



ILO EVALUATION

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This evaluation was conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone through a quality control by the ILO Evaluation Office.

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List of acronyms and abbreviations

AIEMO	Association of Informal Sector Operators and Workers of Mozambique
AfDB	African Development Bank
AP	Action plan
CCT	Labour Advisory Committee
COMAL	Labour Mediation and Arbitration Commission
CONSILMO	National Confederation of Free and Independent of Mozambique
CTA	Confederation of Employers' associations
DFID	UK Department for International Development
DNOMT	National Directorate of Labour Market Observation
EII	Employment Intensive Investments
EIM	Employment Intensive Methods
ET	Evaluation team
GoMz	Government of Mozambique
IFPELAC	Institute of Vocational Training and Labour Studies Alberto Cássimo
ILO	International Labour Organization
INEFP	Institute for Employment and Vocational Training
IPEME	Institute for the Promotion of Small and Medium Enterprises
LMO	Labour Market Observatory
MASA	Ministry of Agriculture and Food Security
MEF	Ministry of Finance
MGCAS	Ministry of Gender, Children and Social Action
MIC	Ministry of Industry and Commerce
MITADER	Ministry of Land, Environment and Rural Development
MITESS	Ministry of Labour, Employment and Social Security
MJD	Ministry of Youth and Sport
MOPHRH	Ministry of Public Works, Habitation and Rural development
MSA	Market system analysis
MSD	Market system development
M4P	Making markets work for the poor
NEP	National Employment policy
OTM	Mozambique Workers' Organization
PMU	Project Management Unit
SDG	Sustainable Development Goals

SIDA	Swedish International Development Cooperation Agency
UNDAF	United Development Assistance Framework
UNSDCF	United Nations Sustainable Development Cooperation Framework
WB	World Bank

Executive Summary

Background and context

Present Situation of the Project

The ILO and the Government of Mozambique with funding from the Government of Sweden are implementing a project on the promotion of Decent Work for Sustainable and Inclusive Economic Transformation in Mozambique, also known as the “MOZTRABALHA ” project, justified by the recognized issue that the poverty challenges are closely linked to the employment situation. The total expected contribution from the Swedish International Development Cooperation Agency (SIDA) is 8.6 million USD (actual cost due to exchange rate) for 5 years, starting from 1st December 2016.

The project responds to the priorities identified in the National Employment Policy (NEP). It aims at creating opportunities for poor people, particularly women and young people in rural areas. Opportunities to start and run commercial business will also be enhanced. The interventions proposed will empower the poor and provide them with appropriate tools for improvement of their living conditions. The project also addresses pertinent issues related to labour rights and social dialogue mechanisms and structures in Mozambique.

The project MozTrabalha entails three objectives:

1. “Immediate Objective 0” (Inception Phase): Project is fully operational with a sound understanding of critical constraints which result in adverse employment, in selected sectors and geographic areas
2. Immediate Objective 1. Strengthen national policy and institutional environment leading to increased promotion of decent employment and sustainable economic transformation.
3. Immediate Objective 2. Sectors are stimulated to create decent, sustainable and green employment opportunities for Mozambican women and men, in particular youth and those living in rural areas.

The project seeks to create and improve employment outcomes in both urban and rural areas, by focussing on a) implementation of employment-intensive market infrastructure investments, b) stimulate green jobs through small to mid-size enterprise (SME) development, and c) create opportunities and reducing constraints to accessing productive employment for women and female-headed households.

Purpose, scope and methodology of the evaluation

The main purpose of this mid-term independent evaluation is to provide an independent assessment of the progress to date, through an analysis of relevance, effectiveness, efficiency, effects and orientation to impact of the project. The specific objectives of the evaluation are:

1. Assess the implementation of the project to date, identifying factors affecting project implementation (positively and negatively). If necessary, propose revisions to the expected level of achievement of the objectives.
2. Analyse the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes and impacts; including unexpected results.
3. Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans.
4. Review the strategies for sustainability.
5. Identify the contributions of the project to the National Development Plan, the SDGs, the ILO objectives and its synergy with other projects and programs.
6. Identify clear lessons and potential good practices for the key stakeholders.
7. Provide strategic recommendations for the different key stakeholders to improve the implementation of the project activities and the attainment of project objectives.

Scope of the evaluation

The mid-term evaluation covered the period January 2017-October 2019. The evaluation covered all the planned outputs and outcomes under the project, with particular attention to synergies between the components and contribution to national policies and programmes.

Methodology of evaluation

This mid-term evaluation took a systemic approach to understand how the project was on track to attempt its objectives and the causal relation established among inputs, outputs, and outcomes. To this end, a consultative and transparent approach has been adopted with internal and external stakeholders throughout the evaluation process, using a variety of methods for data collection and analysis to gather evidence, using primarily qualitative tools and methods.

The evaluation has followed the norms and standards of United Nations Evaluation Group (UNEG) and took into consideration the guidelines and methodologies of ILO EVAL office and the Glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC).

Main findings

Relevance

The project demonstrates relevance for supporting the implementation of the National Employment Policy (NEP); its action plans provide some examples of approaches to promote job creation, especially in support of fulfilling the Mozambique government's ambition to create three millions jobs in next five years. MozTrabalha is also relevant in supporting the country to fulfil its national priorities and international engagements.

The project has close links with the Sustainable Development Goals (SDG) framework, most prominently SDG #8 to “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”. In doing so, it also contributes to the accomplishment of several other SDGs, such as #1 (end poverty), #2 (zero hunger), #5 (gender equality), #10 (reduced inequalities). Furthermore, the project is closely harmonised with the Mozambique UN Development Assistance Framework 2017 – 2020 (UNDAF); more specifically with outcomes 2, 4, 7, 8, 9 and 10, as it will analyse in section 4.1 of this report.

Moreover, during the implementation the project has forged a relevant network of partnerships. Greater efficiency and effectiveness have been achieved, in some cases in a coordinated manner, in addition, to achieving greater legitimacy and visibility of the project and the approaches and methodologies that it is proposing.

Effectiveness

Overall, the level of effectiveness at the time of the mid-term evaluation differs from one outcome to another. In general, the project is well-implemented, especially outcome 1 under which the project has supported the improvement of the capacity of Mozambican institutions, especially Ministry of Labour and Social Security (MITESS), the Labour Market Observatory (LMO), The National Institute for Employment (INEP) and the Labour Mediation and Arbitration Commission (COMAL). It has leveraged several events and processes, with one of the most relevant being the elaboration of the Action Plan for the NEP, using the methodology of multisector working groups. Indeed, the training provided by ILO to all social partners and the work done with COMAL has contributed significantly to the decrease of social conflict.

In addition, MozTrabalha has made crucial contributions to understand and manage the labour market in Mozambique through the support provided to the Labour Market Observatory (LMO) and the National Institute for Employment (INEP).

The other outputs of the first outcome are on track and will be completed by the end of the project. In this sense, the results of the pro-employment budgeting and labour-intensive investments approach promoted by the project are already visible, with an increasing interest from ministries on MozTrabalha support. In addition, the Enabling Environment for Sustainable Enterprises (ESEE) process is well received and appreciated by all stakeholders involved.

The project is more focused on outputs than on outcomes/objectives. There is no actual monitoring of outcomes indicators but of the outputs indicators.

Regarding outcome 2, the pilot interventions were an excellent example of the approaches proposed, and with the potential of scaling up. However, they were not yet replicated. The project continues to promote them. Also, the analysis of the output 2.2 ((Support provided to emerging, new and existing SMEs (incl. employing farmers) and Cooperatives in sectors that contribute to structural transformation and to improve environmental sustainability productivity, working conditions and formality of enterprise owners and their workers) is at an initial state and so it

shows some limitations for its assessment. However, according to the evidence collected by the evaluation team, the construction materials value chain seems to be on the right track. On the other hand, regarding the agribusiness value chain, there are some elements that may jeopardize the Market System Development (MSD) approach promoted and presents some threats to the smallholders and ultimate beneficiaries that should be mitigated.

The management and governance structure have effective participation of tripartite constituents and has contributed to strength indirectly the Labour Consultative Commission. Despite the limited resources for communication, the MozTrabalha project team has been able to properly develop and implement a communication strategy.

The monitoring system (MRM) has been developed and implemented, and though it presently fits the needs of the project. There is scope of improvement to make it more user-friendly and avoid mistakes, such as use some data base at the same time doubting which one is the last updated one. This MRM is more focused at output level than at outcome level, as it happens with the project as a whole.

Overall, the level of operationalization and implementation of the Project document work plan is very high. The project team is focused on its implementation, sometimes in a very rigid way. The Project document allowed some flexibility but the project did not take advantage of the inception phase to adapt the implementation strategy and to define more realistic targets to the actual capacities and resources.

Efficiency

In general, the allocation of the resources is coherent with the goals and principles of the project, and the delivery of the project very appropriate, regarding the level of accomplishment.

Therefore, the project efficiency is reasonably satisfactory given the resources available and correspondingly used.

Impact and likelihood of sustainability

In one hand, MozTrabalha's impact has been evident in the increased knowledge and technical know-how amongst partners including Government, employers, employees and donors; despite the observation that the NEP has not sufficiently been integrated within different ministries, which is out of the project's control.

On the other hand, there is not yet a formal institutionalization of the project's proposed tools and methodologies. For the remaining years of the project, it will be crucial to boost them, taking into account that some ministries and institutions are already very interested.

Finally, there are issues that the project should address in a potential exit strategy to ensure impact and sustainability. These include the lack of mainstreaming integration of the NEP in all

ministries that have potential of jobs creation, focus on the replication of the project's successful intervention and revise the way of the implementation of the MSD component.

The validity of the design

The logical framework establishes the logic underpinning the project design, which is coherent and in alignment with overall objectives. However, without a developed theory of change, there is not a clear definition of how to fulfil or implement this logic and why the interventions would lead to the expected outcomes and final goal.

In general, the project design is quite realistic, especially regarding outcome 1. Regarding outcome 2, the only component that proved too challenging and ambitious in the project is the MSD approach.

Gender approach and International Labour standards

A strong commitment of the project unit with gender mainstreaming and non-discrimination is visible and strong since the beginning of the project implementation. The project engagement to include women as beneficiaries in project pilots is one example.

The Gender Mainstreaming Strategy developed during the inception phase of the project is being implemented, but the work with women associations in Mozambique has not yet started, which in some way reduces its impact.

This project supports the ILO national constituents, including the Government of Mozambique to implement and develop the already ratified Conventions on International Labour Standards, and ensure that these principles are respected and promoted.

Conclusions and recommendations

General conclusion

Overall, the MozTrabalha project has arrived at its mid-term stage with insightful relevance, adequate efficiency and reasonable efficacy. The component of value chains have undergone some delays but is now ready to take off faster.

Relevance

1. The project is a highly relevant initiative. Its implementation strategy is timely and approach-wise pertinent and needed, especially the first component (perfect timing).

2. Regardless of the difficult start, the project has reached to enlist full involvement from government and partners, and all national participants interviewed confirm that the project met their needs.

3. The conceptual and methodological tools developed/promoted by the project, and the country-level activities, are perceived as useful and of good quality by most stakeholders.

Effectiveness

1. In general, outcome 1 is being effective, and by the end of the project life can expected that will have achieved the expected results. The interventions pilots of outcome 2 have been implemented and the second component of this outcome (2.2. "Support to emerging new and existing sustainable SME's through targeted training and services") was starting by during the evaluation.

2. Satisfaction with training provided by the project is in general very high and appreciated as well-targeted: training are appropriate and addressed the right capacity needs of the recipients.

3. The establishment of multisector, inter-ministerial and institutional working groups, including employers, workers and other key national stakeholders, is perceived as a valuable and highly successful outcome of the project.

4. Regarding the support through the MSD approach to the value chain called "catering", which is an agribusiness value chain, the evaluation has found that its achievement might be compromised due to the implementation approach. The MSD seeks to go beyond 'traditional' value chain interventions to, instead, take on a systemic lens that considers sectors and value chains as part of a wider system of rules, regulations and supporting functions, and subsequently the idea to develop the whole value chain by engaging with as many players as possible, i.e., public bodies, private sector, NGOs and community leaders. However, the project is reducing all that to work with a single partner ACEAGRARIOS, which actually has a different perspective of the real objective of the agreement signed with ILO.

5. The management, planning, monitoring and communication mechanisms are generally considered satisfactory.

6. The project implementation and therefore, its monitoring system, is more focused on outputs than on outcomes. This could be explained because the project design does not establish clear causality among them nor the reason for how and why by achieving the outputs, the outcome will be achieved. Therefore, the project's strategy of implementation is playing safe and tied to the ProDoc, assuming that by reaching outputs, outcomes will be accomplished somehow.

7. The network of partnerships developed by the project with the government and other partners has greatly helped to achieve its objectives.

Efficiency

1. In general, there is an efficient use of human and financial resources, the PMU is delivering the outputs in an economic and timely way.
2. The resources' allocation responds adequately to the needs of the project. Considering that the project aims to provide mainly technical support to Mozambique, the allocation is more focused on delivering technical assistance to the national stakeholders through the project specialists.

Impact and likelihood of sustainability

1. Capacity building and strengthening of institutions and social partners on NEP implementation are long-term benefits. All trainees' respondents interviewed by the evaluation team found the training relevant for their work and for the development of their institutions. The potential of appropriation is very high.
2. The provision of labour market data management and analysis tools (that is, LMO, INEP) has high potential for sustainability.
3. The creation of jobs due to the project is still in a very initial phase with no data available. If the Government integrates the approaches of EII and the methodology of construction materials proposed by the project, the impact in the next future has potential to contribute to the results expected in the ProDoc.

Design's validity

1. The openness and flexibility of the project design, that allowed the implementers to adapt the project during the inception phase has not been used to adjust the project to the current context and the PMU capacities.
2. The internal coherence and realism of the logical framework in the ProDoc lacks a deep analysis of the theory of change, not including the causal relationship between inputs (human and financial resources) outputs and outcomes. Nevertheless, the PMU has resolved it quite effectively, focusing on activities and outputs, assuming that the accomplishment of them will allow the achievement of the planned outcome in the project design.

Gender and ILO international standards

1. The project has developed and implemented a realistic and coherent Gender Mainstreaming Strategy; however, women associations are not really as involved as expected, because there is a big number in the country and the project has not decided with which ones will start to work with.
2. MozTrabalha is aligned to and promotes the implementation at the national level of the Labour international standards.

Recommendations

R1. Ensure a second phase to consolidate and further develop project results to achieve expected outcome: The Swedish International Development Agency, ILO Decent Work Team in Pretoria, and ILO headquarters should consider developing a second phase of the project to ensure that outcomes will have a long term deeper impact, and preventing a long gap missing the existing window of opportunity for promoting the creation of job now in Mozambique. Project formulation takes time, such as was the case for MozTrabalha. A second phase shouldn't arrive too late after the closure of the project and there should be continuity between the two phases.

Addressed to	Priority	Resource	Timing
ILO project team, DWT, ILO HQ and Swedish International Development Agency	High	High	Medium-term (before the end of the project)

R2. Take advantage of the actual window of opportunity to promote pro-employment budget and EII methods: With the presidential promise of creating 3 million jobs, and the corresponding openness of the new Government in Mozambique, MozTrabalha should increase efforts to encourage the development and implementation of pro-employment budgeting, including projects using EII techniques. This should be done especially with the new ministries more likely to use these approaches to create jobs through public employment programs, namely Ministry of Public Works and Water Resources, Ministry of Agriculture and Rural Development, Ministry of Industry and Trade, and, of course, the Ministry of Economy and Finances.

Addressed to	Priority	Resource	Timing
Project team, GoMz and private sector	High	Medium	Short-term/ long term

R3. Elaborate a risk analysis of the intervention with ACEAGRARIOS and if necessary, review its agreement with MozTrabalha and this company: The evaluation has raised enough causes to initiate a risk analysis, maybe by an external consultant of the agribusiness value chain strategy through in agreement with ACEAGRARIOS. Therefore, to validate the approach and prove its importance towards feasible and pro-poor sustainable changes in a market, it is crucial to mitigate the potential threats and to ensure that no smallholder, the primary beneficiaries, may be economically harmed.

It is vital to create a good implementation environment of the MSD approach and thus, avoid potential harm to the communities in the future. It is equally imperative to ensure that the agreement with ACEAGRARIOS is in accordance with the expected objectives. MozTrabalha, together with its partners, should strategize to achieve a common understanding of the MSD approach and its procedures, to make sure that no one is left behind.

Addressed to	Priority	Resource	Timing
ILO Project team	High	Low	Short-term

R4. Adjust implementation and its monitoring system (MRM) to be outcome-oriented. Revise the expected outcomes; define clear indicators and targets, which should be in agreement with the Steering Committee, and adjust the project to be more outcome-oriented than output-oriented. Follow the MRM manual to elaborate impact indicators and include a realistic target to be achieved by the end of the project, and an accurate and accessible source of information to track it.

Addressed to	Priority	Resource	Timing
ILO Project team	Medium	None	Short-term

R5. Develop an exit strategy: To consolidate the project results through an exit strategy that focuses on the sustainability of results of component 1, and promotes replicability of pilot projects of component 2.

Addressed to	Priority	Resource	Timing
ILO project team	High	Low	Short-term (by December 2020)

R6. Develop the project theory of change to unpack the project logical framework: Develop a robust and realistic result chain in all projects, considering the expected results in relation with the inputs provided and the context in which the project should be implemented, which means further developing the logical framework to include a robust Theory of Change.

This theory of change will explain how and why the project is going to reach the expected outcomes. It should be a participatory exercise that includes not only the project team, but also other stakeholders involved in its implementation. It could be updated periodically to adapt to the changing environment if deemed necessary.

Addressed to	Priority	Resource	Timing
ILO and donors	Medium	Low	Medium-term; include in all

			project formulations
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R7: Work with the Mozambican women associations. In order to integrate Mozambican women's needs, it would be pertinent to work increasingly with the women associations in the country.

Addressed to	Priority	Resource	Timing
ILO project team	Medium	Low	Short-term

Section I: Introduction

1. Introduction

1.1 Context

Nearly 40 years after independence, Mozambique is still ranked as one of the poorest countries in the world. Poor governance and a brutal civil war from 1977-92 further exacerbated the situation. Correspondingly, in 1987, the Government of Mozambique (GoMz) embarked on a series of macroeconomic reforms designed to stabilize the economy. These steps, combined with donor assistance and political stability – since the multi-party elections in 1994 – have led to dramatic improvements in the country's economic growth rate.

In spite of these gains, Mozambique remains dependent on foreign assistance for much of its annual budget (i.e., about 60%), and the majority of the population remains below the poverty line, with per capita income of less than US\$ 1.90 a day (IAF 2014/15, the WB). Subsistence agriculture continues to employ the vast majority of the country's workforce.

