop a gender sensitive National Employment and Labour Market Policy and mainstream its main tenets in the next generation of MGDS and UNDAF.

However, in terms of implementation of the M-DWCP greater efforts need to be made in ensuring that gender is mainstreamed across all activities and not limited to the legislative and regulatory frameworks. In addition, the recommendations from the Participatory Gender Audit conducted with support from the ILO need to be considered and addressed in the output areas which will be prioritized for the remaining time period of implementation.

3.6.2 Mainstreaming of HIV and AIDS and other communicable diseases

The MDWCP prioritised implementing comprehensive workplace HIV & AIDS, STI and TB policies and programmes on a sustained basis and the development of a national HIV&AIDS workplace policy and legislative framework. It was found that most of the government ministries have HIV and AIDS work place policies and programmes which they are implementing with support from the National Aids Commission (NAC). However the implementation progress of the work place programmes are at varying levels with some ministries more advanced than others.

3.7 Programme performance towards Priorities

A number of constraints affected the full realization of the outcomes of the programme by December 2013 as planned due to a number of reasons including the slow process to enact and adopt some key policies and limited financial resources. The review found that the programme has made considerable progress towards achieving outcomes under priority number 1 (Creating more and better employment and income generation opportunities, particularly for vulnerable groups, including the youth, women and people with disabilities, as well as ensuring the elimination of the worst forms of child labour) but less on priority 2 (Enhancing and extending the coverage of social protection) and 3 (Building the capacities of Government and Social Partners to improve service delivery) as summarised in Table 3.7.

Table 3.7 Summary of progress towards priorities and outcomes

Priority	Outcome	Progress towards outcome
1. Creating more and better employment and income generation opportunities, particularly for vulnerable groups, including the youth, women and people with disabilities, as well as ensuring the elimination of the worst forms of child labour.	1.1 Conducive environment created and progress made towards increased , gainful, and decent employment for men and women in the context of the MGDS	The Pension Act and Labour Act were amended, but the Tenancy Bill, National Small and Medium Enterprise Policy and the National Employment and Labour Policy remain un-adopted, with little progress made on the development of the National Productivity Policy
	1.2 Enhanced employment and self- employment opportunities for vulnerable groups, such as youth, women and people with disabilities	The TEVET policy, a Business Development Agenda and a National Gender Policy were developed and launched amongst other frameworks. Other initiatives directly enhancing employment opportunities include skills, entrepreneurship and business trainings, facilitating access to finance and incorporation of new Trades in curriculum of TEVET colleges. The establishment of an Employment Network is pending.
	1.3 A Conducive environment fostered for and steady progress made in the elimination of worst forms of child labour	A Child Labour National Action Plan has been adopted and is under implementation, although the Child Labour Policy remains un-adopted. Many initiatives are under way towards elimination of all forms child labour through education, advocacy and awareness raising. A Child Labour Unit has not been established in the Ministry of Labour and Manpower Development whilst a Child Labour Monitoring system is currently under development.

2. Enhancing and extending the coverage of social protection	2.1 Enhanced Occupational Safety and Health (OSH)	Though the OSH policy has not been developed the OSH programme was launched and the OSH profile was developed. Civic education and awareness activities on OSH are being conducted by both employers and workers. However specialized labour inspections are not being carried out and the OSH Laboratory has not been constructed.
	2.2 Enhanced and Extended Workers Social Security Benefits	There are still issues surrounding adoption of the National Social Security Policy which in turn has affected the adoption of the National Social Security Action Plan. The Workers compensation Act and Pension Act were however enacted.
	2.3 The Impacts of HIV & AIDS and TB at the Workplace (formal and informal economies) mitigated	Many sectoral ministries and social partners have workplace policies and programmes and are implementing a number of activities related to mitigation and economic empowerment
3.	3.1 Improved Labour Administration in the Ministry of Labour and Industrial Relations Court (Government)	Integrated labour inspections are being conducted but specialised labour inspections are not conducted. The IRC was established and social dialogue meetings are being conducted though TLAC meetings are irregular
	3.2 Improved and conducive environment for informed policy and programme decision-making by the Government, social partners and other stakeholders	The 2013 labour force survey was conducted by NSO however the LMIS has not been established.
	3.3 Improved capacity and service delivery of MCTU, COMATU and ECAM for effective Social Dialogue	Capacity amongst the social partners remains a challenge, but support has been provided to align their Strategic Plans to the MDWCP.

3.8 Summary of progress towards priority 1

As noted in table 3.7 the tripartite partners have made progress towards achievement of the priority. The tripartite partners are however concerned that the key policies such as the NELP are not adopted by Cabinet which could provide clear guidance towards creating more and better employment and income opportunities for the vulnerable groups of people. Apart from outputs 1.2.6 and 1.3.4 good progress towards achievement of three outcomes under this priority area has

been made. The social partners believe that with the prioritisation of the MoLMD most of the outcomes will be achieved.

3.8.1 Progress towards outcome 1.1

The review found that good progress towards achieving the outcome 1.1 has been made even though some legislative and policy frameworks have not been adopted and enacted (Table 3.8.1). For example apart from the Pension Act and Labour Amendment Act which were amended and passed, the Tenancy Bill and the National Labour and Employment Policy were not passed in parliament and approved by cabinet respectively by the end date of December 2013. Though finalised in 2012, the NELP has not been adopted by Cabinet. Stakeholders said that not much work has been done to develop a National Productivity policy which would lead towards the establishment of the National Productivity Centre.

Table 3.8.1 Summary of progress towards outcome 1.1

Outcome	Output	Comment
1.1 Conducive environment created and progress made towards increased, gainful, and decent employment for men and women in the context of the MGDS	1.1.1: A gender-sensitive National Employment and Labour Policy prepared and adopted	Draft NELP produced in 2012 but not adopted by cabinet
	1.1.2: Employment-related laws developed, reviewed and amended to take into account Decent Work concerns (Pensions Act, Employment and Labour Relations Act, OSH Act, Welfare Act, Tenancy Act)	Pension Act, labour Amendment Act, and others were enacted. However the Tenancy Bill is not adopted by Parliament
	1.1.3: Employment-rich sectors promoted as engines of economic growth in the context of the MGDS II (Tourism, Agriculture, Mining, Construction)	Ministry of Industry and Trade with support from the AfDB, TEVETA with support from NAC, SMEDI with support from both AfDB and the Local Development Fund (LDF) are implementing various projects that are leading towards achievement of this output
	1.1.4: Policies reviewed and programmes put in place to facilitate growth of micro, small and medium enterprises	Draft NSME Policy was developed but has not been adopted by Cabinet
	1.1.5: A National Productivity policy developed and Centre established	National Productivity Policy is not produced and Centre not established yet.

Output 1.1.1 A gender sensitive national employment and labour policy prepared and adopted

The review found out that the ratification of the Employment Policy Convention was not done. However the national consultations on the ratification of the Employment Policy Convention were

carried out. In addition an Employment Diagnostic exercise was undertaken in 2012 which resulted into the production of an Employment Diagnostic Report. The draft National Employment and Labour Policy (NELP) and Implementation Plan was developed in 2012 but has not been adopted by Cabinet. It was mentioned that when the draft was submitted for approval, the cabinet asked for clarification on a number of issues in the draft NELP and Implementation plan. The MoLMD has resubmitted the revised NELP to cabinet as expected. The Tripartite plus Technical Committee looked at the draft before it was submitted to the cabinet.

In general all stakeholders agree that the bigger picture of this output which is the finalization of the gender sensitive NELP was not achieved but some good progress towards the outputs has been made. The progress achieved is marred by the unapproved NELP which is the bigger issue in the labour sector. As a lead ministry of labour issues, stakeholders believe that with much aggressiveness, the NELP would have been adopted and approved by cabinet by now.

The lack of a comprehensive National and Employment and Labour policy makes it difficult for the government to provide guidance on issues of labour in the country. For example the issues of labour exports are not being properly guided due to lack of a robust policy. Due to the existing vacuum, stakeholders may easily introduce parallel programmes or initiatives that can overtake the intentions of the ministry on labour issues. Most of the people migrating outside the country are the youth who in most cases are unskilled. However the introduction of community technical colleges by the government is one way to curb labour migration since the youth are going to be trained and have technical skills to start their businesses or get employed.