According to the EMPLOYMENT Working Paper No. 174 (ILO 2015), employment creation has proven to be one of the most effective means to redistribute the benefits of growth and also reduce poverty. Almost 70% of the Mozambique population lives in rural areas and relies on subsistent agriculture for their livings. At the beginning of the 2010's decade, the country's was mostly driven by capital-intensive 'mega-projects', which did not create sufficient jobs directly. Furthermore, in the last four years, the economy has slowed down in contrast to the population that shows continuous growth. Direct and indirect employment impacts of mega-projects are also limited in the context of a mainly unskilled Mozambican labour force. Unfortunately, like most developing countries, Mozambique exhibits a declining share of agriculture in output to the GDP, with a fall from 38 per cent to 23 per cent between 1996 and 2018. This was accompanied by an increasing output share of industry (up from 10 per cent to 20 per cent), mostly due to mining, and with the majority of the increase concentrated within the first decade. Mozambique also shows a declining share of jobs in agriculture. However, the relatively fast growth of industrial output has not translated into many more jobs. The share of jobs in the industry only has increased from 4.4 to 4.9 per cent, and declined slightly during the decade of the fastest output growth. In contrast, there was a marked increase in service jobs. Although the output share of services changed little (hovering around 50 per cent), its share of jobs ballooned, from 9 to 24 per cent (JOBS SERIES Issue No. 13 /World Bank (2018)

In Mozambique, the employment statistics distinguish between three broad job type categories: Wage-based employment, both in the private sector (12,2%) and the public sector (4.1%); informal self-employment in agriculture (71,5%), which includes self-employed smallholder farming and wage-work in agricultural, fishing and forestry activities; and informal self-employment in non-farm activities (12,0), rural or urban (JOBS SERIES Issue No. 13 2018).

The labour force participation and employment in Mozambique are classified by work-age population (WAP). The WAP is 58.3 per cent of the total state population. Of the WAP, 76.5% is employed in some work (including wage work, subsistence occupations, and unpaid family labour), 2.9% is unemployed, and 20.6% is economically inactive. Of the employed, 71% is occupied in agriculture and 29% in other sectors. Within agriculture, most people (66.8%) are self-employed; 28.9% are unpaid family labourers; 3.1% are wage employees; and 1.3% are employers. Outside agriculture, 49.5% are wage employees, 42% are self-employed, 3.6% are unpaid family labour, and 4.8% are employers. Mozambique's labour force participation is generally high, at 80% for men and 79% for women. In rural areas, both men and women labour force participation rates are particularly high (92%) during working age (25 or more). There is little variation in these figures across Mozambique provinces. The main variation is by age, rural/urban location, and gender. Mozambique's labour participation rate has declined significantly since the mid-1990s. Nonetheless, it remains well above the African average of 69%. A tripartite body of the Ministry of Labour was created to improve the capacity of Mozambican institutions for defining the economic and social policies of the State the Labour Advisory Committee (CCT). This body is composed of representatives of Government structures and organizations representing employers and workers and has the function of promoting social dialogue and consultation.

The “MozTrabalha” project is aligned with the recently approved National Employment Policy in acknowledging the structural nature of the economy and its challenges to create enough jobs during upturns. The NEP, which was developed with ILO's support, intends to tackle limitations of the national economy and ensure the creation of decent jobs for both Mozambican women and men. MozTrabalha aims to support this through two components. First, a national institutional component (i.e., Immediate Objective One) which seeks to support the GoMz, as well as Employers' and Workers' organizations, to better understand relevant market systems and macroeconomic variables and thus improve policymaking with a focus on maximizing its decent employment creation impact (i.e., what ILO calls 'pro-employment policies'). Second, a local implementation component (i.e., Immediate Objective 2), which seeks to create and improve employment outcomes in both urban and rural areas, by (a) implementing employment-intensive market infrastructure investments, (b) stimulating small and medium enterprise (SME) development and (c) creating opportunities and reducing constraints to access productive employment for women and female-headed households.

The project has close links with the SDG framework, most prominently with SDG #8 to “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”. In doing so, it also contributes to the accomplishment of several other SDGs, such as #1 (end poverty), #2 (zero hunger), #5 (gender equality), #10 (reduced inequalities). Furthermore, the project is closely harmonised with the Mozambique UN Development Assistance Framework 2017 – 2020 (UNDAF); more specifically with outcomes 2, 4, 7, 8, 9 and 10, as it will analyse in section 4.1 of this report.

1.2 Project background

1.2.1 MozTrabalha

The MozTrabalha project is being executed by the International Labour Organization (ILO) in Mozambique with the funding of the Government of Sweden with an original budget of US\$ 9.4 million, for a period of 4 years from December 2016 accordingly to the PRODOC and fully operational since mid-2017, when the project team was on board. The planned end date is 30th November 2021.

The project responds to the priorities identified in the National Employment Policy and aims at creating opportunities for poor people, particularly women and young people in rural areas. Also, the enhancement of opportunities to start and run businesses is a supplementary purpose. The interventions propose to empower the poor and provide them with appropriate tools for improvement of their living conditions. The project also addresses pertinent issues related to labour rights and social dialogue mechanisms and structures in Mozambique.

The project MozTrabalha project has three objectives:

- Immediate Objective 0 (Inception Phase): Project is fully operational and a sound understanding of critical constraints which result in adverse employment outcomes has been generated, in selected sectors and geographic areas.
- Immediate Objective 1. Strengthen national policy and institutional environment leading to increased promotion of decent employment and sustainable economic transformation.
- Immediate Objective 2. Sectors are stimulated to create decent, sustainable, and green employment opportunities for Mozambican women and men, in particular youth and those living in rural areas.

The project seeks to create and improve employment outcomes in both urban and rural areas by focussing on:

- a) Implementation of employment-intensive market infrastructure investments;
- b) Stimulating Green Jobs through SME development;
- c) Creating opportunities and reducing constraints to access productive employment for women and female-headed households.

The project is implemented in the urban and peri urban areas of Maputo, and in some rural areas of Inhassoro, Vilankulos and Nampula.

The project pursues a market systems development approach as the unifying framework. The application of this methodology is supported by ILO's project The Lab^{1,2} To ensure that the project

² The lab is a three-year research and knowledge generation project on how to measure and maximise labour market outcomes while working in value chains and sectors.

mainstreams gender and provides equal opportunity and treatment to women and men in implementing its activities, a gender analysis of the labour market and employment sector in Mozambique was conducted in 2018, specifically focusing on the three value chains in the MozTrabalha.

The key stakeholders are two distinguished target groups; intermediate/direct beneficiaries and ultimate beneficiaries. The ultimate beneficiaries targeted are Mozambican women and men, especially those who live in poverty, and are engaged in various forms of economic activities ranging from highly insecure and vulnerable employment and survivalist activities to more productive and gainful jobs, e.g., in formalized and growth-oriented enterprises. Due to the project's employment-intensive rural infrastructure component, many of the ultimate beneficiaries are also direct recipients, in the form of jobs being created in the demonstration projects. Direct beneficiaries include the Government institutions such as the Ministry of Labour, Employment and Social Security and the rest of the members of the Labour Advisory Committee (CCT): Employers' associations and Unions, as well as the Labour Mediation and Arbitration Commission (COMAL).

1.2.2 ILO Technical Assistance

The MozTrabalha's ultimate objectives are contributing to the creation of decent jobs for both Mozambican women and men. It includes especially those who live in poverty, and are engaged in various forms of economic activities ranging from highly insecure and vulnerable employment and survivalist activities to more productive and gainful jobs (formalized and growth-oriented enterprises). A particular focus is given to youth who are affected by unemployment and underemployment, as well as women who face particular constraints in accessing decent employment.

The project identified two main entry points: addressing both the 'rules of the game' in terms of 1) the 'policy environment' and 2) 'supporting functions' in terms of information, infrastructure, skills, and business services. Market systems development recognizes that market systems are made up of many players, actions and interactions. Understanding the different stakeholders, processes and interactions of each market as a global issue is crucial to allow projects to play a role in developing these markets (rather than 'distorting' them) and to act as a facilitator of change, rather than 'direct deliverer', - where new behaviours are promoted and owned by the existing actors that drive the system. Herein, a market systems approach can offer practical ways to address deficits in job quantity/quality in economic sectors.

Through the entry points mentioned above, MozTrabalha provides technical assistance to the Mozambique Government (GoMz) and its partners. These activities are provided under different project objectives, which are then measured by the achievement of outcomes lined in the project

https://www.ilo.org/empent/Projects/the-lab/WCMS_326500/lang--en/index.htm

document. For instance, under Objective One, the focus is on increasing the capacity of the GoMZ to develop, implement and coordinate green, employment-intensive macroeconomic and sectoral policies, as well as introducing a sense of pro-employment budgeting into the national budget building process. Further to this, under this objective, MozTrabalha supports the capacities of Employers' and Workers' organizations to represent and provide services to their members, as well as to be able to discuss and negotiate economic policies on an equal footing. In addition, MozTrabalha also provides assistance to Workers' and Employers' organizations to achieve better coverage of the informal sector enterprises and workers.

1.2.3 Project Management arrangement

The project is managed by a Chief Technical Adviser (CTA), responsible for overall project management based in Maputo, Mozambique, and works under the overall supervision of the director of the ILO Country Office Lusaka that covers Malawi, Mozambique and Zambia. This is the Office responsible for managing the overall implementation of the project. The Project Management Unit (PMU), the project team, comprises the CTA, two international technical officers and three national officers, one national financial and administrative assistant, and two drivers. The whole team has been on board since June 2017, except one of the national officers that arrived in 2018. The project's Steering Committee was formally established on 7th August 2017 as a sub-committee of the national tripartite body CCT (Consultative Committee on Labour), which is the Subcommittee on Monitoring and Policy Assessment Programs and Projects, and its first meeting was held in September 2017. Approved by the Minister of Labour, this sub-committee comprises representatives from 11 institutions from the government; workers, and employers. The ILO and the Swedish Embassy are invited as observers. While its mandate encompasses all technical / development cooperation projects, so far, the focus has been solely on MozTrabalha.

The project team is technically backstopped by the Decent Work Team based at the ILO Pretoria Office and some relevant departments at the ILO Headquarters in Geneva. A total of nine different officers backstop the project team.

2. Evaluation Background

2.1 Purpose and objective

The overall purpose of the independent evaluation is to provide an independent assessment of the progress to date, through an analysis of relevance, effectiveness, efficiency, effects, sustainability and orientation to impact of the project.

The specific objectives of the evaluation are to:

1. Assess the implementation of the project to date, identifying factors affecting project implementation (positively and negatively). If necessary, propose revisions to the expected level of achievement of the objectives.
2. Analyse the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes and impacts; including unexpected results.
3. Review the institutional set-up, capacity of ILO and national stakeholders for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans.
4. Review the strategies for sustainability.
5. Identify the expected contributions, if any, of the project to the National Development Plan, the SDGs, the ILO objectives and its synergy with other projects and programs.
6. Identify clear lessons and potential good practices for the key stakeholders.
7. Provide strategic recommendations for the different key stakeholders to improve the implementation of the project activities and the attainment of project objectives.

2.2 Scope

The mid-term evaluation covered the period December 2016-October 2019. The evaluation covered all the planned outputs and outcomes under the project, with particular attention to synergies between the components and contribution to national policies and programmes.

The evaluation includes how the project is addressing the ILO cross-cutting themes, including gender equality and non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability.

The evaluation aims to help to understand how and why the project is on track to obtain or not the specific results from output to potential impacts.

2.3 Evaluation criteria and questions

The evaluation has covered the following evaluation criteria (in line with the DAC criteria, UNEG guidelines, and ILO evaluation policy guidelines):

- Relevance and Validity of the project design;
- Project effectiveness;
- Efficiency of resource use;
- Sustainability of project outcomes;
- Impact orientation;
- Gender equality and non-discrimination

Key Evaluation Questions

The DAC evaluation criteria are included in the guiding evaluation questions. Key questions that the evaluation seeks to answer are:

a) Relevance and strategic fit,

- Is the project coherent with the Government objectives, National Development Frameworks, beneficiaries' needs, and does it support the outcomes outlined in the UNDAF/UNSDCF and DWCP as well as the SDGs?
- How does the project complement and fit with other on-going ILO programmes and projects in the country?
- What links have been established so far with other activities of the UN or other cooperating partners operating in the Country in the areas of employment, market development, and women's empowerment?

b) Validity of intervention design

- Is the project realistic (in terms of expected outputs, outcome, and impact) given the time and resources available, including performance and its M&E system, knowledge sharing, and communication strategy?
- To what extent has the project integrated ILO cross-cutting themes in the design?
- Are the indicators of the achievements clearly defined, describing the changes to be brought about? Were the indicators designed and used in a manner that they enabled reporting on progress under specific SDG targets and indicators?
- Is the project Theory of change comprehensive, integrate external factors, and is based on systemic analysis?

c) Effectiveness:

- To what extent did the projects achieved its outcomes expected by October 2019? And to what extend it is likely to attempt its objectives by the end of the project?
- Has the management and governance structure put in place worked strategically with all key stakeholders and partners in Mozambique, ILO, and the donor to achieve project goals and objectives?
- Has the knowledge sharing and communication strategy been effective in raising the profile of the project within the country and among the cooperating partners?
- Is the monitoring and evaluation system results-based and facilitate adaptive project management?

d) Efficiency of resource use

- Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and especially outcomes?
- Were the project's activities and operationalization in line with the schedule of activities as defined by the work plan? If not, what are the factors that hinder timely delivery, and what are the countermeasures taken to achieve project outcomes and impact during the life of the project bottleneck?
- To what extent did the project leverage resources to promote gender equality and non-discrimination; and inclusion of people with disability?

e) Impact orientation and sustainability

- To what extent has the project contributed to expand the knowledge of the NEP and to develop capacities to ensure its implementation?
- Which project-supported tools have been institutionalized, or have the potential to, by partners and/or replicated or external organizations?
- Did the project make any significant contribution to gender and inclusion related concerns within the realm of employment-intensive programmes (at policy and practice levels)?

f) Gender equality; Decent Work and International Labour Standards

- What are so far the key achievements of the project on gender equality and women's empowerment?
- Has the use of resources on women's empowerment activities been sufficient to achieve the expected results?
- To what extent is the M&E data supporting project decision making related to gender?
- To what extent has the project support helped in better implementation of the international Labour Conventions?

3. Methodology

3.1 Evaluation approach

This mid-term evaluation adopted a systemic approach to understand how the project was on track to attempt its objectives and the causal relation established among inputs, outputs, and outcomes. To this end, throughout the evaluation process, a consultative and transparent approach was adopted with internal and external stakeholders.

The evaluation followed the norms and standards of UNEG and took into consideration the guidelines and methodologies of ILO EVAL Office and the Glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC).

During the preparatory phase of the evaluation, the evaluation team prepared an evaluation matrix (annex 2) that guided the evaluation process. Specifically, this matrix described the way each evaluation criteria and their sub-questions should be answered, as well as their respective indicators and the sources of information. ILO crosscutting issues, especially gender-oriented concerns were included in the evaluation questions and provided with its own indicators to make sure that they were methodologically integrated into the evaluation process.

The evaluation used a variety of methods for data collection and analysis to gather evidence, although primarily qualitative tools and methods were used. The information gathered from each stakeholder was compared with that obtained from other stakeholders (or from desk-review of

documents) for verification purposes. Triangulation was central to reach the findings conclusions and recommendations of this report.

The methodology used was through the following techniques:

- Desk review of project document and literature: more than 100 documents, including all documents produced by the project, ILO materials (online documents about similar projects, experiences and other knowledge documents), national policies and strategic documents, and the literature of the different subjects (see Annex 3 Bibliography).
- Semi-structured interviews with key informants and stakeholders, and group interviews with beneficiaries (women and men) of the project and other relevant stakeholders as appropriate: 101 people were interviewed (see Annex 4). In Maputo, the ET interviewed 44 people, 6 of the beneficiaries, and in Inhambane 57, then 37 in Vilankulos and 20 in Inhassoro. The MozTrabalha team selected the interviewees, prioritizing their involvement in the project and their importance for the evaluation.

Figure 1: Summary people interviewed by the evaluation team

	Total	% Women	% Men
Maputo			
ILO+ Partners	38	27,08%	52,08%
Beneficiaries	6	100,00%	0,00%
Inhambane			
ILO+ Partners	10	10,00%	90,00%
Beneficiaries	47	70,21%	29,79%
Total	101	51,49%	51,49%

- During the inception phase, the Evaluation Team (ET) worked on the mission agenda based on a stakeholder analysis from the available information provided by the project. The project team provided feedback to the ET to develop the agenda of the mission incorporating other stakeholders that were missing in the original list .and rejecting those that were not relevant, according to them, for example the evaluation team would not been able to meet with any Women association.
- Direct observation during country visits: During the evaluation mission (see Annex 5 Agenda of the mission), the evaluation team visited two sites of the pilots' interventions in Maputo (Polana Caniço and Mahotas) and the farmers' fields of Vilankulos and Inhassoro in the Inhambane province. The sites in Maputo were selected because of the easy access to the pilot interventions sites. In Inhambane the sites were exclusively selected by the

project team, considering those a good example of work carried out so far and offering ease of access in terms of time availability too.

- Validation workshop on preliminary findings, conclusions, and recommendations at the end of the fieldwork in Maputo, including tripartite partners, ILO relevant officers, and the donor representative.

The methodologies and techniques were selected taking into account the information needs, the availability of resources and the priorities of the main stakeholders, which means that the techniques and tools were adapted to gather the data to support the answers of the evaluation matrix indicators considering the time and resources of the evaluation process. Thus, in line with the request of the main stakeholders, it resulted in a forward-looking evaluation with a futuristic perspective to be useful for the remaining time of the project, as requested by the main stakeholders, instead of concentrating only on what has been done so far.

This mid-term independent evaluation was carried out from October to December 2019, with a country visit from 3rd to 16th November, by a team of two independent evaluators: an International team leader and a national team member.

3.2 Intended users of the Evaluation report

The primary users of the evaluation are the members of the Project Steering Committee comprising members from the Government of Mozambique, organised business and organised labour representatives, the Government of Sweden and the ILO, including the project, the ILO Co-Lusaka, the ILO DWT Office in Pretoria, the ILO Regional Office for Africa (ROAF), and the EIIP technical unit in Headquarters (DEV/INVEST).

3.3 Limitations of the evaluation

The evaluation faced some limitations as outlined below:

- The difficulty of interviewing few key persons due to their unavailability or (ii) the turnover of staff in national institutions, and some of the persons the ET met had just arrived and as such, were not really involved with the project, for example at the Sweden and Italian embassies.
- Impossibility to visit all project sites due to time constraints.
- Some outputs have not yet any tangible result to be evaluated.

These limitations have been taking into account during the evaluation process and to mitigate them the evaluation team has done, when possible, a triangulation of information to have more

than one source providing the same kind of evidence. However, in some cases the lack of strong and robust evidences has limited the scope of the analysis to be able to provide a solid assessment

Section II: Findings of the evaluation questions: answered according to the DAC criteria

4. Relevance

This section addresses the evaluation criteria of relevance. The primary sources of evidence for this section are the documents' reviews and key stakeholder interviews during the field visits.

Key findings: The project is relevant for supporting the implementation of the National Employment Policy and providing some examples of approaches to promote job creation.

1. The project is relevant to support the country in fulfilling its national priorities and international engagements.
2. The project is relevant to supporting the implementation of the National Employment policy and its Action plans.
3. The project is very relevant to supporting the fulfilment of the Mozambique government's ambition to create 3,000,000 jobs in the next five years.
4. Due to a relevant network of partnerships developed by the project, greater efficiency and effectiveness in the implementation of activities has been achieved. In addition to achieving greater legitimacy and visibility of the project and their approaches and methodologies, the project team supported project formulation and interventions with other development partners.