Output 1.1.2: Employment-related laws developed, reviewed and amended to take into account Decent Work concerns (Pensions Act, Employment and Labour Relations Act, OSH Act, Welfare Act, Tenancy Act)

The programme review found that some employment related laws were enacted by Parliament however there are still other employment related bills that are not enacted including the Tenancy Bill. The tripartite constituents played a significant part in advocating and lobbying for the passing of the Bills and amendment of some Acts by Parliament. Constituent members like MHRC, ECAM, MCTU, private companies and Civil Society Organization (CSO) have been involved in advocacy and lobbying for enactment of employment related laws and child labour with support from various development partners such as the EU and UNDP. Over the years national labour forums have been organised where issues of employment related laws and policies have been at the centre stage. Social partners have been involved in civic education and awareness activities through production of IEC materials, radio and TV programs on labour related policies and laws.

It was apparent that the debate on the Pension Act attracted a lot of attention from the employers implying high level of use of the outputs by the stakeholders. A lot of awareness and civic education activities were carried mainly by the social partners. The social partners played a significant role in advocating and lobbying for the approval of the Pension Act.

Output 1.1.3 Employment-rich sectors as engines of economic growth in the context of the MGDS 2 (tourism, agriculture, mining and construction) promoted

The review found out that employment and decent work have been mainstreamed in the MGDS II and particularly in Subtheme 7 on labour and employment. Subtheme 7 focuses on stimulating and ensuring productive and decent employment for better standards of living in Malawi. This subsection of the MGDS has identified decent work deficits and outlined strategies for dealing with the deficits.

In addition the Ministry of Industry and Trade with support from the African Development Bank (AfDB) is implementing a project focusing on Private Sector Development and Job creation. In this programme organizations like SMEDI and others are involved in developing employment intensive technologies and methodologies that are intended for the promotion and development of agriculture, ecotourism and other sectors. The support from AfDB focuses on strengthening business to business linkages where matching grants are provided to entrepreneurs; SMEDI is also working with the Local Development Fund (LDF) to promote business and entrepreneurship activities in the four rural growth centres namely Jenda in Mzimba, Monkey Bay in Mangochi, and Malomo in Ntchisi and Chitekesa in Phalombe. The Rural Growth Centres are developing into bee hives of business activities mainly in the areas of agroindustry, ecotourism, quarrying and construction. In addition, village savings and loan schemes are being promoted in the rural areas to help people at community level develop a saving culture and improve their access to finance.

Mainstreaming decent work into the MGDS provides an opportunity for decent work to be part of the national budget. All stakeholders agree that good progress has been achieved towards implementing this output.

Output 1.1.4: Policies reviewed and programmes put in place to facilitate growth of micro, small and medium enterprises

A number of policy documents including the National Small and Medium Enterprise Policy (NSME draft); the TEVET policy, a Child Labour National Action Plan for Malawi (adopted), the Malawi national Occupational Safety and Health Programme have been produced but few are adopted by Cabinet. Such policies as the OSH Policy, Income and Wages Policy and others have not been developed. The OSH programme though developed has not received financial support for its implementation. It was noted however that civic education and awareness raising activities on the NSME policy has been carried out by social partners like SMEDI, MHRC, ECAM, MCTU, National Youth Council and the Ministry of Industry and Trade among others. Though the establishment of the training centre for the enhancement of cooperatives has not taken place organizations such as SMEDI are providing cooperative training already and has a number of projects that are focusing on cooperative development and enhancement.

Output 1.1.5: A National Productivity policy developed and Centre established

A feasibility study for the establishment of the National Productivity Centre (NPC) was carried out in 1999 and a report was produced, however there is need to update this report. Through TIP-SWAP, negotiations are taking place and a Technical Working group chaired by ECAM and co-chaired by MoLMD was formed to oversee the establishment of the National Productivity Centre.

Stakeholders are of the view that progress to develop the National Productivity Policy and Centre is slow and may not be achieved during the period of the programme unless changes in the implementation process are made. With AfDB funding the Ministry of Industry and Trade has hired consultants to carry out an assessment on the feasibility for the establishment of the NPC. The speed at which the NPC is going to be established depends on the agreement by stakeholders on the findings of the assessment.

3.8.2 Adequacy of the resources towards achievement of outcome 1.1

Outcome 1.1 had a resource gap of about 39% which affected achievement of the some outputs more especially output 1.1.5. Stakeholders are of the view that some key policies were not adopted

by Cabinet but did not require huge amount of resources. What many expected was for the MoLMD to be aggressive enough to ensure that such key policies like the NELP are adopted by Cabinet.

3.8.3 Progress towards outcome 1.2

A number of social partners are involved in implementing activities leading towards the achievement of this outcome. Some of such implementing partners include the Malawi Council for the Handicapped (MACOHA), Small and Medium Enterprise Development Institute (SMEDI), Technical Entrepreneurial Vocational Education and Training Authority (TEVETA), Japanese Tobacco Company (JTI) and others. The review noted that MACOHA has skills development programmes which targets both the disabled and able bodied youths to improve their employability and self-reliance. On the other hand TEVETA with support from the National Aids Commission (NAC) has over the past years provided skills, entrepreneurship and business training to over 7100 rural youths who are linked to financial institutions such as Opportunity Bank to get loans for starting their businesses. SMEDI is also working with the Local Development Fund (LDF) in four rural growth centres in Malawi to build the entrepreneurial and business skills of women, youth and other vulnerable groups in the country. New trades have been developed by TEVETA which have been incorporated in the curriculum of technical colleges; SMEDI and TEVETA are providing training to the vulnerable groups. In an effort to increase employability of many youths in the country tobacco companies such JTI (Japanese Tobacco International) are also assisting the government to construct schools blocks in order to improve the learning environment.

Table 3.8.3 Progress towards achievement of outcome 1.2

Outcome	Output	summary of progress
1.2 Enhanced employment and self-employment opportunities for vulnerable group such as the youth, women and people with disabilities	1.2.1: Vulnerable groups, particularly the youth, women and people with disabilities, have more and better access to skills development and career guidance	A number of policies, plans have been produced such as the TEVET policy, Child Labour National Action Plan, Business Development Agenda, National Gender Policy and others
	1.2.2 : Vulnerable groups, particularly the youth, women and people with disabilities, have more and better access to entrepreneurship and business development services	<p>Government through TEVETA is enhancing youth employability by facilitating their attachment to private and public institutions</p> <p>The Ministry of Youth is implementing a programme on Youth Employment and Empowerment Fund (YEDEF).</p> <p>SMEDI, NYCoM, MACOHA and other implementing partners are also providing various technical training and entrepreneurial training and business development services to vulnerable groups. ECAM with its affiliates is also providing the youth</p>

		with attachment places in private organisations
	1.2.3: Increased quantity and quality of skills testing and certification relevant to the needs of the labour market	TEVTA in consultation with the industry is developing new trades and SMEDI and TEVETA are providing training to the vulnerable groups. Plan are under way to develop and adopt a Trade Testing Policy and law
	1.2.4: Policy and Legal Framework developed for skills assessment and certification informed by a Skills Profile	The TEVET Policy was adopted and launched
	1.2.5: Access to micro-finance and other appropriate financing mechanisms promoted among the target groups	TEVETA through Opportunity Bank of Malawi are providing small loans to vulnerable groups. MACOHA also provide small start-up loans to its graduates
	1.2.6: Employment network comprising of relevant stakeholders established	This has not yet been done. Its formation will be done once NELP has been approved

Output 1.2.1: Vulnerable groups, particularly the youth, women and people with disabilities, have more and better access to skills development and career guidance and Output 1.2.2 Vulnerable groups, particularly the youth, women and people with disabilities, have more and better access to entrepreneurship and business development services

TEVETA received K40.0 million financial support from the NAC to provide technical and vocational skills training (TVST) for 2500 orphaned and vulnerable groups and youth in the rural areas. The program identifies the vulnerable groups, trains them in vocational skills and after completion of their training they are given tools and other materials to start their own businesses. The success of this programme influenced NAC to provide more funding to TEVETA to train an additional 3600 vulnerable children and youth under the Vocational Skills Training Program for vulnerable groups and young people. The programme offers both formal and informal technical and entrepreneurial skills training to the youth. The youth are also given equipment after the training.

Realising that the youth do not have adequate entrepreneurial and business skills to start their businesses when they graduate, TEVETA signed a Memorandum of Understanding (MOU) with SMEDI to provide entrepreneurial training and business management training to the students and Opportunity Bank of Malawi which is providing loans to the students. TEVETA has invested financial resources with the bank to ensure that the youth and vulnerable groups who have graduated from the entrepreneurial trainings have access to loans from the bank to start their business.

TEVETA has also an ongoing apprenticeship programme where students or apprentices are attached to industries during their training period. Along the same line the NYCM is also implementing a youth internship and placement programme where the youth are attached to organizations to learn

and acquire skills before considering full employment or starting their own businesses in line with the National Youth Policy.