4.1 National and international priorities supported

The evaluation found that the MozTrabalha project is relevant. The participation of the main stakeholders, especially from Government, employers, and workers in different ways in its formulation phase was very pertinent. Specifically, some of them were involved during the whole process, others only provided comments to the draft project document, while some others were just informed. In this context, some of them indicated that would have be interested to be more involved in the formulation phase.

This open approach allowed the project to align its objectives with five out of eight pillars of the National Employment Policy (NEP); and, thereby, support the achievement of the outcomes

outlined in the national and international policies. In general, there is a high level of satisfaction among partners and stakeholders at national and local levels involved with the project.

The project is also closely linked with the SDG #8 to “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”. It is also supporting SDG #5 “Achieve gender equality and empower all women and girls”. The project is also aligned with SGD #1 (end poverty), #2 (zero hunger), and #10 (reduced inequalities), #12 (sustainable production and consumption), and #13 (climate action).

The project is aligned with the Mozambique UN Development Assistance Framework 2017 – 2020 (UNDAF), by supporting Outcome 2 “Poor people benefit equitably from sustainable economic transformation”, and Outcome 4 “Disadvantaged women and girls benefit from comprehensive policies, norms and practices that guarantee their human rights”.

The project monitoring system (MRM) identified the national and international priorities supported by each output that the ET has consolidated into the Figure 3 below.

Figure 3: Alignment of Outcomes with UN, ILO and Mozambique’s priorities (National and International)

UN, ILO and Mozambique’s priorities(National and International)	Outcome 1	Outcome 2
SDGs	SDG 8 and SDG 5	SDG 1, SDG 5 and SDG 8
UNDAF	Outcome 2 and 4	Outcome 2 and 4
African Union	Malabo Summit (2011) Youth Decade Plan of Action 2009-2018 (Assembly/AU/Decl.1 (XVII)).	Malabo Summit (2011) Youth Decade Plan of Action 2009-2018 (Assembly/AU/Decl.1 (XVII)).
SADC	Implementation of SADC Revised RISDP 2015-2020 and Industrialization Strategy 2015-2063.	Implementation of SADC Revised RISDP 2015-2020 and Industrialization Strategy 2015-2063.
ILO 2018-2019 P&B	Outcome 1, 6 and 10	Outcome 1 and Outcome 5
ILO CPOs	MOZ 101, 103, 152	MZ101
NEP	Pillar # 2 (Creation of new jobs) and # 5 (Improvement of the Labour Market Information System) and Five-Year Government Program for 2015-2019, Strategic Objective (iii)	Pillar 2 and Five-Year Government Program for 2015-2019, Strategic Objective (iii)

Source: MRM of the project

The project was also aligned with the 2008 Declaration on Social Justice for a Fair Globalization that aims at strengthening ILO capacity to promote its Decent Work Agenda and effectively respond to the challenges of globalization.

4.2 Links with ILO projects

At this moment, there is another ILO project in Mozambique on HIV-AIDS, with a component on social protection. Both projects are working together on a common issue: the support of the formalization and the regulation of the workers of the informal economy. In this regard, the two projects have undertaken complementary activities with workers' and employers' organisations. Also, they have already worked with the Ministry of Labour and workers organisations in social protection to extend coverage to informal workers, and MozTrabalha is following up to finalize and support their plans (output 1.4 and 1.5).

MozTrabalha has fostered collaborations and informal communication with other ILO projects in the region, to take lessons from them. For example, the project has established a dialogue with the Yapasa project in Zambia, regarding the making markets work for the poor (M4P) / market systems development (MSD) approach. The project collaborates with the Expanded Public Works Programme (EPWP) in South Africa regarding Employment Intensives Methods or Investments. This last collaboration has been quite positive for the MozTrabalha team as the EPWP has more than fifteen years of experience in the subject and even though the national environment is different, some of the lessons learned could be adapted to the Mozambican context.

4.3 Links with other partners in the country

MozTrabalha is involved with other UN agencies and other national and international organizations in the country (NGOs and donors) in resource mobilization exercises and in multi-partner project formulation. For instance, MozTrabalha has worked to formulate of a joint project with UN-Habitat (lead agency) and UNESCO for a recovery and reconstruction project in the Ibo District (to be funded by the Italian Government).

Some of the methodologies or approaches introduced and demonstrated through the pilot projects have positioned MozTrabalha as an attractive and reliable partner for other organizations, especially in the last quarter of 2019. In this context, extensive resources have been made available after the Cyclone Kenneth, the strongest storm on record that hit Mozambique in April 2019. There has been an increased interest in employment intensive methods and the soil cement blocks and micro concrete roof tiles for construction, where the MozTrabalha can contribute. The project team's engagement in developing a proposal including the EII method in a sanitation project of the World Bank, where MozTrabalha would carry out a Market System Analysis (MSA) to identify and understand the root causes of why the sanitation sector in Quelimane is not performing better in creating employment opportunities especially for women and female-headed households as well as stimulating green jobs through SME development is an example in this regard.

There also have been collaborations with UNDP, UN Women, World Bank, Embassy of Italy, African Development Bank, and FAO, for past, on-going and future activities and projects, as it will be seen later in this report.

A contributing factor to build these collaborations is that the project team participates as ILO in the UNDAF meetings and other UN interagency groups. This has allowed it to develop and consolidate a network of possible collaborators or partners.

5. Effectiveness

This section reviews the extent to which results have been achieved at mid-term in expected outcome/ immediate objectives 1 and 2 and the rationale for the projects' performance. The chapter examines the achievement of projects' outputs towards outcomes.

Key finding: Overall, the project is very effective in achieving outputs towards outcomes at the mid-term.

5.1 Effectiveness of the project's results

Key findings:

1. The level of effectiveness so far differs from one output to other, but in general, the project is well implemented, especially regarding outcome 1.
2. The project has supported the improvement of the capacity of Mozambican institutions, through different outputs. One of the most relevant has been the elaboration of the Action Plan for the NEP, using the methodology of multisector working groups. In addition, the training provided by ILO to all social partners and the work done with COMAL has contributed significantly to a decrease in social conflicts.
3. The results of the pro-employment budgeting and labour-intensive investments approaches promoted by the project are already visible, with an increasing interest from Ministries and request for MozTrabalha support.
4. The Enabling Environment for Sustainable Enterprises (EERE) process is well received and appreciated by all stakeholders involved.
5. MozTrabalha has made a crucial contribution to understand and manage the labour market in Mozambique through the support provided to the Labour Market Observatory (LMO) and the National Institute for Employment (INEP).
6. The pilot projects were excellent examples of the approaches proposed, and with potential of scaling up. Even though they have not yet been replicated the project is promoting them.
7. The output 2.2 is at initial state to be fully assessed. However, according to the evidences collected by the evaluation team, the value chain of soil cement blocks and micro concrete roof tiles seems to be on the right track. In addition, regarding the agribusiness value chain, there are some elements that may jeopardize the MSD approach being promoted and there are some threats to the smallholders and ultimate beneficiaries that should be mitigated.

5.1.1 Achievement of project outputs and outcomes

Immediate objective 1 ("national institutional component"): A strengthened national policy and institutional environment lead to increased promotion of decent employment and sustainable economic transformation. It covers six outputs:

5.1.1.1 Analysis by output

National employment policy implementation plan, informed by various ILO tools, including the employment projection model (EPM), and key performance indicators are developed, put into action, and effectively monitored.

The preparation of the Action Plan of the NEP (APNEP) approved by the Council of Ministers on 30th January 2018 (NEP Resolution n° 29/2016 31st October 2016) was supported by the project.

The elaboration consisted of a very comprehensive process with significant participation from different key partners, including the Government, and representatives from different Ministries and institutions involved in job creation, as well as Employers' and Workers' organizations. In general, the support from ILO to this process, and the process itself has been a great success according to the stakeholders met during the evaluation. They have also reported that as a result of the project, there has been an improvement in relations and collaborations among different ministries.

National and provincial training to government staff, unions and employers' associations were undertaken to increase the understanding of the NEP and strengthen the National Institutions' implementation in different sectors, which, in turn, enhanced their skills in job creation. This is a continuous process, and it is perceived by the stakeholders as an essential opportunity to promote and reinforce the implementation of the AP and the NEP.

During the Inception Phase (2017- 2018), the technical support to the Ministry of Labour, Employment and Social Security (MITESS in Portuguese) from the project team, especially the National Employment Directorate, has been constant and much appreciated. This has a tremendous and direct contribution to the strengthening of the institution and trust building. It has built a strong foundation to implement MozTrabalha with and through the MITESS. The support provided by MozTrabalha has focused on the elaboration of the action plan, through the whole process from the design to the publication. The project staff has provided all other kinds of support requested even beyond its terms of references.

The capacity of GoMZ strengthened to develop, implement and coordinate the building of an employment projection model, green and employment-intensive macro-economic and sectoral policies, as well as budgets.

The focus of the activities under this output has been on increasing the GoMZ capacity to introduce the concept of pro-employment budgeting into the national budget building process, as well as developing, implementing, and coordinating green, employment-intensive, macroeconomic and sectoral policies.

In this regard, there has been national and international training on pro-employment budget monitoring and budgeting issues. The PMU deploys significant effort to have constant communication and lobbying with key ministries and institutions with high potential of job-creation to promote pro-employment budget and to incorporate job creation indicators in their plan and M&E systems. The project team provides technical support for the promotion of pro-employment policy and macroeconomic/sectorial measures, and green budget that is very much appreciated, according to the people met during the field mission. Besides the training, the project team gives ad-hoc support when requested. After the commitment of the newly elected president of creating three million jobs, several Ministries have requested the assistance of the project in presenting a preliminary plan of action. After the work done in the first years of the project, the

efforts have, in fact, started to pay off and there is an important window of opportunity to put into action the training provided and to strengthen advocacy for green jobs.

After the inception phase, the PMU, in agreement with the donor and the tripartite Constituents that formed the Steering Committee, dropped the component of the Employment Projection Model (EPM) mainly due to time and resource constraints for its correct implementation. In addition, having insufficient demand from the GoMz, this component would not have been as useful as intended. Subsequently, the resources planned for EPM have been transferred to the pilot experiences that provided evidence of green and employment-intensive examples, under the immediate objective two or component 2.

GoMz capacitated to establish and implement employment-intensive investment policies and programmes to provide employment opportunities for women and men, including those in rural areas.

MozTrabalha has supported the participation of national key stakeholders, mainly from Government but not only, in international events, such as the Africa Forum on Private Sector Inclusive Green Growth and Job Creation (Livingstone, Zambia; Set 2017), the Decent Work Academy (Johannesburg, South Africa, Oct 2017), and the 17th Regional Seminar for Labour-based Practitioners (Addis Ababa, Ethiopia; Nov 2017). Through these events national capacities have been developed on labour-intensive methods and public employment programs, including knowledge exchange and identification of good practices that could be applied in the Mozambican environment. Nevertheless, public institutions, especially at the provincial level, will require support, due to the lack of national experience, to adapt and implement these kinds of programs.

Overall, the PMU developed good communication with the MITESS, Ministry of Finances and other ministries and organizations to promote and support jobs creation (especially green jobs) by advocating for employment intensive investment (EII). Indeed, the PMU is taking advantage of the window of opportunity opened after the Cyclone Kenneth (April 2019) and is supporting some donors to formulate reconstruction projects that included EII, for instance, with Japan (JICA) and the Italian Agency for Development Cooperation for a reconstruction project in Cabo Delgado.

As mentioned earlier, in the last months of 2019, the interest in labour-intensive methods has grown in the country after the promise of the elected President to create three million jobs. In these circumstances, the ILO MozTrabalha team has received requests from a number of development partners for potential collaboration on labour-intensive infrastructure development. Recently, the PMU was in negotiations with the Ministry of Public Works for the formulation and development of Public Works projects focusing on the EI approach, including in the reconstruction of infrastructures damaged due to natural disasters.

For this purpose, the project implemented pilot interventions as examples of EII methods, such as the construction of a road in a neighbourhood in Maputo under component 2 that will be analysed later in this report.

Employers' and workers' organisations provide more effective representation and services to their members, including improving working conditions for Mozambican women and men.

At the time of the evaluation mission, the long-term process that started in 2018 of the Enabling Environment for Sustainable Enterprises (ESEE) assessment was on the right track. During the process, a comprehensive perception survey among enterprises and their workers was done along with a secondary analysis of key indicators. The tripartite constituents identified three priority areas in the country: access to credit, peace and stability and good governance. Subsequently, Action plans were developed for each priority area and publicly presented in August 2019 to the ILO constituents and people involved in the process. The evaluation team has been informed that one Action plan has started to be implemented, for which the project manages to mobilise additional USD 100.000 from UNDP. It is expected to commence new activities during the first months of 2020.

Additionally, MozTrabalha has been working with employers' associations and unions through training, workshops, and other events, like business-breakfasts, in different themes, intending to improve relationships and boost social dialogue. However there has been a lack of consensus among the people met during this evaluation whether the social dialogue has improved or enhanced. This is due partially by the high expectations of the people that cannot be fulfilled with human, financial or time resources of the project. Nevertheless, there could be a separate discussion with the social dialogue actors to better understand their individual needs, instead of having always joint events. This was in fact a request from some of these actors.

The work of MozTrabalha with the Labour Mediation and Arbitration Commission (COMAL) is much appreciated and very well perceived. After discussion with COMAL about its capacity development needs, the first training was done in December 2017. One of the participants was the Institute for Vocational Training and Labour Studies Alberto Cassimo (IFPELAC), which has on its mandate the responsibility to train in the labour mediation and arbitration area. After that, COMAL and IFPELAC, supported by MozTrabalha, are developing online training for arbitrators with different modules, the first one is already available. COMAL has also requested support for developing a conflict resolution monitoring system, which is being developed by the Project.

The project reached a meaningful impact by including in the training done for COMAL representatives from Workers Unions and employer's organisation, according to the sources interviewed by this evaluation. Representatives from the workers' unions indicated that due to the training and the work of COMAL, the number of labour conflicts has decreased according to COMAL and workers organisations.

Support provided to workers' and employers' organisations to achieve better coverage of informal sector enterprises and workers.

The Project document established that the project will *“develop policy positions by organised business and labour on facilitating the transition to the formal economy, and to engage GoMZ in the formalisation process”*. The process has started, and these policy papers will be ready before the end of the project. Similar documents from other countries have been shared and circulated as examples.

Therefore, there have been workshops with representatives of the informal sector, trade unions and civil society; and MozTrabalha together with the Association of Informal Sector Operators and Workers of Mozambique (AEIMO), carried out an exercise, with national coverage, to survey companies and workers in the informal sector to identify the potential for the formation of associations and unions.

With the information provided by this survey and the results of the EESE, the project has introduced and encouraged workers’ and employers’ organizations to include in their formal strategies components to address the informal sector. However, the efforts of the MozTrabalha were not successful because workers organisations are not yet willing to include as members, workers without a formal contract. For this purpose, AEIMO and some organisations of the civil society are in a better position to supply the appropriate coverage to the informal sector, and the project could concentrate its effort on it.

8. Labour Market Information Systems (LMIS) strengthened through better integration of the Labour Market Observatory (LMO), public and private employment services and the National Institute of Statistics, to provide timely and reliable labour market information at the central and local levels.

MozTrabalha has provided crucial and extremely well appreciated support to the Labour Market Observatory (LMO). The LMO was created in 2016 as a result of the reform of vocational education because it was a priority to improve the monitoring, observation and analysis of the labour data. The LMO has had limited resources from the government. It is supported by external entities. The African Development Bank (AfDB) provided the majority of the equipment and furniture. In fact, it was the technical support offered by the MozTrabalha from the end of 2017 that really boosted the work of the LMO.

Indeed, the support of the project was decisive to the development of an online platform, and during this evaluation, the online platform already had three modules, with the capacity to provide real-time data of the labour market. The platform will be able to have data from various sources of information, from different ministries and organizations. Now, the data comes mainly from the National Institute for Employment (INEP) administrative records, that were not digitalized earlier, but the INEP is starting now to digitalize them.

The platform was launched in 2019. The consultant hired by the project to develop it is also providing the required training. He will continue his support, at least, until 2020. The project has also provided training not only in the platform management but also in data gathering, analysis and statistics.

The platform will have interconnectivity with the National Institute of Statistics (INE) and once operational, it will be a pivotal instrument to manage and understand the labour market in Mozambique and to align the offer with the demand.

The other component under this output is the support to the INEP. The project has supported the creation of a Web platform for collecting labour statistics (the Employment Portal) that must talk to the LMO platform, and the preparation and publication of the standards on how to report jobs creation by different institutions. Additionally, MozTrabalha has rehabilitated and equipped the Maputo City Employment Centre that will be a national reference to be replicated in other provinces. Finally, the project organised a practical training on employment services for employment officers in 2018.

5.1.2 Outcome 1 analysis

The Project document included three indicators, without targets, for outcome 1: “Number of productive jobs created as a result of NEP implementation”, “Number of GoMZ and social partners’ initiatives as per NEP implementation plan that has been effectively implemented with some documented results”, and “Share of non-farm sector and manufacturing has increased since beginning of NEP implementation”. The lack of defined targets in the initial design was supposed to be addressed during the inception phase, wherein, the PMU would analyse the available conditions to implement and define accordingly realistic and feasible targets. However, these indicators were not included in the monitoring system of MozTrabalha. Nevertheless, the PMU included indicators and targets at the output level (see Annex 6). By not monitoring outcome indicators the project’s implementation is focused on achieving activities and outputs but losing the focus on the outcomes and impact. It would be better not to lose sight of the expected results by including indicators that indicate the level of its achievements. To this end, outcome measurement would provide a learning loop that feeds information back into the project on how well it is doing. It offers findings the PMU could use to adapt, improve, and become more effective.

On the other hand, the evaluation team didn’t have access to the NEP M&E framework where those outcome indicators should be available as main source of information. However, this M&E framework is not yet available pending to be developed under the coordination of the Ministry of Labour.

In general, the outcome 1 is quite accomplished at output level and by the end of the project, the expected support to strengthen the NEP are likely to be attained, at least in principle, considering the spirit of the Outcome. Taking into account the development of the NEP implementation plan and the dissemination strategy (output 1.1) and the Labour Market Information Systems (-LMIS- output 1.6) that have been achieved, it is likely that the rest of the outputs (1.2, 1.3, 1.4, and 1.5) will attempt partially or completely their targets by the end of the project. Still, it is not possible at this stage to know to what extent the work of MozTrabalha will be translated into results at outcome and impact level in terms of job creation and NEP implementation by GoMz. The target

of numbers of jobs created by GoMz Programs on Employment-intensive investments (EII) was 1000 jobs, but at the time of this evaluation there is no report on it.

Immediate objective 2. Sectors are stimulated to create decent, sustainable and green employment opportunities for Mozambican women and men, in particular, youth and those living in rural areas.

This outcome is related to three outputs. Only the first two will be analysed below. The output 2.3 “Women, and particularly those living in female-headed households, are supported through targeted interventions towards participating in higher value-added activities in the target sectors, and enabling their increased engagement in productive employment and sustainable enterprises” was not applied as such, but mainstreaming not only in the two others outputs of Outcome 2, but in the whole project as it will be explained in Chapter 9.

2.1. Employment-intensive investment in the sustainable rural market system relevant infrastructure promoted

The project is promoting Employment Intensive Investment (EII). It is providing examples to the government and other organisations, including donors, of Employment Intensive Methods (EIM) to implement these investments.

The project by the mid-term evaluation had already completed three labour-intensive pilot interventions, under three different models.

The first intervention promoting EIM was in partnership with a private company called Casa Minha, which works on the implementation of the Partial Urbanization Plan of Polana Caniço. Through this partnership, a road of 150 meters was built connecting the neighbourhood to the main road (Av Juluis Nyerere). In this case, ILO provides only the funds for material and workforce; Casa Minha provides the engineers, design, plans, supervision, and identification of the contractor, which despite ILO proposal and efforts, refused to engage women to work on the construction site.

The second intervention was in partnership with MUVA Green, which is a research program of female economic empowerment of the Oxford Policy Management funded by UKAID. This pilot was implemented in one public garden of Chamanculo. As the pilot above, ILO participated in financing an intervention already conceived by MUVA Green. This organisation, in a participatory design phase, identified three public spaces for their transformation into gardens and parks. Supported and partially funded by ILO, MUVA hired, trained and employed 25 young men and women (70% women) to upgrade the public areas identified. ILO also provided the funds for the tools and materials for one of the sites. In this case, the gender component was ensured, as it is MUVA’s core function.

The third intervention was the constructions of gabions for soil stabilization in the neighbourhood of Mahotas in Maputo. ILO identified a contractor with experience in these kinds of gabions used by EIM. The contractor, in this case, chose to hire only young women and trained them to demonstrate the potential of such interventions to tackle the negative perceptions against women in construction and promote skills development in construction techniques among women and provide jobs to female workers. Women participants were very satisfied with the experience; unfortunately, all of them are again unemployed as there is not a real job market for them in this sector.

The three pilots have been very well documented, and promotion material including videos have been elaborated and distributed by the project. All three are excellent examples of small activities with employment-intensive approaches. The pilots, so far, have been performing well. Unfortunately, the lack of continuity/replications of these good practices has been identified as a risk of sustainability.

However the project, and other institutions advised and supported by it, for example the Ministry of Public Works, Housing and Water Resources, have already taken some initiatives to mitigate this risk as will be seen in Chapter 8.

These findings are based on the meeting held by the Evaluation team with the three partners of these pilots. The evaluation team visited Polana Caniço and Mahotas, interviewed the two contractors involved and four women of the Mahotas' intervention.

- 2.2. Support provided to emerging, new and existing SMEs (incl. employing farmers) and Cooperatives in sectors that contribute to structural transformation and to improve environmental sustainability productivity, working conditions and formality of enterprise owners and their workers

During the implementation phase, three value chains were identified. After an extensive market analysis, and the presentation in May 2018 of the three reports of the Market system analysis (MSA) for each value chain, only two were finally accepted by the Steering committee after the PMU proposal. These were construction materials (soil cement blocks and micro concrete roof tiles) and agriculture products for restaurants and catering in tourism in Inhambane province (Vilankulo and Inhassoro). After the inception phase, it was decided to withdraw the cashew component as it didn't appear to be feasible with the time and resources available.

Agribusiness value chain

The MSA report identified four problems at the business value chain level, which were linked to their systemic constraints. The report proposed areas of innovations with interventions and possible partners. This was done by conducting a thorough analysis of the restaurants and the horticultural sector from which hotels and restaurants were sourcing products. The report was finalised in May 2018, and focused on the tourism, restaurant and hospitality market. It was a long process and due to time constraints, and limited resources, among other factors, the project

decided to focus its efforts on the first links of the value chain: smallholder producers of vegetables of Inhambane province. Therefore, the project is working on an agribusiness value chain to articulate the linkage between the producers, the facilitator/private sector and the consumer/hotels around Vilankulos and Inhassoro districts.

Regarding the level of implementation of agriculture for the hospitality and restaurant sector, it is also too early³ to know the level of effectiveness of the implementation of this Market System Development (MSD). The evaluation came two months after the beginning of the intervention, which is too soon to see any result. The team discussed with farmers, ACEAGRARIOS and FAO to understand the different expectations and roles.

The start of the process was delayed, as it was a new approach – not only in the region- but also for the project team. Therefore, the preparation phase took time to lay a good foundation on which to develop a coherent intervention and to allow the PMU to go forward. The ProDoc included one specialist in Enterprise. However, the project required more than what has been included in his job description. The specialist made great efforts to learn and has been doing a good job. But, he did not have the expertise on MSA, MRM, and related issues at the beginning of the project. Expectedly, it took him a long time to learn and take off, with obvious consequences on the delivery, which the project is trying to mitigate.

MozTrabalha understands that by explicitly following the MSD approach, it will address the challenges that the farmers and buyers are facing in the whole value chain, by providing the basic rules and support functioning of target systems. It was under this assumption that ACEAGRARIOS was contracted to facilitate the market system changes and through the extension mechanism, providing with the needed market system development method among stakeholders.

The private company named “ACEAGRARIOS” has been selected as MozTrabalha partner that will be in charge of implementing the “agri-business’ value chain intervention” in the two districts of Inhambane province (Vilankulos and Inhassoro). ACEAGRARIOS is a well-known provider of extension services with experience in the areas, especially in the egg sector. A nine-month agreement has been signed between ILO and ACEAGRARIOS in which the main objective is to “promote jobs and increase incomes of smallholders farmers and agricultural workers through better access to quality inputs, extension services, adoption of new technologies, as well as increased employment opportunities for workers”.

To this aim, ACEAGRARIOS is now established in two sites with some initial activities, such as identification of production fields, contacting potential producers, installation of agriculture inputs shops. Also, ACEAGRARIOS, with the objective of being self-sustainable, is going to become a commercial producer, in the same areas. The use of the demonstration field is a common approach that has been used in delivering extension technology packages in Mozambique. It implies that the farmers/beneficiaries as a group are trained and observe the use of any technology, and after that will replicate that knowledge in their fields. The greenhouse that

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ACEAGRARIOS is building in the Vilankulo district is far beyond the capacities of the local producers to replicate. Furthermore, according to ACEAGRARIOS, none of the local smallholders nor young people from the communities have participated in its construction. It was built by workers provided by the contractor from outside the region. Accordingly, for ACEAGRARIOS, this is not intended to be a demonstration field, but the small farmers will be invited twice; once the greenhouse will be finished and in full production.

On the other hand, the land acquisition from the local farmer is not a clear process, in terms of the duration for which ACEAGRARIOS will be using it and what will be the benefits to the owner of the land. In Vilankulo, one woman has given the land to ACEAGRARIOS for one year, after which, they will renegotiate. The idea is that ACEAGRARIOS will buy the land in case, they don't reach an agreement to move the greenhouse. Moreover, in Inhassoro, the construction of the greenhouse and the centre wasn't started at the time of the evaluation because the company was still in purchase negotiations for the construction plot. While the team cannot draw any conclusion so far, as the activities are still in a nascent phase, the remaining project's time is highly challenging to fulfil the MSD objectives, which will go for three more agricultural campaigns. In addition, ACEAGRARIOS has just started to provide extension services to the farmers in October 2019 (only once), and after the nine months of the agreement, the company expects the farmers to pay for their services.

The evaluation has found that the understanding of the objective of the contract between ILO and ACEAGRARIOS is different for each party. For instance, the main objective of the intervention of ILO is, as established in the agreement, "to promote jobs and increase the income of smallholder farmers and agricultural workers through better access to quality inputs, extension services, adoption of new technologies, as well as increased employment opportunities for workers". In contrast, the main objective for ACEAGRARIOS is to become an agricultural commercial company, to change its business model. For them, ILO is supporting the project that the company presented to ILO for funding. The agreement mentions a *quid-pro-quo* basis and a co-finance, but ILO is providing all the financial support, including the salary of the extension workers, the fund to the construction of the greenhouses and centres, transport, and everything else, besides the salary of the management staff of ACEAGRARIOS. In summary, ILO is supporting ACEAGRARIOS towards enabling it to provide better access to quality inputs, the extension services, and the adoption of new technologies. ACEAGRARIOS wants to develop its own commercial production and then it will provide these services if farmers are willing to pay for the services. The missed issue is that the farmers are not going to be optimally reinforced and sufficiently strengthened, which should be the main goal of this intervention.

Finally, it is important to remember that under the MSD, the project seeks to go beyond 'traditional' value chain interventions to instead take on a systemic lens that sees sectors and value chains as part of a wider system of rules, regulations and supporting functions, and subsequently the idea to develop the whole value chain by engaging with as much players as possible, i.e., public bodies, private sector, NGOs and community leaders. However, the project is reducing all that to work with a single partner ACEAGRARIOS. This could be partially explained for the limited experience of the team, the number of people dedicated to this component, and the

remaining time available. All factors that should have been analysed to take an appropriate decision, that could even study the possibility of changing the MSD approach.

Construction materials' value chain

For the construction materials, conversations between MozTrabalha and the other partners, including the GoMz, took some time. By the fourth trimester of 2019 training was developed. And it started in November because the project indicated an urgent need to proceed. The different testimonies collected recognize that the GoMz, through the National directorate of housing, approved the project because it believes that by promoting these kinds of blocks, it will contribute to reduction of construction costs for Mozambicans, as well as contribute to the reduction of environmental impact, taking onto account that these will not require the use of firewood during the fabrication process.

This component is also in a very early stage for the evaluation team to assess the level of effectiveness, but it seems very promising, especially now in the post-cyclone reconstruction phase, with interest from the GoMz and international donors.

Outcomes 2 analysis

Similar to that of outcome 1, the Project document identified three indicators without targets. However, in this case some targets were defined during the inception phase.

The first indicator is “Number of decent jobs created as a direct result of project support to employment-intensive investments, SME support, and WEE (disaggregated by gender, age, and locality)”. Under the MRM the project targeted 610 jobs created, 280 of them for women. According to the MRM, by November 2019, 50 jobs have been created (33 women), all of them temporary (for no more than 3 months).

As for the second indicator: “Beneficiaries (disaggregated by gender, age, locality) of project report improvement in incomes, working conditions and employment security over project period” the target has not been yet defined. There is no clear indication regarding either how it should be measured or how the project will gather this information, as it is not included in the MRM. Furthermore, during the evaluation mission, the ET has not been able to collect evidence of this indicator. There should be a revision of the outcome indicator

The last indicator, “Number of new businesses that were created and existing business that have expanded their operations and created new jobs over the project period (disaggregated by gender, age, locality)”, does not have a defined target and has not been included in the MRM either, therefore there is no data to analyse it.

The development of this second component has taken a long and slow start to develop strong foundations. The evaluation team is aware and has evidence that since the previous month of the

evaluation mission, October 2019, the progress is faster and results are on the way to be achieved in the following months, however at the moment of the evaluation there is not much progress to analyse.

5.2 Effectiveness of project's execution

Key findings:

1. The management and governance structures have effective participation of tripartite constituents and have contributed to strengthen indirectly the Labour Consultative Commission.
2. Regardless the limited resources, including human, for communication the project has properly developed and implemented a communication strategy.
3. The monitoring system developed and implemented fits the needs of the project and offers scope for improvement to make it more user-friendly, accurate and reliable.
4. The level of implementation of the Project document work plan is very high. Its implementation is sometimes in a very rigid way. The Project document allows some flexibility but the project did not take advantage of the inception phase to adapt the implementation strategy and to define more realistic targets to the actual capacities and resources.

5.2.1 Management and governance structure

The project demonstrates the right level of coordination and the project team has developed valuable partnerships to increase efficiency and effectiveness.

Institutional arrangements have the effective participation of tripartite constituents at different levels. The project promoted the creation of the Monitoring Subcommittee in the CCT (Labour Consultative Commission), to act as the governing body of the Project, where representatives of the ILO Constituents are permanent members. This CCT has complete ownership of this initiative and now the Monitoring Subcommittee is following other projects or activities in the country besides MozTrabalha. According to the people involved in the CCT, met by the ET, this is one of the actions of MozTrabalha that has actively contributed to strengthening this national tripartite structure in place. Also, most government institutions, trade unions and employers contacted stated that they have regular meetings with project officers, and the level of technical support is quite satisfactory. However, considering the need of the country, with the limited resources of the national institutions, the majority of the stakeholders were also expecting material and equipment support from the project. Nevertheless, it seems that by now all of them understand the scope of the project and that this request is not relevant anymore. Overall, the role of the Steering Committee has been a success by having all key stakeholders on board, but it took a long time to

set this structure up and to make it effective. Despite the substantial effort of the PMU to make it work, there have been important delays in the process, in part due to the absence of a written agreement from the Ministry of Labour. Therefore, it took a considerable amount of the PMU's time and energy to continuously deliberate with the Ministry to agree that MozTrabalha resources should be used only to the purposes agreed in the ProDoc.

Project management arrangements are very efficient (particularly many outputs with few project officers only) despite the complexity of coordination and internal organization. The beginning of the project has been very challenging for the project team as most of them are in charge of different issues, some of them under their area of expertise, and others completely new ones. These challenges have now been overcome to a greater or lesser extent, thanks to the motivation and personal engagement of the members of the team and the support from the DWT in Pretoria and ILO HQ.

MozTrabalha is the biggest ILO project in the country, and the project team is well known and respected among all ILO constituents. The project's staff supports CO-Lusaka in the country. For instance, by supporting ILO's project identification and formulation, rapid assessment in an emergency, respond to GoMz requests, and participate in UN working groups, including UNDAF. The PMU is taking advantage of these activities by improving the project position and by articulating better coordination with other agencies and stakeholders.

Finally, this project has nine backstop officers, which reflect the complexity of the project, but also the extent of support from ILO. Indeed, ILO's technical support structure was an important point for the donor when designing, negotiating and approving the project. However, the use of this support is irregular from each member of the project team as it demand-driven. Nevertheless, there has been substantial support by the DWT, especially the three core-backstopping specialists (the lead backstopper, the enterprise specialist and the EII specialist). Efforts still needs to be done for better collaboration between backstopping officers based in the DWT-Pretoria and the project team to achieve the project outcomes.

5.2.2 Communication strategy

As proposed in the Project document, MozTrabalha has developed a communication strategy that, with the support of CO-Lusaka, the project team has implemented it in a very efficient way and without a full-time specialist in the area.

During the inception phase, MozTrabalha carried out pertinent advocacy actions. For example, presentation of the project to Members of Parliament of Mozambique during a workshop to inform them about the ILO activities. Also information-sharing during the launching of ILO's "Future of Work" dialogue in Mozambique, organized by the Tripartite Labour Advisory Commission CCT with more than 200 participants. Moreover, a specific workshop on EIII for construction and investment stakeholders; and meetings with ANAMM (Association of Municipal

Authorities of Mozambique) to discuss ways on how local authorities could better engage with the project.

The communication strategy has been well developed and is coherent and relevant for the project objectives. The role of the project in the visibility and dissemination of the National Employment Policy has been crucial for its development. The same can be said for the subsequent Action Plan, as the project has developed relevant knowledge management tools to facilitate replication and appropriation like the NEP and PAPE Promotion Materials. Also, there are promotion and dissemination materials of the approaches promoted and the related demonstration pilot interventions, including videos and brochures. However, most of these materials are not available in the updated webpage (<https://MozTrabalha.co.mz/>).

The implementation of the communication strategy complies with the defined action plan, and all the effort is already paying off. Some Ministries and other development partners are buying the idea and willing to adopt the methodologies promoted by the project, such as the EII or the method of green construction materials.

5.2.3 M&E System

The project developed a very detailed Monitoring and Results Management System (MRM) and the system is continuously updated. It has been developed as a living system, adaptable to the project's reality, which can be the reason why a few targets are shown as "to be determined", such as some of the outcome indicators. As explained before, this should have been done during the inception phase. Certainly, in this living system, the project could still be analysing the feasibility and the probabilities of success to know the extent to which it can be accomplished before defining a realistic target. Considering, the project is at the mid-term stage, it is about time to define these parameters before going forward.

What has been clearly defined are the indicators at output level, but not at outcome and impact level. Certainly, the MRM is a reflection of the tendency of the project to focus on outputs rather than on outcomes. Therefore, the indicators and targets of the outputs have very adequate monitoring unlike at the outcome level. Without clear goals and indicators to measure them, the project could be focusing on implementing a set of activities that may or may not result into the expected impact. In short, the PMU should clearly define what is going to be the success of its intervention and how to measure it, avoiding the risk or taking a path that leads to another goal.

Actually, the MRM manual is a good tool to define all these indicators and targets. Also, the evaluation team was provided with a document called "RESULTS BASED M&E FOR MOZTRABALHA PROJECT for Inception report" that included defined targets for Outcome 1, which was not included in the Inception report provided by the PMU to this evaluation team, nor included in the MRM either. The evaluation team has not obtained a valid explanation of why the document was not translated into the MRM, it would be an advantage, as explained earlier, to have defined

targets with SMART indicators in the monitoring system. Probably, the miss-inclusion is due to the nature of the data base in which the MRM is located.

The MRM is a system articulated in MS Excel, with different documents for each output (called IG implementation guide), and a compiled one, within a shared drive. During the analysis, the ET realized that this system could be greatly improved to ensure the effectiveness of the MRM. The documents can be duplicated and one can lose control over the latest updated document. An online platform, for example, a Google drive that is open, would ensure the quality of the system as all changes are registered over time, and the information could be interconnected and compiled. Actually, the project already shuffled that idea, but it is still not implemented. By now, the complexity of the system compels the person who wants to see the achievements of the project to go through thirteen different documents and check the compiled one. Sometimes these are not updated uniformly, thereby, raising uncertainty on the system's reliability and accuracy.

5.2.4 Operationalization of the workplan

The project implementation at outputs level is going very well. The PMU is focused on its implementation, even though at some point in a very rigid way, with no place for flexibility and creativity, more concentrated, as indicated, on outputs than on the outcomes. This rigid approach is a conscious decision of the project coordinator. In fact, it is not aligned with the project's original philosophy, neither with the position of the donor, which is quite open to adapt the project to the contextual reality. This evaluation has no evidence to support the idea that this rigor is because of Government pressure. Rather, on the contrary, the PMU could use this rigid approach as a safeguard to manage the increased requests from different institutions to the project. Whatever the reasons, this rigidity is impacting into the efficiency and effectiveness of the management of the project because there is no space allowed to change, adapt or withdraw redundant activities to better fit the current reality, that is not the same from six years ago when the project was formulated.

Despite this inflexibility, or maybe because of it, the success of the workplan implementation is quite remarkable, especially under the limited human resources available. Considering the ambitious objectives of the project, its operationalization has been a challenge from different perspectives. First, the specialists should have had broader expertise on different and sometimes not related areas and be Portuguese speakers, which was a challenge in itself. For instance, the expert in policies is also supporting the construction materials component, or the specialist in the enterprise had never worked on market system development before. An issue that has to be accepted is that there were no Portuguese speaking experts available in the field of MSD. Then, the worktime of officers for some components has been reduced due to the preceding longer learning curve to start implementing the MSD component. Finally, added to these factors, there have been repeated pressures and demands from the constituents to increase the number and variety of activities, which did not necessarily contribute to the overall aims of the project.

Overall, the operationalization of the project has been effective regarding outcome 1, and a little bit more delayed for outcome 2; where there has been progress in several activities and different outputs in Maputo city and Inhambane province. The initial plan was to cover four provinces, including Maputo City, Inhambane, Nampula and Manica. However, there have been some delays to start in Manica and Nampula provinces.