The MoLMD is expecting to open community technical colleges in all the districts and constituencies in the country in order to improve access to skills training and career guidance for the youth and vulnerable groups of the people. The introduction of community technical colleges is expected to curb issues of labour migration more especially amongst the youth. The youth enrolled in these colleges are going to have technical skills which they can use to open their own businesses or increase their employability within the country. In addition the government is planning to open its first technical teacher training college in order to develop more technical college teachers and train more teachers who can teach in the community colleges the government intends to open.

ECAM with support from its affiliate members also has a programme that is facilitating attachment of the youth and vulnerable groups to private sector. In addition ECAM has developed a Business Agenda which has articulated issues of youth empowerment. ECAM is also working with its affiliates on enhancing the capacity of associations and organizations for the vulnerable groups to ensure improved market access through value chain upgrading and skills development

The Ministry of Youth is implementing a youth empowerment programme with support from the Youth Employment and Empowerment Fund (YEDEF). To ensure decent work is mainstreamed into policies, the MoLMD has developed a new NELP which has incorporated issues of employment and decent work interest of the vulnerable groups.

Output 1.2.3: Increased quantity and quality of skills testing and certification relevant to the needs of the labour market

The MoLMD through TEVETA is developing new trades as well as revising the technical college curriculum to include emerging issues on demand by the labour market. New trades such as tour guiding, boat making, motorcycle repair, textile and design, agro-processing as well as emerging issues in the automobile, construction and engineering fields are being developed or have been developed. The government is also at an advanced stage to adopt the Trade Testing Policy and enact the Trade Testing Law. It is expected that the adoption of the policy and enactment of the law will enable the government to establish a unified examination body that will combine Trade Testing, TEVET and possibly the Malawi Examination Board. It is expected that with the launching of the TEVET policy, the progress towards establishment of a unified examination body will be achieved.

In terms of infrastructure development and acquisition of equipment in the technical colleges, not much has been achieved. It was revealed that the MoLMD has included procurement of some pieces of equipment for the technical colleges in the 2014/15 national budget. The budget has included procurement of 3 vehicles for the ministry during the 2014/15 financial year. Recruitment of personnel such as trade testing officers and training of examiner was affected by the limited financial allocations to the Ministry during the last financial years under review. It is expected that the situation will improve with the impending functional review of the MoLMD which it is planning to undertake with support from ILO.

Output 1.2.4: Policy and Legal Framework developed for skills assessment and certification informed by a Skills Profile

The TEVET policy was launched. Stakeholders agree that the approval of the TEVET policy is a key milestone the programme has achieved which will provide an enabling environment for skills

development and certification. It is expected that the review of TEVET related Acts will be accomplished within the remaining period of the programme.

Output 1.2.5: Access to micro-finance and other appropriate financing mechanisms promoted among the target groups

Activities implemented by the Ministry of Industry and Trade, TEVETA, SMEDI, MACOHA and others are directly inputting into promoting access to micro-finance by vulnerable groups. For example TEVETA with funding from NAC is working with SMEDI and Opportunity Bank of Malawi to provide loans to the vulnerable groups and youth for establishing their various enterprises. SMEDI is providing training to the youth groups and the associations on enterprise development with funding from the LDF, the MoIT and TEVETA. The training provided by SMEDI enables the youth and vulnerable groups' access loans from the bank at the same time gain entrepreneurial skills for running and managing their businesses. In addition, SMEDI has helped various associations and cooperatives to link up with the village banking groups such as Village Saving and Loans, Savings and Credit Cooperatives (SACCO) and other micro-finance institutions.

Malawi Council for the Handicapped (MACOHA) provides training to people with disabilities in the areas of tailoring, embroidery, accounting, secretarial and others. Once they graduate they are linked to micro-finance institutions such as MARDEF and Opportunity Bank of Malawi where they borrow money to start their businesses. Each year the institution graduates about 140 students (with disabilities).

The development of the NSME policy is one way of ensuring that the vulnerable groups and youth have access to micro-finance. However the delay in adopting the policy is affecting progress and improved access to micro-finance and other factors of productions such as land by the vulnerable groups and youths

Output 1.2.6: Employment network comprising of relevant stakeholders established

A network for employment creation has not been created because the NELP has not been adopted by Cabinet which could provide a framework for its creation and therefore the other activities planned under this output could not be implemented. The slow process to adopt the policy affected implementation of the many other activities that were planned under this output.

3.8.4 Adequacy of resources towards achievement of outcome 1.2

Even though the outcome had a resource gap of 95%, the review found that good progress has been achieved. The tripartite partners mobilized financial resources to implement some of the planned activities towards this outcome. For example the TEVET Policy was developed and launched. TEVETA is collaborating with NAC and other financial institutions such as Opportunity Bank to provide financial support for the implementation of some of the activities. This has been made possible because the social partners and other stakeholders have taken it upon themselves to fund raise for the activities as well being part of their social responsibility to ensure that vulnerable groups are employable and have opportunities for self employment.

3.8.5 Progress towards outcomes 1.3

The programme review observed that the child labour policy is not yet approved by Cabinet but the Child Labour National Action Plan for Malawi (2010-2016) is being implemented; child labour issues have been mainstreamed in national policy framework such as the Malawi Growth and Development Strategy (MGDS) Sub-theme 4 which focuses on child development and protection as well as in the district development Plans. Some social partners such as the Malawi Human Right Commission have a directorate responsible for child labour issues and the tobacco companies such as JTI, Alliance one and others are working with the ILO to implement the ARISE Project which is targeting child labour issues in the estate sector. ECAM and various other NGOs such as Plan Malawi, World Vision International, Eye of Child have put in place structures to deal with issues of child labour. The tobacco companies have made it a taboo to buy tobacco produced under child labour. Though it was not easy to establish the number of children that have been pulled out of child labour, the impact of the child labour programmes and strategies are very positive. Many stakeholders agree that progress has been achieved towards outcome 1.3 as summarised in Table 3.8.5

Table 3.8.5 Summary of progress towards outcome 1.3

Outcome	Output	Summary of progress
1.3 A conducive environment fostered for and steady progress made in the elimination of the worst forms of child labour	1.3.1 A National Child Labour Policy and Action Plan adopted and implemented	National Child Labour policy not approved but National Action Plan (2010-2016) is adopted and being implemented
	1.3.3 Child labour issues mainstreamed into the national development and legislative agenda	Child labour issues mainstreamed in sub theme 4 of the MGDS and other policies
	1.3.4: Technical and institutional capacity of Ministry of Labour, social partners and other service providers enhanced for implementation of child labour elimination programmes	Tripartite partners are very active on child labour issues and many stakeholders agree that good progress has been achieved. A Child labour survey has been planned to be conducted during 2014 by NSO and has since submitted a technical and financial proposal to the ILO. The ILO conducted a preliminary training on methodology and was attended by officers from Ministry of Agriculture, Labour, Education and the NSO
	1.3.5: Comprehensive social mobilization, awareness raising and advocacy on Child labour strategies and programmes developed and conducted	ECAM and its affiliate have developed and are implementing strategies to eradicate child labour in work places. Civic education and awareness campaigns are being conducted

Output 1.3.1: A National Child Labour Policy and Action Plan adopted and implemented

The programme review established that despite the child labour policy not been approved by Cabinet, a lot of work on child labour issues has been done by the government, social partners and various stakeholders. A Child Labour National Action Plan for Malawi (2010-2016) was developed and it is being implemented. Organizations like ECAM, MCTU, MHRC, tobacco companies, various NGOs as well as academic institutions are involved in advocating and lobbying for a child labour free economy.

The social partners, stakeholders, government and development agencies have been engaged in organizing a series of national regional, district and community level activities on child labour. For example through the International Programme on the Elimination of Child Labour (IPEC) various activities such as meetings, documentation and sharing of best practices have been implemented.

Output 1.3.2: Child labour issues mainstreamed into the national development and legislative agenda

The review found that subtheme 4 of the MGDS focuses on child development and protection. In addition subtheme 7 of the MGDS has clearly articulated issues of child protection. It was learnt that about 8 districts have mainstreamed child labour issues in their District Development Plans and budgets. The increased level of awareness on child labour is influencing many districts to mainstream child labour issues in their district plans and budgets.

The revised NELP, Tenancy Bill and others have mainstreamed labour issues even though they have not been approved and adopted by cabinet and parliament respectively. Issues of child protection and labour have been well articulated in the National Constitution, Agriculture Sector Wide Approach and other government strategies. Some partners like ECAM, MCTU, NYCoM and government ministries like ministry of Agriculture and other sectoral ministries have mainstreamed child labour in their policies, strategies and programmes.