In both, management and implementation, the project is quite complex, which has led to uneven performance levels on its components and outputs.

6. Efficiency

This section analyses the efficiency of the projects based on the answers to the evaluation questions on this criteria.

The primary sources of evidence for this section are the document reviews and the key stakeholders' interviews and observation in the field.

Key findings:

1. Overall, the allocation of the resources is coherent with the goals and principles of the project, and the delivery of the project is very appropriate, regarding the level of accomplishment
2. The project efficiency is reasonably satisfactory in achieving several accomplishments given the resources available

6.1 Allocation of the resources

The initial approved budget for the project was US\$ 9.5 million. Due to the exchange rate from Swedish Krona to US\$, only US\$ 8.5 million was available. In general, project management has been efficiently using human and financial resources.

By 31 December 2019, the project has delivered US\$ 4.7 million; about 56% of the expected US\$ 8.5 million (see Figure 3 below), and 77% of the actually available budget already received of US\$ 6.1 million. It seems an important cost on project personnel, but the project has assumed most of the work planned in the Project document to be carried out through external consultants. The cost of personnel is 58%. While it can seem high, it is very appropriate for two main reasons. First, this is a technical support project to the ILO constituents, and therefore a significant share must go to expertise in various sectors. This includes not only regular project staff, but also national and international consultants; and the support provided by ILO officers through the DWT at Pretoria and HQ officers. Second, the project embodies the spirit to be a "service provider" instead of a

“provider of equipment”. Subsequently, the lines of equipment and sub-contract will be lower than the line that involves the required expertise.

Overall, the allocation of the resources is coherent with the goals and principles of the project, and the delivery of the project very appropriate, regarding the level of accomplishment. By 31 December 2019, the project has delivered 56% of the initial budget of US\$ 8.5 million, with more than the 50% of the outputs accomplished, especially in outcome 1.

Figure 3. Actual delivery of the project from the beginning until 31 December 2019

Budget line		%	US\$
Project personnel		58%	2756842,16
Budget code 011	Technical staff	36%	1717886,01
013	Administrative support	5%	235739,55
015	Travel Cost	3%	155469,89
016	Backstopping	2%	79033,34
017	National professional personnel	12%	568713,37
Sub-contract		10%	475922,72
021	Sub-contract	10%	475922,72
Training		15%	718585,86
031	Fellowship	0,05%	2339,93
032	Seminars	15%	716245,93
Equipement		1%	44010,49
041	Equipement	1%	44010,49
Miscellaneous		4%	209947,03
052	Communication and printing	0,2%	10443,72
051+053	Miscellaneous	2,6%	124003,86
058	Grant	1,6%	75499,45
Support-cost		11%	533293,09
068	Support-cost	11%	533293,09
Total expended by 10-2019		4.738.601	

Source: “ILO Project Financial Status Report by Project Outcome, Output and Activity and Expenditure Category” January 2020. Agreement dates: 01-DEC-2016 - 31-DEC-2021

Regarding the level of accomplishment of the project at the level of the mid-term evaluation, and the resources expended (59% of the total budget) the efficiency of the project is generally adequate, particularly, in such challenging context as Mozambique.

7. Impact orientation and sustainability

Key findings:

1. MozTrabalha's impact on promoting NEP implementation is evident by the increased knowledge and technical expertise amongst the partners including Government, employers, employees and donors. Despite that, the NEP has not sufficiently been integrated within different ministries, which is out of the project's control, even though the project is promoting this integration.
2. There has not been yet formal institutionalization of project's proposed tools and methodologies. The last year of the project will be crucial to boost them. In fact, some ministries and institutions are already very interested on these. The impact of job creation can be expected to be quite important in the coming years.
3. There are issues that the project should address in an exit strategy to ensure impact and sustainability; namely, the lack of mainstreaming integration of the NEP in all ministries that have potential of jobs creation, ensure the replication of the project's successful intervention, and revise the implementation of the MSD component.
4. An actual achievement of the project is the support extended to the LMO and the INEP, in observing and understanding the labour market in the country.

The evaluation team finds that the prospects for achieving intended outcomes and the ability to ensure that these are achieved are dependent on addressing the three unresolved issues. First, the NEP has not yet been adequately integrated within different ministries – and it is in the latter where outcomes will be achieved. It looks that in Mozambique it is assumed that labour issues are the responsibility of only the Ministry of Labour. This idea is slowly changing; however, it continues to pose a major challenge and constitutes one of the main areas of support by MozTrabalha to GoMz. Nevertheless, it is beyond the scope of this mid-term evaluation to judge specific potential measures to develop or implement the NEP. The feedback from interviews at central and provincial levels suggest that current NEP planning efforts at the country level are limited in scale (i.e., there is less knowledge about the NEP at provincial and district levels) and scope (tendencies to focus more on top-down approach). A broadening of the scope of CCT would, therefore, be a major challenge, but one that deserves attention nonetheless.

Second, MozTrabalha has not yet developed a strong focus on replication of good practices. In the remaining life of the project this should be in the agenda to achieve not only the expected outcomes but to be sustainable in time. However, there is a tendency to largely relegate these issues to awareness-raising efforts amongst GoMz and other donors. This does not comprehensively reflect the risks of discontinuity of good experiences that have been generated. ILO has close links with other institutions, including the current donor that appears to have significant skills and funds to support the replications of these projects. The donor could contribute to developing these areas further.

Third, the lack of a common understanding of the MSD between MozTrabalha and its partners. The evaluation mission found significant evidence of activities that were not clearly linked to the project outcomes. Even more importantly, it is not clear to the team if/how the on-going contract with the ACEAGRARIOS results feed into MSD. In fact, the MSD approach aims to go beyond “traditional” value chain interventions in a way that has a greater promise of yielding sustainable impact at institutional and value chain levels, through addressing the ‘rules’ and ‘supporting functions’ of targeted market systems. With this idea in mind, the project chose an actor already existing in the value chain to be the one to facilitate the entire intervention and support small producers to gain access to the local markets of catering for hotels and restaurants. Correspondingly, the project chose an actor that actually is more focused on changing its actual business model from service provider to commercial agricultural producers. This actor at best will become a very strong “gueva” (intermediary) rather than the facilitator expected.

Nevertheless, the project is still on time regarding a short-term strategy to address these issues and implement an exit strategy to overcome or minimize the risk for the sustainability of the results.

7.1 Increased capacity for NEP implementation

The increase of national capacities to support to the implementation of the NEP has been quite successful, as mentioned before. MozTrabalha has both, reacted to policy (including the approval by the Cabinet of the National Employment Policy’s Implementation Plan), and also contributed to capacity-building activities in macroeconomic and sectorial policies, training and dissemination activities on employment-intensive investment policies. In this sense, the increased knowledge and technical know-how amongst partners, including ILO constituents, has been quite successful. However, the consolidation and appropriation by different ministries and at a decentralized level is still pending, as noted above. MozTrabalha has worked in this direction, bringing ministries together (for instance for the NEP Action Plan development) and promoting pro-employment plans and budgeting. Despite all the efforts, the real impact and sustainability of these interventions are outside of the project control and instead depend on the capacities and willingness of the GoMz. Fortunately, it seems that the project has now an enabling environment and its advice and support are requested from different ministries to implement the President’s idea of massive job creation. This support can lead an exit strategy that will ensure that national capacities emerge as the most important legacy of the project.

7.2 Institutionalization of project proposed tools and methodologies

Formally, there is no specific indication of institutionalization of project tools ,but the actual context,within the presidential promise of job creation as the top priority in public policies in the

coming term, is an opportunity that the project might take advantage. There are discussions underway of 'roadmaps' that draw heavily on the decisions of turning the promises into the work plan involving all the ministries. This may come to represent a significant contribution to policy change outcomes. The evaluation team has not seen these draft documents, and it is in any case too early to judge the prospect of them contributing to policy outcomes. Employment intensive methods and “green” construction materials are methodologies that have raised big interest in different ministries and institutions and they may probably be integrated into the national plan in the short term.

The main objective of the project is the creation of jobs, preferably with decent work conditions, through the NEP implementation. This goal cannot be achieved on a large scale without GoMz and in the coming years, especially through the EII project, this indicator would be quite accomplished.

Finally, the support to the labour market information system at the country level, through the provision of labour market data management and analysis tools to the LMO, and the NEP, is already producing important results on the relevance of these institutions in the country. However, the final sustainability is not dependent on the project but on the will and capacities of the institutions and their appropriation after the end of the project.

8. Validity of project design

Key findings:

1. The logical framework establishes the logic underpinning of the project design, which is coherent and cohesive to the overall objectives. However, without a solid theory of change, a clear definition of how to fulfil or implement this logic and why the interventions would lead to the expected outcomes and final goal, is absent.
2. In general, the project design is quite realistic, especially regarding outcome 1. Regarding outcome 2, the only component that proved too challenging and ambitious in the project was the MSD approach.

8.1 Theory of change

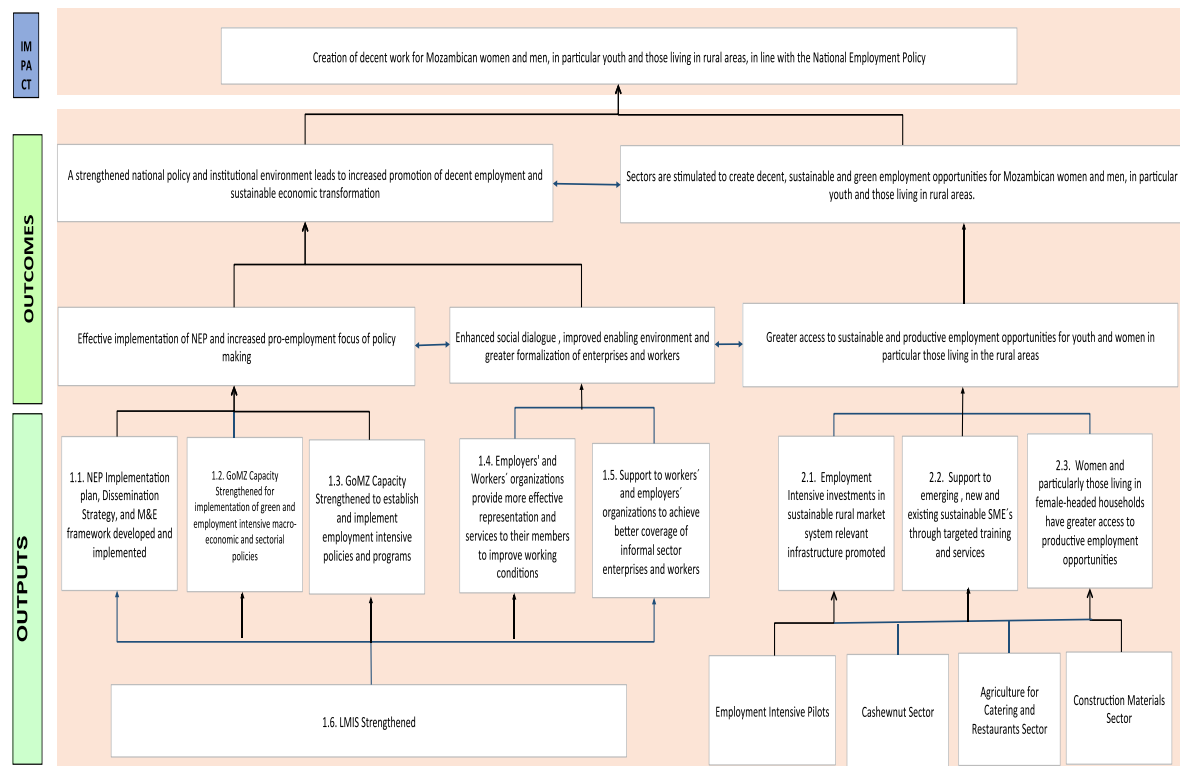
In essence a theory of change is the underlying logic linking together programme inputs and activities to a set of outcomes (Rogers, 2008). It is the articulation of the way in which programme planners aim to produce results⁴.

⁴ ILO Guidance note 1. https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165973.pdf

A theory of change explains the process of change by outlining causal linkages in an intervention, i.e., its outputs, direct outcomes, ‘intermediate states’, and longer-term outcomes. The identified changes are mapped as a set of interrelated pathways with each pathway showing the required outcomes in logical relationship with respect to the others, as well as chronological flow. Each ‘step’ in the pathway is a prerequisite for the next. The TOC also clearly identifies the main stakeholders involved in the change processes and what role they play in, and/or how they are affected by, the changes. In the project document, the representation of the logical framework is called the “theory of change” (page 45 of the ProDoc). However, the Logical framework is also a very valid and legitimate tool to describe how a program works, it does not include *how* and *why* the expected change happens. The logical framework assumes that by doing X the result will be Y, without explaining the way or reason for this change. Which is actually what it is said in the project document. Therefore, while in the minds of the designers, the causal relations or the pathways to reach the expected outcomes could be clear, the actual implementers of the project may have some doubts on how to proceed, due to a lack of clarity.

The same logical framework is included in the MRM and reflected in Figure 4 below. By doing so, this representation identified the activities, outputs and outcomes. Even though this logical framework did not contain the necessary inputs, including financial and human resources, structures and context, to achieve them and therefore the extent of the causal relations underpinning the project implementation, the project found an appropriate way to figure it out

Figure 4: Logical framework of Moztrabalha



Source: MRM of the project

In Figure 4, one can see the series of well-defined outputs established by the project document, however, the causal linkages among them and the expected outcomes and the inputs available and how to reach them are less well defined and open to adaptation. As a matter of fact, the inception phase was meant to set up the bases of the implementation, including to elaborate a full theory of change and adjust the logical path, even expected outcomes, to the real possibilities and capacities of the project and the context. Notably, the project was originally formulated for US\$ 10 million, and with the rate change finally stayed at US\$ 8.5 million. However, during the inception phase a few modifications were done, for instance, the original output 2.3 was transformed into a transversal output including gender issues in all project activities

8.2 Realism and logic of the project

The logic in the project is quite solid regarding the link between outcomes 1 and 2 because the two are interrelated in two main ways. First, the achievement of the project objective will be reached by the realisation of both the outcomes. Then, outcome 2 illustrates a complementary disposition to the first outcome. In this sense, the enterprise output 1.4 (i.e. the work on EESE) would have been integrated with the MSD of output 2.2. In the same way, output 2.1 complements 1.3.

In general, the project design is quite realistic, especially regarding outcome 1. Regarding outcome 2, by limiting the pilot intervention the realism of the design has been preserved. Nevertheless, the only component that has proved too challenging and ambitious in the project has been the MSD approach and particularly output 2.2., which is not as successful as the rest of the interventions. Indeed, the inclusion of the MSD approach is a weak spot in the project design, which was not appropriate for the challenging context, the staff's capacities/experiences, and the resources available, and should have been identified during the inception phase.

9. Gender approach and labour standards

This final chapter will answer the evaluation question referring to gender and human rights and labour standards.

Key findings:

1. A strong commitment of the project unit with gender mainstreaming visible and strong since the beginning of the project implementation. For instance, the project engagement to include women as beneficiaries in project pilots is mentionable.
2. The Gender Mainstreaming Strategy developed during the inception phase of the project is being implemented, but the work with women associations in Mozambique has not yet started, which in some way reduce its impact.
3. This project is supporting the ILO national constituents, including the Government of Mozambique to implement and develop the already signed Conventions on Labour International Standards further already ratified, and ensuring that these principles are respected and promoted.

9.1 Gender equality and women's empowerment

The project document established output 2.3 as dedicated to gender issues: “2.3. Women, and particularly those living in female-headed households, are supported through targeted interventions towards participating in higher value-added activities in the target sectors, and to enable their increased engagement in productive employment and sustainable enterprises”. During the inception phase, the project elaborated on thorough and deep gender analysis, especially regarding the MSD component. As a result, the output 2.3 became the Gender Mainstreaming Strategy of MozTrabalha with some modifications but with the essential of the project document incorporated. The strategy and action plan have three main objectives:

- To ensure equality of opportunity, treatment and outcomes between women and men in the implementation of the National Employment policy.
- To promote and strengthen the implementation of International Labour standards, especially those promoting women workers' rights.
- To strengthen women's agency in the implementation of the project.

The strategy identifies the gender equality objective to be achieved under each component of the project and then outlines specific actions for project implementation, with well-defined activities indicators. The project team has a strong engagement on gender issues and are well sensitized.

The project has already achieved part of the indicators of the MozTrabalha Gender Strategy and most probably by the end of the project, the complete strategy would be implemented. However, the project is not directly working with the women associations in Mozambique as established in the project document and in the Gender Mainstreaming Strategy. According to the project team, this is because of the great number of women associations in the country. This exclusion could jeopardize the implementation of the gender strategy, for example, to ensure the specific and differentiated issues of women in the social dialogue component. Indeed, there are in the country several women associations, but the project should try to involve those relevant and appropriate

associations, like the Mozambican Association for the Development of Rural Women (AMRU), or the Women Entrepreneurs Association individually (even if it is included in the CTA).

9.2 ILO International Labour Standards

International labour standards are normative instruments drawn up by the ILO's constituents. These standards set out basic principles and rights at work. MozTrabalha project is aligned with promoting compliance with international labour standards through fostering more productive and decent work by supporting national dialogue and decision on the minimum wage, working with the informal sector and promoting social dialogue. The project promotes the eight core ILO labour standards, all signed and in force in the country, namely: Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87); Right to Organise and Collective Bargaining Convention, 1949 (No. 98); Forced Labour Convention, 1930 (No. 29); Abolition of Forced Labour Convention, 1957 (No. 105); Minimum Age Convention, 1973 (No. 138); Worst Forms of Child Labour Convention, 1999 (No. 182); Equal Remuneration Convention, 1951 (No. 100); and Discrimination (Employment and Occupation) Convention, 1958 (No. 111). For instance, the project is promoting social dialogue, by training different social partners and by facilitating forums or spaces for open discussion. The project has also trained social partners for the negotiation on minimal wage and support the process, done in the country in 2019.

Some representatives of tripartite constituents in the CCT are engaged in a discussion whether the work promoting by the project is decent work or not, and there is an on-going discussion within the country on what "decent work" means, and if it would be a feasible goal in the short-term or a go-to objective.

Section III: Conclusions, recommendations, lessons learned and good practices

10. Conclusions

Based on the main findings summarized at the beginning of the findings' section for each evaluation criterion, the following conclusions emerge.

General conclusion

Overall, the MozTrabalha project has arrived at its mid-term stage with insightful relevance, adequate efficiency and reasonable efficacy, despite that the component of value chains has undergone some delays. In any case it is now ready to take off faster to achieve results by the project completion.

Relevance

1. The project is a highly relevant initiative. Its implementation strategy is timely and approach-wise pertinent and needed, especially the first component (perfect timing).
2. Regardless of the difficult start, the project has reached to enlist full involvement from government and partners, and all national participants interviewed confirm that the project met their needs.
3. The conceptual and methodological tools developed/promoted by the project, and the country-level activities, are perceived as useful and of good quality by most stakeholders.

Effectiveness

1. In general, outcome 1 is being effective, and by the end of the project life can be expected to achieve the expected results. The interventions pilots of outcome 2 have been implemented and the second component of this outcome (2.2. "Support to emerging new and existing sustainable SME's through targeted training and services") was starting during the evaluation.
2. Satisfaction with training provided by the project is in general very high and appreciated as well-targeted: training are appropriate and addressed the right capacity needs of the recipients.
3. The establishment of multisector, inter-ministerial and institutional working groups, including employers, workers and other key national stakeholders, is perceived as a valuable and highly successful outcome of the project.
4. Regarding the support through the MSD approach to the value chain called "catering", which is an agribusiness value chain, the evaluation has found that its achievement might be compromised due to the implementation approach. The MSD seeks to go beyond 'traditional' value chain interventions to, instead, take on a systemic lens that considers sectors and value

chains as part of a wider system of rules, regulations and supporting functions, and subsequently the idea to develop the whole value chain by engaging with as many players as possible, i.e., public bodies, private sector, NGOs and community leaders. However, the project is reducing all that to work with a single partner ACEAGRARIOS, which actually has a different perspective of the real objective of the agreement signed with ILO.

5. The management, planning, monitoring and communication mechanisms are generally considered satisfactory.

6. The project implementation and therefore, its monitoring system, is more focused on outputs than on outcomes. This could be explained because the project design does not establish clear causality among them nor the reason for how and why by achieving the outputs, the outcome will be achieved. Therefore, the project's strategy of implementation is playing safe and tied to the ProDoc, assuming that by reaching outputs, outcomes will be accomplished somehow.

7. The network of partnerships developed by the project with the government and other partners has greatly helped to achieve its objectives.

Efficiency

1. In general, there is an efficient use of human and financial resources, the PMU is delivering the outputs in an economic and timely way.

2. The resources' allocation responds adequately to the needs of the project. Considering that the project aims to provide mainly technical support to Mozambique, the allocation is more focused on delivering technical assistance to the national stakeholders through the project specialists.

Impact and likelihood of sustainability

1. Capacity building and strengthening of institutions and social partners on NEP implementation are long-term benefits. All trainees interviewed by the evaluation team found the training relevant for their work and for the development of their institutions. The potential of appropriation is very high.

2. The provision of labour market data management and analysis tools (that is, LMO, INEP) has high potential for sustainability.

3. The creation of jobs due to the project is still in a very initial phase with no data available. If the Government integrates the approaches of EII and the methodology of construction materials proposed by the project, the impact in future has potential to contribute to the results expected in the ProDoc.

Design's validity

1. The openness and flexibility of the project design, that allowed the implementers to adapt the project during the inception phase has not been used to adjust the project to the current context and the PMU capacities.
2. The internal coherence and realism of the logical framework in the ProDoc lacks a deep analysis of the theory of change, not including the causal relationship between inputs (human and financial resources) outputs and outcomes. Nevertheless, the PMU is focusing on activities and outputs, assuming that the accomplishment of them will allow the achievement of the planned outcome in the project design.

Gender and ILO international standards

1. The project has developed and implemented a realistic and coherent Gender Mainstreaming Strategy; however, women associations are not really as involved as expected, because there is a big number in the country and the project has not decided with which ones it will start to work with.
2. MozTrabalha is aligned to and promotes the implementation at the national level of the Labour international standards.

7. Recommendations

In line with the main findings and conclusions, the study offers the following recommendations. The logic between the main evaluation findings, the conclusions, and these recommendations are explicitly presented in Figure 5 below.

R1. Ensure a second phase to consolidate and further develop project results to achieve expected outcome: The Swedish International Development Agency, ILO Decent Work Team in Pretoria, and ILO headquarters should consider developing a second phase of the project to ensure that outcomes will have a long term deeper impact, and preventing a long gap missing the existing window of opportunity for promoting the creation of job now in Mozambique. Project formulation takes time, such as was the case for MozTrabalha. A second phase shouldn't arrive too late after the closure of the project and there should be continuity between the two phases.

Addressed to	Priority	Resource	Timing
ILO project team, DWT, ILO HQ and Swedish International Development Agency	High	High	Medium-term (before the end of the project)

R2. Take advantage of the actual window of opportunity to promote pro-employment budget and EII methods: With the presidential promise of creating 3 million jobs, and the corresponding openness of the new Government in Mozambique, MozTrabalha should increase efforts to

encourage the development and implementation of pro-employment budgeting, including projects using EII techniques. This should be done especially with the new ministries more likely to use these approaches to create jobs through public employment programs, namely Ministry of Public Works and Water Resources, Ministry of Agriculture and Rural Development, Ministry of Industry and Trade, and, of course, the Ministry of Economy and Finances.

Addressed to	Priority	Resource	Timing
Project team, GoMz and private sector	High	Medium	Short-term/ long term

R3. Elaborate a risk analysis of the intervention with ACEAGRARIOS and if necessary, review its agreement with MozTrabalha and this company: The evaluation has raised enough causes to initiate a risk analysis, maybe by an external consultant of the agribusiness value chain strategy through in agreement with ACEAGRARIOS. Therefore, to validate the approach and prove its importance towards feasible and pro-poor sustainable changes in a market, it is crucial to mitigate the potential threats and to ensure that no smallholder, the primary beneficiaries, may be economically harmed.

It is vital to create a good implementation environment of the MSD approach and thus, avoid potential harm to the communities in the future. It is equally imperative to ensure that the agreement with ACEAGRARIOS is in accordance with the expected objectives. MozTrabalha, together with its partners, should strategize to achieve a common understanding of the MSD approach and its procedures, to make sure that no one is left behind.

Addressed to	Priority	Resource	Timing
ILO Project team	High	Low	Short-term

R4. Adjust implementation and its monitoring sytem (MRM) to be outcome-oriented. Revise the expected outcomes; define clear indicators and targets, which should be in agreement with the Steering Committee, and adjust the project to be more outcome-oriented than output-oriented. Follow the MRM manual to elaborate impact indicators and include a realistic target to be achieved by the end of the project, and an accurate and accessible source of information to track it.

Addressed to	Priority	Resource	Timing
ILO Project team	Medium	None	Short-term

R5. Develop an exit strategy: To consolidate the project results through an exit strategy that focuses on the sustainability of results of component 1, and promotes replicability of pilot projects of component 2.

Addressed to	Priority	Resource	Timing
ILO project team	High	Low	Short-term (by December 2020)

R6. Develop the project theory of change to unpack the project logical framework: Develop a robust and realistic result chain in all projects, considering the expected results in relation with the inputs provided and the context in which the project should be implemented, which means further developing the logical framework to include a robust Theory of Change.

This theory of change will explain how and why the project is going to reach the expected outcomes. It should be a participatory exercise that includes not only the project team, but also other stakeholders involved in its implementation. It could be updated periodically to adapt to the changing environment if deemed necessary.

Addressed to	Priority	Resource	Timing
ILO and donors	Medium	Low	Medium-term; include in all project formulations

R7: Work with the Mozambican women associations. In order to integrate Mozambican women's needs, it would be pertinent to work increasingly with the women associations in the country.

Addressed to	Priority	Resource	Timing
ILO project team	Medium	Low	Short-term

8. Lessons learned and potential good practices

Lessons learned

Lesson learned 1: A coherent and realistic design facilitates implementation.

One of the main factors that influences a project implementation is its design. Project formulation is key to further development of the overall framework, as it underscores the action points of the implementing agents. A project must be realistic, coherent, adapted to the needs that it intends to address and to the socio-political and economic context. Outputs and outcomes must have SMART (Specific, Measurable, Achievable, Relevant and Time-bound) indicators and enough resources to achieve them.

The project was designed with a realistic and coherent perspective, except for the MSD component. It was also quite flexible and open in its design to adaptations during the inception phase to the project reality and capacities towards the final objective. Including an Inception phase is a very good opportunity to reshape projects. However, this flexibility and openness could be disregarded or misunderstood, if the causal relations among outputs and outcomes is not clear, therefore its modification could not be clear either.

Lesson learned 2: Job training must be aligned to potential offers in the market to avoid frustration and failed expectations.

The project is oriented towards the idea of promoting the inclusion of women in the construction sector employment. The intervention in Mahotas of the construction of gabions by women has been successful and they are very satisfied with the experience and the previous training. However, none of the women has been able to find a permanent job in this growing sector, because they say that the contractors are not willing to hire women for construction sites. Furthermore, this kind of gabions is not an extended methodology in the country; therefore, the demand for trained workers is very low.

It is commendable to support the participation of women in all sectors; however, it should consider the prevalent labour market scenario and the actual available opportunities to further continue in the sector after the intervention and project completion.

Emerging good practices

Emerging good practice 1: build a relationship of trust with the main stakeholders

In the first two years of the project implementation, most of its successes were attributed to the working style adopted by the ILO staff. They had a frequent presence at the partners' offices, providing technical support, well involved with the government institutions. This strategy has "shortened the distance" between the project and its partners.

This is a good practice, as it creates a trust-based, efficient and effective working environment between the project and partners.

Emerging good practice 2: Open processes and forums that bring together different ministries, institutions and social partners enhance governance.

The elaboration of the action plan of the NEP was a participatory process with a methodology of working groups including people from different ministries, national and provincial institutions, as well as employers and workers organisations. This process has brought the opportunity for people to work and interact more than the usual practice. All people interviewed by this evaluation expressed a satisfying experience that allowed them to openly communicate and sometimes initiate collaboration that otherwise, it could not have been possible.

In addition, this process has supported an increase in knowledge of the NEP and especially to mainstream the idea that job creation and its monitoring is a national responsibility not exclusively of the Ministry of Labour. This is a major project objective.

Figure 5: Compilation of Findings, Conclusions and recommendations

	Key findings	Conclusions	Recommendations
Relevance	<ul style="list-style-type: none"> The project is relevant to support the country in fulfilling its national priorities and international engagements. The project is relevant to supporting the implementation of the National Employment policy and its Action plans. The project is very relevant to supporting the fulfilment of the Mozambique government’s ambition to create 3,000,000 jobs in the next five years. Due to a relevant network of partnerships developed by the project, greater efficiency and effectiveness in the implementation of activities has been achieved. In addition to achieving greater legitimacy and visibility of the project and their approaches and methodologies, the project team supported projects formulation and interventions with other development partners. 	<ol style="list-style-type: none"> The project is a highly relevant initiative. Its implementation strategy is timely and approach-wise pertinent and needed, especially the first component (perfect timing). Regardless of the difficult start, the project has reached to enlist full involvement from government and partners, and all national participants interviewed confirm that the project met their needs. The conceptual and methodological tools developed/promoted by the project, and the country-level activities, are perceived as useful and of good quality by most stakeholders. 	<p>R1. To ILO project team, DWT, ILO HQ and Swedish International Development Agency-Ensure a second phase to consolidate and further develop project results to achieve expected outcome: The Swedish International Development Agency, ILO Decent Work Team in Pretoria, and ILO headquarters should consider developing a second phase of the project to ensure that outcomes will have a long term deeper impact, and preventing a long gap missing the existing window of opportunity for promoting the creation of job now in Mozambique. Project formulation takes time, such as was the case for MozTrabalha. A second phase shouldn’t arrive too late after the closure of the project and there should be continuity between the two phases.</p>
Effectiveness	<ul style="list-style-type: none"> Overall, the project is very effective in achieving outputs towards outcomes at the mid-term. The level of effectiveness so far differs from one output to other, but in general, the 	<ol style="list-style-type: none"> In general, outcome 1 is being effective, and by the end of the project life can expected that will have achieved the expected results. The interventions pilots of outcome 2 have been implemented and the 	<p>R2. To project team, GoMz, and private sector-Take advantage of the actual window of opportunity to promote pro-employment budget and EII methods: With the presidential promise of creating 3 million jobs, and the corresponding</p>

	Key findings	Conclusions	Recommendations
	<p>project is well implemented, especially regarding outcome 1.</p> <ul style="list-style-type: none"> The project has supported the improvement of the capacity of Mozambican institutions, through different outputs. One of the most relevant has been the elaboration of the Action Plan for the NEP, using the methodology of multisectoral working groups. In addition, the training provided by ILO to all social partners and the work done with COMAL has contributed significantly to a decrease social conflicts. The results of the pro-employment budgeting and labour-intensive investments approaches promoted by the project are already visible, with an increasing interest from Ministries and request for MozTrabalha support. The Enabling Environment for Sustainable Enterprises (EASE) process is well received and appreciated by all stakeholders involved. MozTrabalha has made a crucial contribution to understand and manage the labour market in Mozambique through the 	<p>second component of this outcome (2.2. “Support to emerging new and existing sustainable SME’s through targeted training and services”) was starting by during the evaluation.</p> <p>2. Satisfaction with training provided by the project is in general very high and appreciated as well-targeted: training are appropriate and addressed the right capacity needs of the recipients.</p> <p>3. The establishment of multisectoral, inter-ministerial and institutional working groups, including employers, workers and other key national stakeholders, is perceived as a valuable and highly successful outcome of the project.</p> <p>4. Regarding the support through the MSD approach to the value chain called “catering”, which is an agribusiness value chain, , the evaluation has found that its achievement might be compromised due to the implementation approach. The MSD seeks to go beyond ‘traditional’ value chain interventions to, instead, take on a systemic lens that considers sectors and value chains as part of a wider system of rules, regulations and supporting functions, and subsequently the idea to develop the whole value chain by</p>	<p>openness of the new Government in Mozambique, MozTrabalha should increase efforts to encourage the development and implementation of pro-employment budgeting, including projects using EII techniques. This should be done especially with the new ministries more likely to use these approaches to create jobs through public employment programs, namely Ministry of Public Works and Water Resources, Ministry of Agriculture and Rural Development, Ministry of Industry and Trade, and, of course, the Ministry of Economy and Finances.</p> <p>R3. To project team- Elaborate a risk analysis of the intervention with ACEAGRARIOS and if necessary, review its agreement with MozTrabalha: The evaluation has raised enough causes to initiate a risk analysis, maybe by an external consultant of the agribusiness value chain strategy through in agreement with ACEAGRARIOS. Therefore, to validate the approach and prove its importance towards feasible and pro-poor sustainable changes in a market, it is crucial to mitigate the potential threats and to ensure that no smallholder, the primary beneficiaries, may be economically harmed..</p> <p>R4. To project team - Adjust implementation and its monitoring system (MRM) to be outcome-oriented. Revise the expected outcomes; define clear indicators and targets, which should be in</p>

	Key findings	Conclusions	Recommendations
	<p>support provided to the Labour Market Observatory (LMO) and the National Institute for Employment (INEP).</p> <ul style="list-style-type: none"> • The pilot projects were excellent examples of the approaches proposed, and with potential of scaling up. Even though they have not yet been replicated the project is promoting them. • The output 2.2 is at initial state to be fully assessed. However, according to the evidences collected by the evaluation team, the value chain of soil cement blocks and micro concrete roof tiles seems to be on the right track. In addition, regarding the agribusiness value chain, there are some elements that may jeopardize the MDS approach promoted and there are some threats to the smallholders and ultimate beneficiaries that should be mitigated. • The management and governance structures have effective participation of tripartite Constituent and have contributed to strengthen indirectly the Labour Consultative Commission. • Regardless the limited resources, including human, for communication the project has 	<p>engaging with as many players as possible, i.e., public bodies, private sector, NGOs and community leaders. However, the project is reducing all that to work with a single partner ACEAGRARIOS, which actually has a different perspective of the real objective of the agreement signed with ILO.</p> <p>5. The management, planning, monitoring and communication mechanisms are generally considered satisfactory.</p> <p>6. The project implementation and therefore, its monitoring system, is more focused on outputs than on outcomes. This could be explained because the project design does not establish clear causality among them nor the reason for how and why by achieving the outputs, the outcome will be achieved. Therefore, the project's strategy of implementation is playing safe and tied to the ProDoc, assuming that by reaching outputs, outcomes will be accomplished somehow.</p> <p>7. The network of partnerships developed by the project with the government and other partners has greatly helped to achieve its objectives.</p>	<p>agreement with the Steering Committee, and adjust the project to be more outcome-oriented than output-oriented. Follow the MRM manual to elaborate impact indicators and include a realistic target to be achieved by the end of the project, and an accurate and accessible source of information to track it</p>

	Key findings	Conclusions	Recommendations
	<p>properly developed and implemented a communication strategy.</p> <ul style="list-style-type: none"> • The monitoring system developed and implemented fits the needs of the project and offers scope for improvement to make it more user-friendly and avoid mistakes. • The level of implementation of the Project document work plan is very high. Its implementation is sometimes in a very rigid way. The Project document allows some flexibility but the project did not take advantage of the inception phase to adapt the implementation strategy and to define more realistic targets to the actual capacities and resources. 		
Efficiency	<ul style="list-style-type: none"> • Overall, the allocation of the resources is coherent with the goals and principles of the project, and the delivery of the project is very appropriate, regarding the level of accomplishment • The project efficiency is reasonably satisfactory in achieving several accomplishments given the resources available 	<ol style="list-style-type: none"> 1. In general, there is an efficient use of human and financial resources, the PMU is delivering the outputs in an economic and timely way. 2. The resources' allocation responds adequately to the needs of the project. Considering that the project aims to provide mainly technical support to Mozambique, the allocation is more focused on delivering technical assistance to the national stakeholders through the project specialists. 	