Output 1.3.3: Technical and institutional capacity of Ministry of Labour, social partners and other service providers enhanced for implementation of child labour elimination programmes

The programme review established that most of the activities under this output have not been implemented. The child labour unit has not been upgraded to a department but the MoLMD has submitted a proposal to the Department of Human Resources to consider upgrading the unit. Recruitment of officers has not been done. It was also found that the development of the child labour monitoring system is still in the planning stage. The government with technical and financial support from ILO and other development partners is planning to develop a comprehensive child labour monitoring system.

As a way of strengthening the social partner capacities, ILO assisted ECAM and MCTU to develop their strategic plans which have been aligned to the DWCP. However the social partners continue to face serious human resource capacity as they do not have adequate officers to carry out the DWCP activities. For example the programme has not assisted the social partners to recruit additional members of staff to support implementation of the programme.

Output 1.3.4: Comprehensive social mobilization, awareness raising and advocacy on Child labour strategies and programmes developed and conducted

Stakeholders agree that social mobilization, civic education and advocacy on child labour issues have been strong over the past years. Government, CSO, private companies, local leaders and district councils have increased their efforts to reduce child labour. Some civil society networks and organizations have emerged to deal with child labour in the country. Various programmes that are being implemented in this area have assisted to increase the level of awareness of child labour

issues amongst people in the country. Through organizations like MHRC, ECAM, and other CSO local leaders and chief have been mobilized, the media has been trained and a lot of advocacy and lobbying work on child labour has been and is being carried out.

3.8.6 Adequacy of resource towards outcome 1.3

With support from the ILO, Tobacco Companies and others stakeholders such as NGOs a lot of resources were mobilized for child labour related work. Stakeholders believe that they raised considerable amount of financial resources to implement child labour related interventions because of the high profile elimination of all forms of child labour has received at national level.

3.9 Progress towards achievement of Priority 2

The review found that there is less progress towards achievement of identified issues under priority 2 though more progress has been achieved toward achievement of outcomes 2.1 and 2.2 compared to outcome 2.3. It was found that a number of tripartite partners have workplace HIV and AIDS policies and are implementing various workplace programmes with support from the Global Fund through the National Aids Commission (NAC). However it was noted that even though tripartite partners are implementing workplace programmes, the national HIV and AIDS legislative framework has not been put in place. Stakeholders conclude that progress towards resolving the issues and challenges identified under this priority is slow and achievement of the indicators may not be possible during the period of the programme.

3.9.1 Progress towards outcome 2.1

The MoLMD and its social partners have developed the national OSH profile and launched the OSH programme. However, the programme is currently not been implemented due to lack of financial resources. The national OSH Policy is not yet developed and industrial specific guidelines on OSH have not been developed. Even though three OSH inspectors were recruited the Directorate is understaffed and the number of personnel recruited is not adequate to strengthen the capacity of the OSH Directorate. However the OSH laboratory has not been established but the review team was informed that negotiations with the Ministry of Lands and Housing to allocate a piece of land for the laboratory are ongoing. The Ministry is also failing to conduct specialised OSH inspection services due to lack of financial and human resources. The social partners such as MCTU and ECAM continue to carry out civic education and awareness activities on OSH.

It is highly unlikely that the outcome will be fully achieved by the end of the programme considering that the policy framework is not yet developed and the OSH Laboratory is not constructed. The construction of the OSH laboratory has been an outstanding issue in the Ministry for a long time and its achievement within the period of the programme is unlikely.

Table 3.9.1 Summary of progress towards outcome 2.1

Outcome	Output	Summary of progress
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2.1 Enhanced Occupational Safety and Health (OSH)	Output 2.1.1: National System on Occupational Safety and Health developed and implemented	National OSH profile finalized and OSH programme launched but not being implemented due to financial limitations
	Output 2.1.2: Awareness campaigns on Occupational Safety and Health conducted	A number of awareness campaigns are being conducted
	Output 2.1.3: A fully equipped OSH laboratory in place	OSH laboratory not established
	Output 2.1.4: Labour inspection policy adopted and labour laws reviewed with respect to OSH issues and in line with relevant International Labour Standards	National OSH policy not developed, ratification of Conventions not done, OSH Act not reviewed
	Output 2.1.5: National OSH Information and Documentation Centre strengthened	Computers procured by the Information centre not operational

Output 2.1.1: National System on Occupational Safety and Health developed and implemented

The programme review found that 80% of the activities have been implemented or are ongoing. For example the OSH national profile was finalised and report was produced. The national OSH Programme (2011-2016) was developed and adopted but has not been implemented due to lack of financial resources; promotion of voluntary compliance programme on OSH for employers and workers is being carried out by ECAM and MCTU. Three more OSH inspectors were recruited. Training on OSH Inspectors has been done and is expected to continue to be done. The MoLMD continues to conduct workplace inspections, pressure vessel examinations and accident investigations mainly with support from the private sector organizations who own the pressure vehicles.

The low funding to the MoLMD affected the rates at which inspections were conducted however the big industries such as the tobacco companies, sugar industry and others have contributed to the achievement of this outcome. It was also noted that specialised inspections are rarely conducted by the MoLMD due to lack of financial resources. With the low funding situation in the Ministry the OSH Directorate is usually the most affected when it comes to resource sharing within the Ministry. In certain instances the resources for the OSH are used for other purposes negatively affecting implementation of OSH activities.

Output 2.1.2: Awareness campaigns on Occupational Safety and Health conducted

A number of national awareness and civic education campaigns through press releases, television, radio programs and newspaper articles are carried out by the government and its social partners more especially ECAM and MCTU. ECAM and MCTU indicated that these are ongoing activities that the two organizations carry out with support from the Ministry and other development partners. However, human and financial resource limitation affected the progress of carrying out the awareness activities. There is still low publicity on OSH issues amongst workers and employees.

It was found that in a number of companies, such as Alliance One, JTI Tobacco, Ethanol Limited, Toyota Malawi and others have OSH committees which are responsible for safety and health issues and compliance to standard OSH is very high but is a challenge in small and medium companies. Not all industries have safety committees more especially small and medium industries and the MoLMD

with its social partners need to assist these industries to establish and train the safety committees in the workplace.

Output 2.1.3: A fully equipped OSH laboratory in place

In order to have a fully equipped laboratory on OSH the MoLMD was supposed to secure premises for the construction of the laboratory; recruit staff; procure lab equipment; and train laboratory staff. The programme review found that none of the activities have been implemented. It was mentioned that the MoLMD tried to secure a piece of land for the laboratory through the Ministry of Lands and Housing Development but the efforts were affected by the low funding to the ministry during the last three financial years.

Output 2.1.4: Labour inspection policy adopted and labour laws reviewed with respect to OSH issues and in line with relevant International Labour Standards

The review established that the government has not yet ratified ILO Conventions 161, 170, 174, 176 and 187. In addition industrial specific guidelines to OSH have not been developed. The review noted that apart from developing industry specific guidelines and standards most of the activities planned under this output were not implemented. The MoLMD revealed that inadequate finances affected implementation of activities under this output.

Output 2.1.5: National OSH Information and Documentation Centre strengthened

The national OSH Information and Documentation centre has not yet been established. Staff members to work in the centre have not been recruited. The information management system has also not been developed. However the MoLMD procured computers for the centre even though the centre was not operational during the time of the CPR.

3.9.2 Adequacy of financial resources towards outcome 2.1

This outcome had a resource gap of about 92% and no fund raising efforts have been made to reduce to the gap. Though the outputs under this outcome are indicated to have been implemented, most of the activities are funded directly by the private sector.

3.9.3 Progress towards outcome 2.2

The CPR found that the Workers' Compensation Act and Pension Act were enacted in 2011 and a National Social Security Policy was developed but not adopted. Various stakeholders including the Bankers Association of Malawi, Malawi Law Society, ECAM, MCTU and others have been very active in raising awareness on the new pieces of legislation more especially the Pensions Act of 2011 but there are still issues surround the social security policy which stakeholders are not agreeing. This is affecting the adoption of the National Social Security Action Plan even though various safety net programmes such as school feeding programmes, cash for work, and other social cash transfer programme programmes are being implemented in the country. However, despite the challenges with the legislative framework, the ILO is implementing a 3 year project on building national floors of social protection in Southern Africa which is aimed at among others improving national social protection policies and programmes in support of this Outcome.

The review also found that the Board of Trustees for the Workers Compensation Fund is in place even though the Fund itself is not yet functional. It is expected that with increased attention on

labour issues by the current government administration, the country will soon have the Social Security Policy and Plan adopted and approved.

Table 3.9.3 Summary of progress towards outcome 2.2

Outcome	Output	Summary of progress
2.2 Enhance and Extend Workers Social Security Benefits	Output 2.2.1: A National Social Security Action Plan (SSAP) developed for the improvement and extension of social security coverage for all	The National Social Security Action Plan (SSAP) has not yet been adopted. In January 2014, ILO started a project on building national floors of social protection in Southern Africa in which Malawi is included which is expected to improve progress of achieving this output
	Output 2.2.2: Relevant laws and policies in the domain of work-related illness and injuries, pensions and general social protection reviewed and implemented (Workers' Compensation Act, Pensions Act, Social Cash Transfers)	Pension Act enacted; Workers' Compensation Act enacted
	Output 2.2.3: Workers' Compensation Fund established	Fund not established but Board of Trustees in place

Output 2.2.1: A National Social Security Action Plan (SSAP) developed for the improvement and extension of social security coverage for all

A national social security action plan (SSAP) has not yet been adopted and ratification of Convention 102 on labour has not taken place. However in January 2014, ILO embarked on a USD 1,600,000 regional project focusing on building national floors of social protection in Southern Africa. The project intends to assist countries establish or improve national social protection policies and programmes which are in line with the ILO Recommendation 202; nurturing and facilitating evidence based national social dialogue processes; and transfer of knowledge from countries with good experience and good record in establishing national social protection floors. So far the project has initiated a process dialogue around the conceptual framework of the social protection floor aiming at increasing stakeholders' level of knowledge on social protection methods, tools and experiences. It is expected that with the presentation of relevant information on the Malawian social protection landscape, the process will lead towards a more informed and inclusive dialogue on the status quo and future of the country's social protection. The process was launched with an inception workshop that sensitized stakeholders from government development partners and civil society organizations about the comprehensive social protection assessment the ILO Malawi team is undertaking. Extensive information on the status quo of the country's social protection has been collected so far. In order to better understand the targeting mechanism and eligibility criteria of the country's social

cash transfer programme, the ILO team visited a number of pay out sites across the country to interview beneficiaries, local community leaders and district officials in order to complement programme statistics with evidence on the programmes impacts. A two day national social protection workshop was organised.

The coming in of this project and its inclusion in the UNDAF is expected to speed up the process of achieving output 2.2.1.

Output 2.2.2: Relevant laws and policies in the domain of work-related illness and injuries, pensions and general social protection reviewed and implemented (Workers' Compensation Act, Pensions Act, Social Cash Transfers)

There were two planned activities to be implemented during the programme period which included revising the Workers' Compensation Act and drafting and enacting of the Pension Law. All these activities were implemented. The Workers' Compensation Act and Pension Act were enacted in 2011. Various stakeholders including the Bankers Association of Malawi, Malawi Law Society, ECAM, MCTU and others have been very active in raising awareness on the new pieces of legislation more especially the Pensions Act of 2011.

Output 2.2.3: Workers' Compensation Fund established

The Ministry has not yet finalised national consultations on the establishment of the Workers' Compensation Fund. The ministry has also not managed to collect information of all the employers in the country. However, the government established the Workers' Compensation Fund Board of Trustees to oversee the government and management of the Fund. The Board of Trustees have existed in name only since the fund was not established and its term of office has since expired.

3.9.4 Adequacy of financial resources

The output has a 100% resource gap and therefore stakeholders believe that not much could have been achieved during the review period. The functionality of the Workers Compensation Board requires financial resources which the government has not been able to allocate since the Board was established. The ministry's low funding situation affected implementation of these activities planned under this output.

3.9.5 Progress towards outcome 2.3

With support from the Global Facility, National Aid Commission (NAC) facilitated the development of the National HIV and AIDS Policy and strategy and most of the organizations visited have workplace policy and strategies. However the national HIV and AIDS bill is not yet enacted to govern implementation of the HIV and AIDS policy. Apart from the civic education and awareness activities that stakeholders are involved in related to HIV and AIDS, a number of officers from the MoLMD and other ministries and social partners have been trained on HIV and AIDS mainstreaming. All stakeholders interviewed revealed that HIV and AIDS has been mainstreamed in policies, programmes, actions as well as training activities in the case of institutions that are engage in training activities such as SMEDI. It was reported that senior managers, focal point officers, HIV and AIDS workplace committees and the majority of the tripartite partners have been trained on workplace HIV and AIDS .

Table 3.9.5 Summary of progress towards outcome 2.3

Outcome	Output	Summary of progress
2.3: The impacts of HIV & AIDS and [and related diseases e.g. STI and TB] at the workplace (formal and informal economies) mitigated	2.3.1: National HIV&AIDS workplace policy and Action Plan in line with ILO R.200 adopted by the Government, the social partners, and other key stakeholders	National HIV and AIDS workplace policy developed but not adopted
	2.3.2: National overarching strategy on the workplace response to HIV&AIDS, TB and STIs developed and adopted	Initial consultation carried out but the strategy is not yet developed. However NAC already facilitated the development of a National Strategy
	2.3.3: Ministry of Labour capacity strengthened to fully assume its leadership and coordination role in HIV&AIDS workplace response	MoLMD officers were trained on HIV& AIDS at the workplace but whether they are able to assume leadership and coordination role in workplace response are issues requiring debating
	2.3.4: Workplace programmes on HIV and AIDS, based on the ILO Code of Practice and Recommendation 200, designed and implemented by the Tripartite plus	Managers, Focal Points, committees and Tripartite partners were trained on workplace HIV & AIDS
	2.3.5: Informal economy associations and small business associations' capacity strengthened on prevention and mitigation of HIV and AIDS, STI and TB in the workplace	Government and its stakeholders, and CSO are implementing a number of projects that are building the capacity of informal economy businesses

Output 2.3.1: National HIV&AIDS workplace policy and Action Plan in line with ILO R.200 adopted by the Government, the social partners, and other key stakeholders

The CPR found that with support from ILO and NAC the ministry organised training for managers, focal points, HIV and AIDS committees and tripartite partners on HIV and AIDS. The review team was informed that the process is on- going and a number of officers will continue being trained on HIV and AIDS. The process of finalizing the National HIV and AIDS law has not taken shape as planned. Due to financial constraints the MoLMD has not been able to recruit a consultant to develop guidelines and manuals on workplace policies and their implementation process. This has slowed the process of ratification and adoption of the Recommendation ILO 200 on HIV and AIDS.

Output 2.3.2: National overarching strategy on the workplace response to HIV&AIDS, TB and STIs developed and adopted

National consultation on the development of the overarching strategy on workplace response to HIV and AIDS and STIs took place. The MoLMD with its social partners championed the initial consultation process. A national HIV and AIDS forum was established to discuss and share experiences and lessons on HIV and AIDS. The government through NAC and its social partners have carried out communication and information sharing activities throughout the country focusing on attitude and behaviour change. In addition NAC organizes annual information dissemination and sharing conferences where research, academia, practitioners discuss HIV and AIDS issues. NAC facilitated the production of the National HIV and AIDS strategy which is being implemented.

Output 2.3.3: Ministry of Labour capacity strengthened to fully assume its leadership and coordination role in HIV&AIDS workplace response

As a way of strengthening the capacity of the MoLMD to effectively lead and coordinate HIV and AIDS workplace response, both middle and senior level members of staff in the ministry have been trained on HIV and AIDS at workplace. With support from NAC various HIV and AIDS messages have been disseminated to members of staff and their spouses. However a coherent workplace HIV and AIDS information system has not been established. Availability of finances affected the establishment of the system.

Output 2.3.4: Workplace programmes on HIV and AIDS, based on the ILO Code of Practice and Recommendation 200, designed and implemented by the tripartite plus

With its social partners, the Ministry planned to train managers, focal points, trainers, HIV and Aids committees; to develop and implement a Business Consultative Centre (BCC) strategy and conduct a BCC survey. It was reported that the training of focal points, managers and others took place but the process of developing the strategy had not yet started.

Output 2.3.5: Informal economy associations and small business associations' capacity strengthened on prevention and mitigation of HIV and AIDS, STI and TB in the workplace

With support from the tripartite partners, the government was expected to conduct awareness campaigns on workplace programs and train focal points in the informal economy, peer educators and business owners. SMEDI revealed that all their various training programmes are HIV and AIDS mainstreamed, SMEDI has conducted various training activities for business owners and entrepreneurs as well as peer educators. Various activities are also been implemented by CSO and faith based organizations such as Catholic Development Commission (CADECOM), Synod of Livingstonia Development Programme (SOLDEV), Concern Universal others. Most CSO are implementing these activities with limited or no knowledge of the existence of the M-DWCP.