	Key findings	Conclusions	Recommendations
Impact and likelihood of sustainability	<ul style="list-style-type: none"> • MozTrabalha’s impact on promoting NEP implementation has been evident by the increased knowledge and technical expertise amongst the partners including Government, employers, employees and donors. Despite that, the NEP has not sufficiently been integrated within different ministries, which is out of the project’s control, even though the project is promoting this integration. • There has not been yet formal institutionalization of project’s proposed tools and methodologies. The last year of the project will be crucial to boost them. In fact some ministries and institutions are already very interested on these. The impact of job creation can be expected to be quite important in the coming years. • There are issues that the project should address in an exit strategy to ensure impact and sustainability; namely, the lack of mainstreaming integration of the NEP in all ministries that have potential of jobs creation, ensure the replication of the project’s successful intervention, and revise the implementation of the MSD component. 	<ol style="list-style-type: none"> 1. Capacity building and strengthening of institutions and social partners on NEP implementation are long-term benefits. All trainees’ respondents interviewed by the evaluation team found the training relevant for their work and for the development of their institutions. The potential of appropriation is very high. 2. The provision of labour market data management and analysis tools (that is, LMO, INEP) has high potential for sustainability. 3. The creation of jobs due to the project is still in a very initial phase with no data available. If the Government integrates the approaches of EII and the methodology of construction materials proposed by the project, the impact in the next future has potential to contribute to the results expected in the ProDoc. 	<p>R1. To ILO project team, DWT, ILO HQ and Swedish International Development Agency-Ensure a second phase to consolidate and further develop project results to achieve expected outcome: The Swedish International Development Agency, ILO Decent Work Team in Pretoria, and ILO headquarters should consider developing a second phase of the project to ensure that outcomes will have a long term deeper impact, and preventing a long gap missing the existing window of opportunity for promoting the creation of job now in Mozambique. Project formulation takes time, such as was the case for MozTrabalha. A second phase shouldn’t arrive too late after the closure of the project and there should be continuity between the two phases.</p> <p>R4. To project team - Adjust implementation and its monitoring system (MRM) to be outcome-oriented. Revise the expected outcomes; define clear indicators and targets, which should be in agreement with the Steering Committee, and adjust the project to be more outcome-oriented than output-oriented. Follow the MRM manual to elaborate impact indicators and include a realistic target to be achieved by the end of the project, and an accurate and accessible source of information to track it</p> <p>R5: To project team- Develop an exit strategy: to</p>

	Key findings	Conclusions	Recommendations
	<ul style="list-style-type: none"> An actual achievement of the project is the support extended to the LMO and the INEP, in observing and understanding the labour market in the country. 		consolidate the project results through an exit strategy that focuses on the sustainability of results of component 1, and promotes replicability of pilot projects of component 2.
Validity of the design	<p>9. The logical framework establishes the logic underpinning of the project design, which is coherent and cohesive to the overall objectives. However, without a solid theory of change, a clear definition of how to fulfil or implement this logic and why the interventions would lead to the expected outcomes and final goal, is absent.</p> <p>10. In general, the project design is quite realistic, especially regarding outcome 1. Regarding outcome 2, the only component that proved too challenging and ambitious in the project was the MSD approach.</p>	<p>1. The openness and flexibility of the project design, that allowed the implementers to adapt the project during the inception phase has not been used to adjust the project to the current context and the PMU capacities.</p> <p>2. The internal coherence and realism of the logical framework in the ProDoc lacks a deep analysis of the theory of change, not including the causal relationship between inputs (human and financial resources) outputs and outcomes. Nevertheless, the PMU has resolved it quite effectively, focusing on activities and outputs, assuming that the accomplishment of them will allow the achievement of the planned outcome in the project design.</p>	<p>R6. To ILO and donors- Develop the project theory of change to unpack the project logical framework: Develop a robust and realistic result chain in all projects, considering the expected results in relation with the inputs provided and the context in which the project should be implemented, which means further developing the logical framework to include a robust Theory of Change.</p>
approach and Labour	<ul style="list-style-type: none"> A strong commitment of the project unit with gender mainstreaming visible and strong since the beginning of the project implementation. For instance, the project 	<p>1. The project has developed and implemented a realistic and coherent Gender Mainstreaming Strategy; however, women associations are not really as involved as</p>	<p>R7: To project team - I Work with the Mozambican women associations. In order to integrate Mozambican women's needs, it would be pertinent to work increasingly with the women associations in</p>

	Key findings	Conclusions	Recommendations
	<p>engagement to include women as beneficiaries in project pilots is mentionable.</p> <ul style="list-style-type: none"> • The Gender Mainstreaming Strategy developed during the inception phase of the project is being implemented, but the work with women associations in Mozambique has not yet started, which in some way reduce its impact. • This project is supporting the ILO national constituents, including the Government of Mozambique to implement and develop the already signed Conventions on Labour International Standards further already ratified, and ensuring that these principles are respected and promoted. 	<p>expected, because there is a big number in the country and the project has not decided with which ones will start to work with.</p> <p>2. MozTrabalha is aligned to and promotes the implementation at the national level of the Labour international standards.</p>	<p>the country</p>

Annexes

Annexe 1- Term of references

TERMS OF REFERENCE (TOR):

Project Title:	Decent Work for Sustainable and Inclusive Economic Transformation in Mozambique
Project Code	MOZ/16/01/SWE
Administrative Unit	CO-Lusaka
Donor	Swedish International Development Cooperation Agency (SIDA)
Budget	USD 9,480,000
Implementation period	1/12/2016-30/11/2021
ILO Technical Units	EMPLOYMENT; ENTERPRISES, SKILLS, DEVINVEST, ITC-LO; WORKQUALITY, ACT/RAV, ACT/EMP, GENDER
Type of evaluation	Independent Mid-term Evaluation
Date of evaluation	Between July and October 2019
Evaluation Manager	Baïzebbé Na Pahimi, Programme Analyst, ILO Regional Office for Africa

1. BACKGROUND INFORMATION

Background of the project to be evaluated

For decades Mozambique has been one of the fastest growing economies in sub-Saharan Africa; however, the impressive record in term of growth has not automatically translated into reducing the poverty levels. Recent studies show that the poverty rate in Mozambique has barely changed and that growth is insufficiently inclusive. More than 50 percent of Mozambican women and men live below the poverty line and according to the statistical

data the poverty is more incident in rural areas, affecting more women and other vulnerable groups, as compared to men.

Recognizing that the poverty challenges are closely linked to the employment situation, the ILO and the Government of Mozambique with funding from the Government of Sweden are implementing a project on the promotion of Decent Work for Sustainable and Inclusive Economic Transformation in Mozambique, also known as the “MOZTRABALHA” project. The total expected contribution from Swedish International Development Cooperation Agency (SIDA) is USD now 8.6 million USD (actual cost due to exchange rate) for 5 years, starting from 1 /12/ 2016.

The project responds to the priorities identified in the National Employment Policy and aims at creating opportunities for poor people, particularly women and young people in rural areas. Opportunities to start and run commercial business will also be enhanced. The interventions proposed will empower the poor and provide them with appropriate tools for improvement of their living conditions. The project also addresses pertinent issues related to labour rights and social dialogue mechanisms and structures in Mozambique.

The project MozTrabalha project has 2 objectives:

- Immediate Objectives 1. Strengthen national policy and institutional environment leading to increased promotion of decent employment and sustainable economic transformation.
- Immediate Objectives 2. Sectors are stimulated to create decent, sustainable and green employment opportunities for Mozambican women and men, in particular youth and those living in rural areas.

The project seeks to create and improve employment outcomes in both urban and rural areas, by focussing on a) implementation of employment-intensive market infrastructure investments, b) stimulate Green Jobs through SME development and c) create opportunities and reducing constraints to access productive employment for women and female-headed households.

The project pursues a market systems development approach as the unifying framework. The application of this methodology is supported by ILO’s project The Lab⁵. To ensure that the project mainstreams gender and provides equal opportunity and treatment to women and men in implementing its activities a gender analysis of the labour market and employment sector in Mozambique was conducted in 2018, specifically in the three value chains that MozTrabalha is focused on.

The key stakeholders are two distinguished target groups; intermediate/direct beneficiaries and ultimate beneficiaries. The ultimate beneficiaries targeted are Mozambican women and men, especially those who live in poverty, and are engaged in various forms of economic activities ranging from highly insecure and vulnerable employment and survivalist

⁵ The lab is a three-year research and knowledge generation project on how to measure and maximise labour market outcomes while working in value chains and sectors. The project is implemented by the ILO with funding from Swiss SECO. More under: http://www.ilo.org/empent/Projects/the-lab/WCMS_326500/lang--en/index.htm

activities to more productive and gainful jobs, e.g. in formalized and growth-oriented enterprises. Due to the project's employment-intensive rural infrastructure component, many of the ultimate beneficiaries are also be direct recipients, in the form of jobs being created in the demonstration projects

Project alignment with the DWCP, P&B, CPO & SDG

This project will make a substantive contribution to outcome 1 (More and better jobs for inclusive growth and improved youth employment prospects), outcome 4 (Promoting sustainable enterprises), outcome 5 (decent work in the rural economy), outcome 7 (Promoting workplace compliance through labour inspection), outcome 9 (Promoting fair and effective labour migration policies), outcome 10 (Strong and representative employers' and workers' organizations), enabling outcome A (Effective advocacy for decent work) of the ILO Programme & Budget (P&B)⁶, as well as the cross-cutting issues of social dialogue and gender equality.

This project will also contribute to a number of Sustainable Development Goals (2015-2030), most prominently SDG 8. In doing so, it will also contribute to the accomplishment of several other SDGs, such as SDG 1 (end poverty), SDG 2 (zero hunger), SDG 5 (gender equality) and SDG 10 among others.

The proposed interventions correspond with the priorities for Mozambique of other bilateral and regional agencies (i.e. Sida, SADC, AU Agenda 2063 etc.).

Project Management Arrangement

The project is managed by a Chief Technical Adviser (CTA), responsible for overall project management based in Maputo, Mozambique, and reports to the director of the ILO CO for Malawi, Mozambique and Zambia. The Project Management Team comprises also two other internationally recruited technical staff as follows:

- An international expert on employment policy and labour intensive investment ;
- An international expert on enterprise development and green jobs.

In addition, the project has three National Project Officers who will be responsible for specific work streams as follows:

- National officer on research, statistics and gender;

⁶ The ILO Programme and Budget (P&B) of the Organization sets out the strategic objectives and expected outcomes for the Organization's work and is approved every two years by the International Labour Conference. The P & B specifies the strategies the ILO will implement to achieve results over the biennium, alongside the capacities and the resources required to deliver those results. The ILO's biennial programme of work is delivered in member States mainly through Decent Work Country Programmes (DWCP) and through Development Cooperation programmes

- National officer on labour rights and social dialogue;
- National officer on Employment Intensive works

2. PURPOSE, OBJECTIVES AND SCOPE OF THE MID-TERM INDEPENDENT EVALUATION

Evaluation Background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. This project will go through two independent evaluations. Both evaluations are managed by an ILO certified evaluation manager and implemented by independent evaluators. The project was supposed to go through an evaluability check within one year of start-up but this was not done.

The evaluation in ILO is for the purpose of accountability, learning and planning and building knowledge. It should be conducted in the context of criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System. This evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”; Checklist 4 “Validating methodologies”; and Checklist 5 “Preparing the evaluation report”. The evaluation will follow the OECD-DAC framework and principles for evaluation. For all practical purposes, this ToR and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

Purpose and objectives of the Mid-Term independent evaluation

The main purpose of this mid-term independent evaluation is to provide an independent assessment of the progress to date, through an analysis of relevance, effectiveness, efficiency, effects and orientation to impact of the project. The specific objectives of the evaluation are the following:

11. Assess the implementation of the project to date, identifying factors affecting project implementation (positively and negatively). If necessary, propose revisions to the expected level of achievement of the objectives;
12. Analyse the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes and impacts; including unexpected results.
13. Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
14. Review the strategies for sustainability;

15. Identify the contributions of the project to the National Development Plan, the SDGs, the ILO objectives and its synergy with other projects and programs;
16. Identify clear lessons and potential good practices for the key stakeholders.
17. Provide strategic recommendations for the different key stakeholders to improve implementation of the project activities and attainment of project objectives.

Scope of the evaluation

The mid-term evaluation will cover the period December 2016-October 2019. The evaluation will cover all the planned outputs outcomes under the project, with particular attention to synergies between the components and contribution to national policies and programmes.

The evaluation will discuss how the project is addressing the ILO cross-cutting themes including gender equality and non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability.

The evaluation should help to understand how and why the project has obtained or not the specific results from output to potential impacts.

3. REVIEW CRITERIA AND KEY EVALUATION QUESTIONS

a) Review criteria

The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency, sustainability and impact as defined in the ILO Policy Guidelines for results-based evaluation, 2017:

The review will address the following ILO evaluation concerns;

- Relevance and strategic fit of the project;
- Validity of the project design;
- Project effectiveness;
- Efficiency of resource use;
- Sustainability of project outcomes;
- Impact orientation;
- Gender equality and non-discrimination

b) Key Evaluation Questions

The evaluator shall examine the following key issues:

g) Relevance and strategic fit,

- Is the project coherent with the Government objectives, National Development Frameworks, beneficiaries' needs, and does it support the outcomes outlined in the UNDAF/UNSDCF and DWCP as well as the SDGs?
- How does the project complement and fit with other on-going ILO programmes and projects in the country?
- What links have been established so far with other activities of the UN or other cooperating partners operating in the Country in the areas of employment, market development and women's empowerment?
- Has the project been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, ILO Decent Work Team etc.)?

h) Validity of intervention design

- Does the project address the major causes of unemployment and underemployment in Mozambique and respond to it?
- Is the project realistic (in terms of expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
- To what extent has the project integrated ILO cross cutting themes in the design?
- To what extent did the problem analysis identify its differential impact on men and women and on other vulnerable groups (like people with disabilities and others as relevant)?
- Are the indicators of the achievements clearly defined, describing the changes to be brought about? Were the indicators designed and used in a manner that they enabled reporting on progress under specific SDG targets and indicators?
- Is the project Theory of change comprehensive, integrate external factors and is based on systemic analysis?

i) Effectiveness:

- What progress has been made towards achieving the overall project objectives/outcomes?
- Has the management and governance structure put in place worked strategically with all key stakeholders and partners in Mozambique, ILO and the donor to achieve project goals and objectives?
- Has the knowledge sharing and communication strategy been effective in raising the profile of the project within the country and among the cooperating partners?
- Is the monitoring and evaluation system results-based and facilitate a project adaptive management?
- Assess how contextual and institutional risks and positive external to the project factors have been managed by the project management?

j) Efficiency of resource use

- Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and specially outcomes?
- Were the project's activities and operationalization in line with the schedule of activities as defined by the work plan? If not, what are the factors that hinder timely delivery and what are the counter measures taken to achieve project outcomes and impact during the life of the project b?
- To what extent did the project leverage resources to promote gender equality and non-discrimination; and inclusion of people with disability

k) Impact orientation and sustainability

- What level of influence is the project having on the development of employment and other areas on policies and practices at national and subnational levels?
- Which project-supported tools have been institutionalized, or have the potential to, by partners and/or replicated or external organizations?
- Is the project contributing to expand the knowledge base and build evidence regarding the project outcomes and impacts
- To which extent the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (explicitly or implicitly)

l) Gender equality and non-discrimination

- What are so far the key achievements of the project on gender equality and women's empowerment?
- Has the use of resources on women's empowerment activities been sufficient to achieve the expected results?
- To what extent is the M&E data supporting project decision making related to gender?
- Has the project addressed other vulnerable groups, which ones?

4. EVALUATION METHODOLOGY

The independent mid-term evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures. The ILO adheres to the United Nations Development Group (UNDG) evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the consultant in consultation with the Evaluation Manager.

The evaluation will apply a mix methods approach, engaging with key stakeholders of the project at all levels during the design, field work, validation and reporting stages. To collect the data for analysis, the evaluation will make use of the techniques listed below (but not

limit to). The data from these sources will be triangulated to increase the validity and rigor of the evaluation findings.

Desk review of project design and strategy documents, activity documents, communications and research and publications (see annex 4) •

Key informant interviews with project staff, relevant ILO specialists, GoMZ, tripartite constituents, civil society organizations and other stakeholders and partners (see annex Focus group discussions with beneficiaries (women and men potential migrants, migrant workers, return migrant workers and members of their families)

Field In-depth interviews in Mozambique: The Evaluation team is expected to meet project beneficiaries' men and women to undertake more in depth reviews on the project work and results.

The project intervenes in 3 provinces in Mozambique: South (Maputo and Inhambane), Centre (Manica)- and North (Nampula). The consultant is expected to visit a purposive selection of communities in addition to interviews in Maputo.

The evaluator must indicate the criteria selection for individuals to interview.

The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider may include:

- Locations with successful and less or unsuccessful results (from the perception of key stakeholders and the progress reports). The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained;
- Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions;
- Locations next to and not so close to main roads (accessibility).

Presentation of the preliminary findings before the key stakeholders in a workshop

Methodology should include examining the interventions' Theory of Change, specifically in the light of logical connect between levels of results, its coherence with external factors, and their alignment with the ILO's strategic objectives, SDGs and related targets, national and ILO country level outcomes. The data and information should be collected, presented and analyzed with appropriate gender disaggregation even if project design did not take gender into account. Multiple methods will be applied to analyze both quantitative and qualitative data. A more detailed methodology for the assignment will be elaborated by the evaluator on the basis of this TOR, in consultation with the ILO Evaluation Manager and key stakeholders in the Inception report.

5. MAIN DELIVERABLES

- a) An inception report (not more than 20 pages excluding the annexes) - upon the review of available documents and an initial discussion with the project management (EVAL Guidelines –Checklist 3). The inception report will:
- Describe the conceptual framework that will be used to undertake the evaluation;
 - Elaborate the methodology proposed in the TOR with changes as required;
 - Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions, (emphasizing triangulation as much as possible) data collection methods, and sampling
 - Selection criteria for locations to be visit ;
 - Selection criteria for individuals for interviews (as much as possible should include men and women);
 - Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones;
 - Set out the list of key stakeholders to be interviewed and the tools to be used for interviews and discussions;
 - Set out the agenda for the stakeholders workshop;
 - Set out outline for the final evaluation report;
 - Interview and focus group guides.

The Inception report should be approved by the Evaluation manger before proceeding with the field work.

- b) Preliminary Findings to be shared with the key stakeholders (i.e. the Advisory Committee and the donor) at the end of field work phase. The ILO will organize a half day meeting to discuss the preliminary findings of the evaluation after data collection is completed. The evaluator will set the agenda for the half-day to one day meeting. The presentation should provide a brief review of key results for each evaluation criteria. The workshop will be technically organized by the evaluation team with the logistic support of the project.
- c) First draft of Evaluation Report (Checklist 5 to be provided to the Consultant) -to be improved by the methodological review by the Evaluation manager. The Evaluation Manger holds the responsibility of approving this draft. The draft review report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 14 working days).
- d) Final version of evaluation report incorporating comments received of ILO and other key stakeholders. The report should be no longer than 30 pages excluding annexes with executive summary (as per ILO standard format for evaluation summary). The quality of the report will be assessed against the EVAL checklist 5, 6 and 7 to be provided to Consultant). Any identified lessons learnt and good practices will also need to have

standard annex templates (1 lessons learnt and one Good Practices per page to be annexed in the report) as per EVAL guidelines. The report should also include a section on output and outcome level results against indicators and targets of each project and comments on each one.

3. The final version is subjected to final approval by EVAL (after initial approval by the Evaluation manager and the Regional evaluation officer)

e) Executive summary in ILO EVAL template

The draft and final versions of the evaluation report in English (maximum 30 pages plus annexes) will be developed under the following structure (EVAL Check list 5):

1. Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
2. Table of contents
3. Acronyms
4. Executive Summary
5. Background of the project and its intervention logic
6. Purpose, scope and clients of evaluation
7. Methodology and limitations
8. Presentation of findings (by criteria or by outcome)
9. Conclusions and Recommendations (including to whom they are addressed, resources required, priority and timing)
10. Lessons Learnt and potential good practices

Annexes (TOR, table with the status achieved of project indicators targets and a brief comment per indicator, list of people interviewed, Schedule of the field work overview of meetings, list of Documents reviewed, Lessons and Good practices templates per each one, other relevant information).

The deliverables will be circulated to stakeholders by the evaluation manager and technical clearance for the deliverables will come from the evaluation manager. The evaluation report will be in English.

6. MANAGEMENT ARRANGEMENTS AND WORK PLAN

Evaluation Manager: the evaluation will be managed by Mr. BAIZEBBE NA PAHIMI, based at the ILO Regional Office for Africa who has not prior involvement in the project, with technical support and oversight provided by the Regional Monitoring and Evaluation Officer.

The evaluation manager is responsible for completing the following specific tasks:

- Draft and finalize the evaluation TOR with inputs from key stakeholders;
- Develop the all for expression of interest and select the independent evaluator in coordination with EVAL;
- Brief the evaluator on ILO evaluation policies and procedures;
- Initial coordination with the project team on the development of the field mission schedule and the preliminary results workshop;
- Circulate the first draft of the evaluation report for comments by key stakeholders;
- Ensure the final version of the evaluation report address stakeholders' comments (or an explanation why any has not been addressed) and meets ILO requirements.

Evaluator

The evaluation team will consist of one international consultant and one independent national consultant. The international consultant will be the team leader and will have responsibility for the evaluation report. The evaluation team will agree on the distribution of work and schedule for the evaluation and stakeholders to consult. The evaluator will have the oversight responsibility to translate the report into Portuguese. The ILO will reimburse the cost of translation.