It was also mentioned that organizations like the MBCA, MANET Plus, MIRTDC, ECAM and others are heavily engaged in awareness raising and capacity building of the associations in the small and medium enterprise sector. In addition, under an ILO Technical Cooperation project support was provided to informal economy associations, cooperatives and business groups to develop and manage comprehensive HIV and AIDS workplace programmes.

3.9.6 Adequacy of the financial resources

Even though the outcome had a resource gap of 100% some stakeholders managed to implement activities in line with the programme as stated in the above sections. Stakeholders believe that more could be achieved if adequate resources were allocated towards the outcome.

3.10 Progress towards achievement of priority 3

Key to building the capacity of the government and its social partners is the availability and allocation of adequate resources. The review noted that there is already good will amongst the tripartite partners to work together to strengthen social dialogue. The stakeholders interviewed believe that the inadequate resource financial allocation to the Ministry affected progress towards dealing with issues identified under priority 3 hence progress has been hampered.

3.10.1 Progress towards outcome 3.1

The review established that in an effort to strengthen the integrated labour inspection services in the Ministry a study on the creation of the mediation and conciliation division as an independent body was carried out but since the study was undertaken the ministry has not recruited officers to be responsible for the division. It is expected that things will change if the request to ILO for a comprehensive functional review in the Ministry is accepted and implemented. Together with other social partners such as MHRC, ECAM and others, the ministry conducted integrated labour inspections which are however not frequent due to limitation of financial and human resources.

To effectively handle labour disputes the government established the Industrial Relation Court (IRC) which currently has its own Registrar and Judge. In addition the court has its own judicial officers, own offices, and pieces of equipment and vehicles. In summary the country has an effective and efficient dispute resolution mechanism which is functional.

The review also found that the national social dialogue meetings are organised mainly with support from the social partners such as ECAM, MCTU and MHRC. It was noted however that the meetings for the TLAC are rarely organized and are very irregular. The members of the TLAC revealed that they only meet when there is a workshop or meeting to discuss other issues and not TLAC specific issues. The influence to organize such meetings usually comes from the ILO instead of the Ministry as the coordinating ministry.

According to the tripartite partners, there are all indications that this outcome will be achieved within the period of the programme since most of the outputs under this outcome have already been achieved.

Table 3.10.1 Summary of progress towards outcomes

Outcome	Output	Summary of progress
3.1: Improved labour administration in the Ministry of Labour and Industrial Relations Court (Government)	3.1.1: Integrated labour inspection services established and strengthened	Labour Inspections Service centre is not established. Three labour inspectors were recruited. However specialised labour inspection services are rarely conducted
	3.1.2: Effective and efficient alternative dispute resolution and adjudication system established and implemented	Industrial Relation Court fully functional. Functional review undertaken but implementation process is slow. Request submitted

		to ILO to support implementation of a comprehensive functional review
	3.1.3: Relevant laws reviewed and/or developed contributing to conducive labour relations	Pension Act and Employment Act enacted
	3.1.4: Institutional, financial and human resource capacity of public employment services for service delivery in selected districts strengthened	Not much has been achieved
	3.1.5: National tripartite and bipartite social dialogue institutions and mechanisms strengthened	TLAC has irregular meetings; However alternate national social dialogue meetings are organized

Output 3.1.1: Integrated labour inspection services established and strengthened

The government has now recruited three additional labour inspectors but the Labour Inspection Service Central Unit has not been established due to limitation of finances. In 2006, the ministry carried out a functional review. However the implementation process of the functional review is very slow. The ministry has recently submitted a request to the ILO to assist in carrying out a comprehensive functional review in the Ministry. It is expected that this review will identify critical issues that will lead to improved performance of the ministry.

Together with other social partners such as MHRC, ECAM, the Ministry conduct integrated labour inspections which are however not as frequent as expected. Due to lack of financial resources the ministry failed to procure office equipment and vehicles as planned in the programme.

Stakeholders agree that the Ministry is facing serious capacity challenges to coordinate and provide policy direction on labour issues. It is hoped that, the government prioritization of the Ministry and the upcoming functional review to be conducted with support from ILO will help the ministry to reposition and strengthen its coordinating role of labour issues in Malawi. The increased level of integrated labour inspection will help reduce the labour infringements and also the time period it takes to resolve labour disputes.

Output 3.1.2: Effective and efficient alternative dispute resolution and adjudication system established and implemented

One of the key activities was to create an independent mediation and conciliation division which has not been done mainly because of the financial limitation in the ministry as already alluded to in earlier sections of the report. However recruitment and training of judicial officers for the Industrial Relation Court (IRC) was done. The court is up and running with its own Judge and register. The IRC has its own offices and pieces of equipment and vehicles were procured as planned in the programme.

Output 3.1.3: Relevant laws reviewed and/or developed contributing to conducive labour relations

A number of activities were planned to be implemented under this output. Some of the activities included review of Labour Relation Act (RLA) and Employment Act; awareness rising activities for labour officers on the Pension Act and Employment Act; and promotion of voluntary compliance amongst employers and workers amongst others. The Employment Act was reviewed and amended as well as passed by Parliament. Awareness activities on the various labour laws are ongoing and are being conducted both by the government and various social partners.

ECAM and MCTU have training programmes that target the employer and workers on labour issues. For example ECAM and MCTU have a membership of 175 and 145 respectively who are being targeted with training and awareness messages on labour issues. The secretariats of the two institutions revealed that even though they are mandated to provide training to its members very often they fail to reach out to all because of the financial and human resource constraints.

Output 3.1.4: Institutional, financial and human resource capacity of public employment services for service delivery in selected districts strengthened

The review found that not much progress has been achieved to implement activities under this output. However it was found that UNDP provided funding for the mapping exercise of the public and private employment agencies which was carried out.

Achievement of this output and resultant outcome indicators may be doubtful if adequate financial resources are not availed. As already alluded to, the ministry faced a lot challenges to implement activities due to low funding levels. The Cash Gate scandal also affected the funding to government by development partners.

Output 3.1.5: National tripartite and bipartite social dialogue institutions and mechanisms strengthened

The review found that the national social dialogue meetings are organised mainly with support from the social partners such as ECAM, MCTU and MHRC. It was noted however that the meetings for the TLAC are rarely organized and are very irregular. The members of the TLAC revealed that they only meet when there a workshop or meeting to discuss other issues not TLAC specific issues. One challenge they all agree of is that the TLAC has no secretariat of its own that could organise the meetings. The review noted that alternative dialogue meetings are organised.

3.10.2 Progress towards outcome 3.2

The review found that the government with support from the AfDB through the NSO conducted the 2013 Labour Force Survey. It was noted that information generated from the labour force survey is widely being used by various stakeholders to inform decision making amongst employers and workers. It was also reported that some officers attended some training on policy analysis and data collection but the trainings were not fully done and completed.

Table 3.10.2 Summary of progress towards outcome 3.2

Outcome	Output	Summary of progress
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3.2: Improved and conducive environment for informed policy and programme decision-making by the Government, social partners and other stakeholders	3.2.1: Technical capacity of the Government and social partners to conduct research and analyse data for policy development enhanced	Training was not fully done. Research units not established but some pieces of equipment was procured
	3.2.2: A functional labour market information system developed, involving the Government and social partners and other relevant stakeholders	Even though this has not been achieved the government with support from AfDB plans to recruit a technical consultant to assist in the establishment of LMIS
	3.2.3: Consistent and timely publication of annual labour and employment reports or bulletins on subjects of relevance and importance to the Government and social partners	The Ministry mostly conduct research on trade unions not employers' organisations. The ministry plan to produce annual labour reports and bulletins
	3.2.4: Labour Force Survey undertaken and subsequently questions on labour and employment issues incorporated in the major and regular national surveys	The 2013 Labour Force survey was carried out and report was launched

Output 3.2.1: Technical capacity of the Government and social partners to conduct research and analyse data for policy development enhanced

Tripartite partners agree that all the activities under this output were not implemented due to limited financial resources. The outputs had a resource gap of 100% against a budget of USD 2,450,000 which the partners were expected to raise. It is highly unlikely that resources will be found to implement activities planned under this focus area within the programme period unless the development partners decide to unlock their financial support to government.

Output 3.2.2: A functional labour market information system developed, involving the Government and social partners and other relevant stakeholders

The review found that most of the activities planned were not accomplished. For example the labour market information system has not been established but the MoLMD indicated that they are planning to recruit a consultant with the AfDB financial support to assist in the establishment of the LMIS. This is an important activity and with the prioritization of labour issues by the government, it is expected that all the activities under this outputs will be implemented.

Output 3.2.3: Consistent and timely publication of annual labour and employment reports or bulletins on subjects of relevance and importance to the Government and social partners

It was expected that the MoLMD in collaboration with its social partners will conduct research and publish biennial State of Employment and Labour Report as well as produce annual labour reports. Currently, the MoLMD is not producing the employment reports and bullets as expected.

The Employers Association of Malawi undertook a significant assessment of the enabling environment for sustainable enterprises to influence policies to address gaps towards enterprise growth and development. This informed the development of the Business Agenda which ECAM will use to prioritize and advocate for efforts around promoting the growth of private sector.

Output 3.2.4: Labour Force Survey undertaken and subsequently questions on labour and employment issues incorporated in the major and regular national surveys

The government through the NSO conducted the 2013 labour force survey whose report was launched. As part of the survey national consultations were conducted and the preliminary report was discussed amongst the tripartite partners before it was finalized and launched. The report is being used widely by stakeholders to inform decision making amongst employers and workers. Some partners such as ECAM indicated that the recommendations from the report have informed their decisions on the strategic directions of their organisations.

3.10.3 Progress towards outcome 3.3

The social partners-MCTU and ECAM are very involved and fully engage in the national development processes but the review found that their engagement is limited to their Secretariats. The secretariat of ECAM and MCTU are involved in many national, regional and global issues but the involvement of their membership in those national, regional and global agenda is very limited. Very often it is the senior management of the social partners attending meetings, functions or activities at national, regional and national level. The capacity of the social partners in terms of financial and human resources continue to remain weak.

With support from the ILO, MCTU and ECAM have been assisted to review their strategic plans but implementation of the plans is a challenge due to limited financial and human resources.

The review found that ambitious targets for the social partners were set to be achieved under this outcome. For example ECAM is expected to recruit 236 new members by 2016 and yet currently it has only 175 members while MCTU has 145 members. It was also expected that 100 collective bargain agreements will be signed and each social partner will establish research and policy analysis units within their organizations and yet they do not have the qualified human resources to achieve those ambitions.

It was noted however that the commitment of the leadership in the social partners is what is making the organization achieve more and make impact. Outcome 3.3 can be achieved by 2016 if some deliberate effort is put to ensure that the social partners have adequate human and financial resources.

Table 3.10.3 Summary of progress towards outcome 3.3

Outcome	Output	summary of progress
3.3 Improved capacity and service delivery of MCTU, COMATU and	3.3.1: Member mobilization and recruitment strategies for MCTU, COMATU and ECAM developed	MCTU and ECAM has developed strategic plans for their organizations

ECAM for effective social dialogue	3.3.2: The services portfolios of MCTU, COMATU and ECAM strengthened	ECAM and MCTU have established research units which are not fully staffed. COMATU was found to be not functional. Reports and documents produced by the social partners are being used by many institutions and individuals
	3.3.3: National tripartite and bipartite social dialogue institutions and mechanisms strengthened	Mechanisms for social dialogue are available and being used

Output 3.3.1: Member mobilization and recruitment strategies for MCTU, COMATU and ECAM developed

It was revealed by both MCTU and ECAM that with support from the ILO , the two organizations have developed new strategic plans in which mobilization of new members and maintenance of existing membership is some of the key priorities. ECAM is yet to finalise its strategic plan. The two social partners are operating from rented offices with ECAM looking forward to constructing its own office complex in the near future. The two organizations have conducted various types of outreach activities such as national social dialogue forums, awareness meetings, training of members on the roles and responsibilities of the employers and employee rights. ECAM and MCTU have agreed to work together to mobilize more membership to join the organizations. One of the strategies put in place is to ensure that where ever MCTU goes to engage workers, it should talk about the importance of employers joining ECAM and vice versa.

It was noted however that COMATU is currently inactive and therefore its planned activities have not been implemented as expected. However the two organizations ECAM and MCTU are collaborating and sharing pieces of information which is further strengthening utilization of knowledge and experiences between themselves.

As already alluded to the targets set under this outcome are ambitious and may not be achieved by the social partners. The achievement of the set targets is affected by the serious staff shortages the organizations have. Both ECAM and MCTU have inadequate members of staff and it can be concluded that the non-performance of COMATU is due to low staffing levels as well. Because of their national mandates in the employment and workers sectors, ECAM and MCTU are expected to participate in a varied range of national platforms which also affect their attention and focus. For example ECAM chairs or is a key member of several labour related structures and any time these structures are meeting ECAM is expected to attend. The same applies to MCTU who has to represent its workers at almost all the national events or forums that require workers representation. Very often the institutions have the Executive Secretary or Director and one programme officer who have to move from function to another.

Output 3.3.2: The services portfolios of MCTU, COMATU and ECAM strengthened

In order to strengthen the service portfolio of the social partners it was planned that each of the social partners are going to establish research units in their organizations, develop new and better products to strengthen and mobilise new members amongst others. The social partners do not have research units per se but they are involved in a number of research activities, documentation and dissemination of various pieces of information to their members. The organizations have developed webpages where the various products and documents they have producing are disseminated.

However as already indicated, the social partners are facing serious financial and human resource challenges. For example ECAM currently has limited member of staff to be dedicated for the establishment of a research unit. However being a membership organization, MCTU and ECAM can with support from its membership establish research units within membership organizations.

It was noted that the various products they have produced for example the Business Development Agenda are being used by the various members and stakeholders for their own planning purposes. Utilization of the products from the social partners is very encouraging as some of the products are found in national and university libraries.

With the capacity challenges that the social partners are facing it is difficult to expect that they can establish fully fledged research units unless they take advantage of the existing membership. As already mentioned the target set to be achieved are ambitious and may not be achieved during the period of the programme unless something drastic happens to the financial and human resources situation of the social partners.

Output 3.3.3: National tripartite and bipartite social dialogue institutions and mechanisms strengthened

In order to achieve this output, the social partners planned to conduct leadership training for the social partners; develop position papers, and to mobilise resources and continuously involvement of the workers and employers in the skills development. It was reported by the social partners that this is part of their national mandate and they are actively involved in implementing the planned activities.

Resource mobilization has been one of the biggest challenges the social partners are facing. Their efforts usually yield small grants which cannot support the institutional capacity strengthening of the organization as well as infrastructure development.

3.11 Major strengths, weaknesses, opportunities and threats for the M-DWCP

A quick environmental scan of the programme using the strength, weaknesses opportunities and threats methodology reveals a number of interesting issues as summarised in table 3.11 The issues summarised in the table emerged during the discussions with the various stakeholders in the process of the programme review.

Table 3.11 SWOT analysis of the MDWCP

Strengths <ul style="list-style-type: none"> • MDWCP is highly relevant and coherent to the national and global agenda • Willingness and interest to work together amongst the tripartite partners • Social partners already focusing on decent work • Joint prioritisation of common decent work issue • Existing infrastructure for the implementation of the programme • Enabling policy environment for promotion of decent work issues • Mainstreaming of decent work into tripartite partner strategies • Mainstreaming of decent work into national policies and legislation • Existence of supportive programmes 	Weaknesses <ul style="list-style-type: none"> • Ambitious plans and targets compared to the available resources • Lack of resource mobilization strategy • Weak capacity of the social partners to mobilize financial resources • Weak reporting and documentation system • Weak coordination and communication amongst the tripartite partners • Implementation and management arrangement of the programme not fully working • Limited awareness of the programme by other stakeholders • Limited financial resources for the implementation of the planned activities • Weak resource mobilization skills amongst the social partners • Slow process of adopting and enacting policy and legislative
Opportunities <ul style="list-style-type: none"> • Mainstreaming of the decent work and labour issues in the MGDS and other international instruments • Political will and interest by the new Government • Existence of international Conventions, Policies and legal frameworks supportive of decent work • Interest from development partners on decent work based on the donor mapping report • Interest from the various stakeholders such as tobacco companies, NGOs and others to implement the programme 	Threats <ul style="list-style-type: none"> • The Cash Gate scandal which has made the development partners withheld budgetary support • The fluctuation of the local currency • Some stakeholders not fully aware of the MDWCP and ILO DWAA

It is apparent from table 3.11 that there are a lot of opportunities to achieve the outcomes of the programme during the programme period. However, the government and its social partners need to seriously turn around the identified weaknesses in order to capitalize on the existing opportunities for the programme. Some of threats to the achievement of the programme may not be as strong

because they are related to the government systems which have been treated with seriousness from the Government itself.

3.12 Lessons learned from the implementation of M-DWCP

Coordination and management of a multi-stakeholder programme

A Programme involving many stakeholders to design and implement requires putting in place a strong coordination and management framework. Implementing partners require substantial support to ensure that they are meeting their obligations by ensuring that they are reporting regularly and are implementing activities in line with the agreed standards and guidelines.

Mainstreaming of decent work into social partners' strategic plans and policies ensure sustainability

For any partner to commit to the DWCP they need to understand the gains from this commitment. This commitment can only come if the organizations know that implementing of a programme is also helping achievement of the organizational goals. The contribution of the decent work programme to the achievement of the partners goals drive their interest to participate in the tripartite arrangement of the programme.

Vigilance in resource mobilization

In the context of financial resource limitations, good progress has been achieved in a number of outcomes and outputs mainly because the partners involved have been vigilant in effective use of resources and some efforts in financial resource mobilization. If the government and its social partners strengthened their efforts to mobilize financial resources for the implementation of the programme activities, the outcomes will be achieved within the period of the programme.

Effective implementation of programmes require clarity of roles and responsibilities

Given that some partners have indicated their ignorance of the roles and responsibilities in the programme, it is apparent that a multi-stakeholder programme like the Decent Work Country Programme requires clarity of roles and responsibilities amongst stakeholders and social partners to ensure effective implementation.

Strong leadership of the ILO is making significant impact on the programme

It was noted that the presence of ILO in the country has helped to ensure availability of technical and to some extent financial support for the implementation of the programme. The weak capacity of the Ministry and its social partners to implement the programme has not been magnified because the ILO easily provides the necessary technical guidance once approached by the Ministry.

4.0 CONCLUSION AND RECOMMENDATIONS

4.1 Conclusions

The programme provides a coordinated and harmonized framework for dealing with labour and decent work issues in Malawi and it is supported by many stakeholders. However few stakeholders are aware of the programme even though the various projects they are implementing are directly contributing towards the achievement of the outcomes of the programme. The programme is directly contributing towards the implementation of the MGDS since it focuses on dealing with issues outlined in subtheme 7 of the same.

The low budgetary allocations to the various ministries and departments affected the implementation of the programme. During the past three years of the programme government funding towards the MoLMD has been on the decline. The situation became worse with the

withdrawal or suspension of financial support to government by development partners as a result of the Cash Gate scandal that resulted into rooting of government financial resources by civil servants.

The lack of a resource mobilization strategy for the programme made it difficult for the tripartite constituents to individually and jointly fundraise for the programme activities. Some partners expected that the ILO will provide all the required funding for the implementation of the programme.

Even though the implementation of the programme was affected by a number of challenges including the weak capacity of the tripartite partners, limited financial resources, weak coordination, weak monitoring and reporting amongst others, steady progress is being made towards achievement of outputs and outcomes of the programme.

4.2 Recommendations

Following the finding of the review, the following recommendations are being made for consideration by the tripartite partners

The government should speed up the review and approval of labour related legislations and policies. Implementation of important activities of the programme is being affected because some of the legislations and policies such as the NELP, NSME and other have not been approved by cabinet and parliament.

The tripartite partners should prioritise minimal number of outcomes and outputs of the programme to implement. Considering the limited resources available for the implementation of the programme, it is necessary to prioritize a limited number of outcomes at least three or five outcomes and also prioritise the targets to be achieved each year of the programme.

The tripartite partners should prioritise development of a clear fund raising strategy to ensure effective implementation of the programme. The resource gap for the programme is huge which demand vigilance from the tripartite partners to develop a clear fund raising strategy if the outcomes of the programme are to be achieved

The MoLMD should strengthen coordination and communication for the programme. The review found out that the TLAC meetings are rarely organized, the focal points of the programme do not have a strong mechanism for sharing information; there is very limited dialogue amongst the tripartite partners on the programme. There is need therefore for the MoLMD to work up and take the lead in coordinating and strengthening coordination and reporting for the programme.

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Strengthen implementation of the monitoring and evaluation system of the programme. Even though the programme has a monitoring and evaluation framework, utilization of the framework is very minimal. There is no systematic data collection and reporting. The tripartite partners do not produce and share progress reports specific to the M-DWCP.

Increase awareness of the programme amongst the stakeholders and clarify roles and responsibilities of the all. A number of stakeholders are not aware about the programme. It was also noted that some sectoral ministries are not aware of the roles and responsibilities on the same. It is therefore very important for the MoLMD to re-engage the tripartite partners and negotiate the roles and responsibilities of partners in the tripartite constituency.

Prioritise strengthening the capacity of the tripartite partners to effectively implement the programme. Some of the capacity challenges include limited financial resources, limited quantity and quality of staff, lack of various pieces of equipment, lack of research and funding for raising skills amongst others. The capacity challenges cut across all the tripartite partners including the MoLMD which has been poorly funded in the past three years and has a number of unfilled vacant positions.

Take advantage of the improved status of the MoLMD to improve implementation of the programme. The new government has prioritised MoLMD as one of the top ministries in terms of its focus. This provides an opportunity to the tripartite partners to lobby for increased financial and technical support from the government and its development partners for the implementation of the programme.

Mainstreaming Gender throughout the implementation of the Malawi DWCP. Whilst attention has been placed on ensuring that Gender is mainstreaming in the legislative and regulatory framework greater focus needs to be placed on ensuring gender is mainstreamed throughout the activities, including reporting using sex disaggregated data. The recommendations from the Participatory Gender Audit can provide guidance on deliberate efforts which can be undertaken to promote gender equality and women's empowerment.

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5.0 ANNEXES

5.1 List of people consulted

5.1.1 List of individuals interviewed

Name	Position	Organization
Dr G. Kafere	Director of TEVET	MoLMD
Mr W. Msukwa	Deputy Labour Commissioner	MoLMD
Mrs J. Maganga	M-DWCP- Focal Point Officer	MoLMD
Mr C. Nangwale	Programme Officer	ILO Malawi
Mr. Khalid	Technical Advisor	ILO Malawi
Mr. Martin	Director	ILO Zambia
Ms Anjali	Programme Officer	ILO-Zambia
Mr Gugsu		ILO- Africa Office, Ethiopia
Mr Patrick Mputeni	Head of Planning	TEVETA
Mr H. Migochi	Director of Legal Services	MHRC
Mr Mvula	Legal Officer	MHRC
Mr C. Kazembe	Chief Executive Officer	SMEDI
Mr. S. Mlinda	Programme Officer	NYCoM
Ms Jessie Ching'oma	Executive Secretary	MCTU
Mr S. Longwe	Managing Director	CHILON Guard Service/ECAM Board Member
Mr B. Munthali	Chief Executive Officer	ECAM
Mr S. Nyirenda	Director	OPC
Mr D. Mpunga	Rehabilitation Officer	MACOHA
Mr H. Chipeta	Director of Finance	MACOHA
Mr Limbani Kakhoma	Director of Cooperate Affairs	JTI

5.1.2 List of participants to the inception report presentation

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5.1.3 M-DWCP resources by outcomes

PRIORITY	OUTCOME	ESTIMATED COST	ALLOCATED FUNDS	RESOURCE GAP
Country Priority I: Creating more and better employment and income generation opportunities particularly for the vulnerable groups including the youth, women and people with disabilities, as well as ensuring the elimination of the WFCL	1.1 Conducive environment created and progress made towards increased, gainful and decent employment for men and women in the context of the MGDS	2,548,000	1,553,000	995,000
	1.2 Enhanced employment and self-employment opportunities for vulnerable groups, such as the Youth, Women and People with Disabilities	5,435,000	285,000	5,150,000
	1.3 A conducive environment fostered for and steady progress made in the elimination of the worst forms of child labor	2,525,000	146,000	2,379,000
Priority I Total		10,508,000	1,984,000	8,524,000
Country Priority II: Enhancing and extending the coverage of Social Protection	2.1 Enhanced Occupational Safety and Health (OSH)	3,802,000	306,000	3,496,000
	2.2 Enhanced and extended Workers' Social Security Benefits	620,000	0	620,000
	2.3 The impacts of HIV & AIDS and [and related diseases e.g. STI and TB] at the workplace (formal and informal economies) mitigated	1,850,000	0	1,850,000
Priority II Total		6,272,000	306,000	5,966,000
Country Priority III: Building the capacity of the Government and Social Partners to improve service delivery	3.1 Improved labor administration in the Ministry of Labor and Industrial Relations Court (Government)	4,264,000	161,500	4,102,500
	Outcome 3.2: Improved and conducive environment for informed policy and programme decision-making by the Government, social partners and other stakeholders	5,450,000	0	5,450,000
	3.3 Improved capacity and service delivery of MCTU, COMATU and ECAM for effective Social Dialogue	3,325,000	0	3,325,000
Priority III Total		13,039,000	161,500	12,877,500
OVERALL TOTAL		29,819,000	2,451,500	27,367,500

Source: Donor mapping report, 2014