Qualifications

Team Leader (principal evaluator)

- University Degree with minimum 7 years of experience in project /program evaluation.
- Evaluation expertise in market analysis field and previous proven skills and experience in undertaking evaluations of similar projects preferably in sub/Saharan Africa;
- Experience in using the Theory of change approach on evaluation.
- Strong background in local economic and enterprise development as well as Human Rights Based Approach programming and Results Based Management;
- Extensive knowledge of, and experience in applying, qualitative and quantitative research methodologies;
- Experience in direct and participatory community-based observation, and experience in participative evaluation techniques would be an asset;
- Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable;
- Excellent analytical skills and communication skills;
- Demonstrated excellent report writing skills in English. The knowledge of Portuguese will be an added value.

National Consultant

- University Degree with minimum of 7 years of experience in project /programme evaluation.
- proven skills and experience in undertaking evaluations of similar projects as evaluation team member ;

- Strong background in development issues;
- Extensive knowledge of, and experience in applying, qualitative and quantitative research methodologies;
- Experience in direct and participatory community-based observation, and experience in participative evaluation techniques would be an asset;
- Excellent analytical skills and communication skills;
- Demonstrated excellent report writing skills in English and Portuguese; excellent command of one or two other national languages spoken in Mozambique will be an asset.

Stakeholders' role:

Key stakeholders namely the Ministry of Labour, Employment and Social Security, Social Partners, the representatives of the donor (SIDA) in Mozambique, including the project teams, ILO CO-Lusaka, DWT/CO-Pretoria, ILO technical unit at HQ will be consulted and will have opportunities to provide inputs to the TOR and draft final evaluation report and in principle will be interviewed.

The tasks of the Project:

The project management team will provide logistical support to the evaluation team and will assist in organizing a detailed evaluation mission agenda. The projects will also ensure that all relevant documentations are up to date and easily accessible (in electronic form in a space such as Dropbox) by the evaluation team from the first day of the contract (desk review phase).

Evaluation Timetable and Schedule

The MTE will be conducted between July and September 2019.

List of Tasks	Responsible	Time line (Tentative Dates)
Selection of the consultant and contract signing	ILO	01 July-30 August 2019
Discussion with the Consultants (Skype) on the Project and the TOR	ILO	7 October 2019
Desk review of project background documents (PRODOC, Work plans and Progress Reports, etc.	Evaluator	7 October -11 October 2019
Submission of draft Inception report including design of evaluation instrument	Evaluator	12 October 2019
Feedback on inception report	ILO	16 October 2019
Finalization of the inception report (including work plan and Field visit itinerary)	Evaluator	17 October 2019
Field visit and interviews	Evaluator	20 October -1 November 2019
Analysis of information/data collected and preparation of the draft report	Evaluator	2 November -11 November 2019
Review of the Draft evaluation report	ILO	12 November -18 November 2019
Circulate draft report among key stakeholders including donor and receive feedback	ILO	18-November -27 November 2019
Consolidate feedback and share with the Consultant.	ILO	27 November -29 November 2019
Finalize the draft report	Evaluator	3-4 December 2019
Submit Draft Report	Evaluator	5- December 2019
Approval of Final Report by EVAL	ILO	9-18 December 2019

Proposed work days for the evaluation team

Phase	Responsible Person	Tasks	No of days	
			IC	NC
I	Evaluation team leader	<ul style="list-style-type: none"> o Briefing with the evaluation manager, the project team and the donor o Desk Review of programme related documents o Inception report 	5	2
II	Evaluation team with organisational support from ILO	<ul style="list-style-type: none"> o In-country consultations with programme staff o Field visits o Interviews with projects staff, partners beneficiaries o Stakeholders workshop for sharing findings o Debriefing with the CO- Addis Ababa 	10	10
III	Evaluation team	<ul style="list-style-type: none"> o Draft report based on consultations from field visits and desk review and the stakeholders' workshop 	6	2
IV	Evaluation Manager	<ul style="list-style-type: none"> o Quality check and initial review by Evaluation Manager o Circulate draft report to stakeholders o Consolidate comments of stakeholders and send to team leader 	0	0
V	Evaluation team leader	<ul style="list-style-type: none"> o Finalize the report including explanations on why comments were not included 	2	0
VI	Evaluation team leader	Assess the quality of the report translated into Portuguese.	1	
TOTAL			24	14

IC: International Consultation and Team leader NC: National consultant

Annexe 2- Evaluation matrix

N°	Question/ Subquestion	Indicators	Method/technique	Sources
1	Relevance and Strategic fit: To what extent are the projects' designs coherent, realistic, and purposeful towards achieving their objectives and aligned to national and international priorities?			
1.1	➤ Is the project coherent with the Government objectives, National Development Frameworks, beneficiaries' needs, and does it support the outcomes outlined in the UNDAF/UNSDCF and DWCP as well as the SDGs?	<ul style="list-style-type: none"> - Level of participation of tripartite stakeholders and beneficiaries in the project design - Number of national priorities supported by the project - Level of satisfaction of the projects stakeholders about the response capacity of the project to answer their specific needs 	<ul style="list-style-type: none"> - Desk review - Individual interviews - group interviews 	<ul style="list-style-type: none"> - Project documents - Stakeholder strategic documents - Moz government staff (MITESS, stakeholders, LMO, MMCAS, etc.) - Donor, Swedish embassy - Beneficiaries
1.2	How does the project complement and fit with other on-going ILO programmes and projects in the country?	Number of interactions coordinated with other projects	<ul style="list-style-type: none"> - Individual interviews - Desk review 	PMU Project document
1.3	➤ What links have been established so far with other activities of the UN or other cooperating partners operating in the Country in the areas of employment, market development and women's empowerment?	<ul style="list-style-type: none"> - Number of partnership establish to project's collaborations, including implementation agreement - Level of coordination and collaboration to enhance international cooperation activities 	<ul style="list-style-type: none"> - Desk review - Individual interviews - group interviews 	<ul style="list-style-type: none"> - Project documents - EU, World Bank, other UN agencies - Moz government staff (MITESS, stakeholders, LMO, MMCAS, etc.) - stakeholders strategic documents - donor SIDA

2	b) Validity of intervention design			
2.1	∅ Is the project realistic (in terms of expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?	Level of adequacy of the resources, the operational structure and the institutional arrangement to achieve the expected outputs and outcomes	- Desk review - Individual interviews - group interviews	- PMU - Project documents - members of PSC - ILO DWT (Pretoria)
2.2	∅ To what extent has the project integrated ILO cross cutting themes in the design?	Extent to how the problem analysis identified its differential impact on men and women and on other vulnerable groups (like people with disabilities and others as relevant)	- Desk review	Project documents International literature
2.3	∅ Are the indicators of the achievements clearly defined, describing the changes to be brought about? Were the indicators designed and used in a manner that they enabled reporting on progress under specific SDG targets and indicators?	Number of SMART indicators	- Desk review - Individual interviews	PMU Project document
		Alignment of the projects indicators to the UNDAF targets and indicators	- Desk review	Project documents International literature
2.4	∅ Is the project Theory of change comprehensive, integrate external factors and is based on systemic analysis?	Level of adequacy and coherent causal relation established among inputs, outputs and outcomes, and the global context in which the project is formulated	- Desk review - Individual interviews	Project documents International literature PMU PSC
3	c) Effectiveness:			

3.1	To what extent did the projects achieved its outcomes expected by October 2019? and to what extend it is likely to attempt its objectives by the end of the project?	<ul style="list-style-type: none"> - Number of activities achieved - % of objectives achieved - Level of satisfaction of projects partners about the project contribution to its objectives 	<ul style="list-style-type: none"> - Desk review - Individual interviews - Group interviews 	<ul style="list-style-type: none"> - Project documents - Members PSC - LMO PMU COMAL
3.2	➤ Has the management and governance structure put in place worked strategically with all key stakeholders and partners in Mozambique, ILO and the donor to achieve project goals and objectives?	<ul style="list-style-type: none"> Level of efficiency of management arrangement Level of stakeholders satisfaction about management arrangement Level of efficiency of institutional arrangement 	<ul style="list-style-type: none"> - Desk review - Individual interviews - Group interviews 	<ul style="list-style-type: none"> - Project documents - Members PSC - LMO PMU COMAL
3.3	➤ Has the knowledge sharing and communication strategy been effective in raising the profile of the project within the country and among the cooperating partners?	<ul style="list-style-type: none"> - Communication strategy elaborated and implemented - Number of communication and advocacy tools produced - Number of advocacy activities implemented 	<ul style="list-style-type: none"> - Individual interviews - Desk Review 	<ul style="list-style-type: none"> Project documents PMU
3.4	➤ Is the monitoring and evaluation system results-based and facilitate a project adaptive management?	<ul style="list-style-type: none"> M&E in place and periodically updated Periodically repost share with PSC 	<ul style="list-style-type: none"> - Individual interviews - Desk Review 	<ul style="list-style-type: none"> Members of PSC PMU
4	d) Efficiency of resource use			

4.1	➤ Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and specially outcomes?	<ul style="list-style-type: none"> - Number of activities achieved - % of resources used versus planned by line - Level of budget adequacy regarding workload and people 	<ul style="list-style-type: none"> - Individual interviews - Desk Review 	<ul style="list-style-type: none"> - Members of PSC - PMU - Project docs
4.2	➤ Were the project's activities and operationalization in line with the schedule of activities as defined by the work plan? If not, what are the factors that hinder timely delivery and what are the counter measures taken to achieve project outcomes and impact during the life of the project bottleneck?	<ul style="list-style-type: none"> - Number of activities achieved - Problem identified by project's stakeholders 	<ul style="list-style-type: none"> - Individual interviews - Desk Review 	<ul style="list-style-type: none"> - Members of PSC - PMU - project documents - ILO administrative system, IRIS
4.3	➤ To what extent did the project leverage resources to promote gender equality and nondiscrimination; and inclusion of people with disability	<ul style="list-style-type: none"> - Gender expertise planned and budget in the project - Number of gender related activities or activities with gender component implemented - Number of activities and level of involvement with major Women associations 	<ul style="list-style-type: none"> - Individual interviews - Desk Review 	<ul style="list-style-type: none"> - Desk Review - Women association - PMU
5	Impact orientation and sustainability			
5.1	To what extent has the project contributed to expand the knowledge of the NEP and to develop capacities to ensure its implementation?	<ul style="list-style-type: none"> - Number of institutional staff trained - Level of NEP knowledge in the country 	<ul style="list-style-type: none"> - Individual interviews - Desk Review 	<ul style="list-style-type: none"> - Members of PSC - PMU - Project docs - stakeholders and other national documents

5.2	➤ Which project-supported tools have been institutionalized, or have the potential to, by partners and/or replicated or external organizations?	Numbers of tools institutionalized or with potential to	- Individual interviews - Desk Review	- Members of PSC - PMU - Project docs
5.4	Did the project make any significant contribution to gender and inclusion related concerns within the realm of employment intensive programmes (at policy and practice levels)?	- Level of mainstreaming gender in documents and tools elaborated by the project - Number of gender related activities or activities with gender component implemented	- Individual interviews - Desk Review	- Members of PSC - PMU - Project docs
6	Gender equality; Decent Work and International Labour Standards			
6.1	➤ What are so far the key achievements of the project on gender equality and women's empowerment?	- Level of mainstreaming gender in documents and tools elaborated by the project - Number of gender related activities or activities with gender component implemented	- Individual interviews - Desk Review	- Members of PSC - PMU - Project docs
6.2	➤ Has the use of resources on women's empowerment activities been sufficient to achieve the expected results?	- Gender expertise planned and budget in the project	- Desk review	- Project documents
6.3	➤ To what extent is the M&E data supporting project decision making related to gender?	- Adequate initial assessment analyzing gender differentiate issues - % of project data desaggregated by sex	- Desk review	- Project documents
6.4	➤ to what extent has the project support helped in better implementation of the international Labour Conventions?	Conventions implementation supported by the project	- Desk review	- Project documents

Annexe 3- Documents consulted

1. United Nations Development Assistance Framework in Mozambique 2017-2020, Maputo, December 2015
2. *National Employment Policy*, Approved by the Council Of Ministrys, by Resolution No 29/201/ Of October 31, Maputo April 2017
3. *Employement Policy Action Plan*, Aproved by the Council Of Ministrys, by Resolution 30th January 2018, No 29/2016/ Of October 31, Maputo
4. African Union Agenda 2063. The Africa we want. African Union Commission, 2015
5. *Government Five-Year Program 2015 – 2019*, Resolution No 12/2015, Boletim da República. I Serie-numero 29, 14th April 2015
6. *Regional Indicative Strategic Development Plan*. The Southern African Development Community (SADC)
7. Reports of the final evaluation and mid-term evaluation of the project “Decent jobs for youth and improved food security through the development of sustainable rural enterprises - Final Evaluation” ZAM/13/04/SID. December 2018
8. Report of the evaluation of the “Implementation of the Expanded Public Works Programme (EPWP) in South Africa through the National Department of Public Works, at the national level and in the Limpopo Province”, June 2019
9. ILO Action Plan for Gender Equality 2018–2021, International Labour Organization 2018
10. *Clicking towards Mozambique’s New Jobs*, Pedro S. Martins, Queen Mary University of London, May 15, 2018
11. Use of Theory of Change in Project Evaluations, Evaluation Office of UN Environment, 26-10-2017
12. https://wedocs.unep.org/bitstream/id/8b45f5ff-c37b-4aac-b386-6b6b8e29aaed/11_Use_of_Theory_of_Change_in_Project_Evaluation_26.10.17.pdf
13. *ILO Evaluation Guidelines and Support Guidance Documentation*, September 2019
https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_176814.pdf
18. *Casa Minha, Nosso Bairro*, Activities report, December 2018
14. Learning from monitoring, evaluation and learning component of Muva Green, Muva Green, Maputo, 2019
19. ProDoc Decent Work for Sustainable and Inclusive Economic Transformation in Mozambique , 22-09-2016
15. Inception report of ““Decent Work for Sustainable and Inclusive Economic Transformation in Mozambique” , March 2018
16. Moaztrabalha Monitoring and Results Management System Manual, 2 March 2019 (plus 16 excel documents 13 IG, 3 others)
17. “Communication Strategy of Mozatrabalha
18. Steering Committe Meeting Minutes (Subcommittee on Monitoring and Evaluation of Policies, Programs and Projects of the CCT)
 - a. 12 October 2017

- b. 14 September 2017
 - c. 16 August 2018
 - d. 21 February 2019
 - e. 27 June 2019
19. Gender Mainstreaming Strategy for the Moztrabalha Project. July 2019
 20. Report of the Gender Training Workshop 10 – 12 JULY 2019
 21. Case Study “Reduzindo barreiras de participação da mulher no sector de construção”
 22. Report of the Workshop on Gender analysis. 8 July 2019
 23. Report “Gender analysis of the labour Market and employment sector in Mozambique”, Leah Chatta-Chipepa, Maria Judite Chipenembe & João Carlos Colaço, Maputo August 2019
 24. Rapid Gender Analysis in Cashew, Construction materials and restaurants and catering in tourism.
 25. Newsletter articles:
 26. Gender analysis of the labour Market in Mozambique (August 2019)
 27. ILO is empowering Young women and fighting stereotypes in the construction sector
 28. ILO supports the Labour Market Information System in Mozambique
 29. Meetings with MITESS (3 April 2018, 6 April 2018, 12 Feb 2019)
 30. Progress reports
 31. IBO Project proposal “Multi-dimensional resilient recovery of the Ibo district” Agencies: UN-Habitat (lead), ILO, UNESCO, Maputo October 2019
 32. *SIDA Meetings* (21-06-2017, 20-09-2017, 31-10-2017, 22-03-2019, 2-04-2019)

Web pages:

1. THE LAB - Market systems development for decent work
<https://www.ilo.org/empent/Projects/the-lab/lang--en/index.htm>
2. Moztrabalha <https://moztrabalha.co.mz/>
3. <https://tradingeconomics.com/mozambique/gdp-from-agriculture>
4. https://www.theglobaleconomy.com/Mozambique/Share_of_agriculture/
5. <https://www.ilo.org/global/topics/employment-promotion/lang--en/index.htm>
6. <https://www.ilo.org/global/topics/dw4sd/themes/standards/lang--en/index.htm>
7. <https://www.ilo.org/global/standards/introduction-to-international-labour-standards/the-benefits-of-international-labour-standards/lang--en/index.htm>
8. <https://www.opml.co.uk/projects/female-economic-empowerment-mozambique>
9. <https://www.casaminha.co/>

Annexe 4- List of people interviewed

Name	Position	Institution
Edmundo Werna	CTA	Moztrabalha
George Okutho	Director	ILO
David Marcos	TA. Public Policy	Moztrabalha
Marta Mate	National Director of Employment	MITESS
Mario Amade Ussene	Secretary	COMAL
Tiodora Wate	Technician	COMAL
Ângelo Chilaure	Coordinator	COSILMO
Jeremias Timane	General Secretary	COSILMO
Juvenal Arcanjo Dengo	National Director	INEP
Maria Sofia dos Santos	National Director of Housing and Urbanization	MOPHRH
Bernadete Victorino Quemane	Technician	MOPHRH
Federico Cabrillo	Founder	Casa Minha
Francisco Garnero	Arquitecto	Casa Minha
Joaquin Machine	Entrepreneur	
Oaldo Tarmamade	National officer	Moztrabalha
Egidio Simbine	M&E officer?	Moztrabalha
Idalcia Mapuri	Urban resilience and planning officer	Anamm
Abel Manhique	Secretary General	Anamm
Igor Felice	Sustainable Enterprises & Green Jobs	Moztrabalha
Antenor Pereira	Social Dialogue and Labour Right	Moztrabalha
Claudia Pinto	Secretary of Labour policy and Social Action	CTA
Victor Miguel	Vicepresidente of Labour Policy and Social Action	CTA
Boavetura Mondlane	Agriculture commision Contact person	OTM
Emilia Pinoca	Human Resource Director	MASA
Joao Guilermina		CCT
Cecilia Peme		CCT
Emiie Goransson	First Secretary of Rural Development	Swedish Embassy
Maria Ybarra	Architect	MUVA
Paula Chamungo	M&E	MUVA
Assa Guambe	National Director of LMO	MITESS
Alzira Nhantumbo	Beneficiary	COPACIM
	Beneficiary	COPACIM
Carlos Lopez	General Manager	Target
Licinia Cossa	National Director of Extension Services	MASA

Daniel Manuel Ngoque	Chefe Departamento relações jurídicas e laborais	OTM
Clara Munguambe	Coordinadores de mulheres trabalhadoras	OTM
Helder Consulo	Chief of the Department of Unions organizations and training	OTM
Justencia David Machava	Beneficiary	Polana Caniço
Amelia Alberto Simango	Beneficiary	Polana Caniço
Joyce Amancio	Beneficiary	Mahotas
Piames de Conceçao	Beneficiary	Mahotas
Eusebio George Almoço	Extensionist Chief Team	SEDAE Vilankulo
Mito Francisco	Teacher- Field manager	ACEAGRARIOS
Edna Chicico	Field officer	ACEAGRARIOS
Manuel Dom Luis Alfinar	Executive director	ACEAGRARIOS
Carlos Chatio Huo	Manager	Aguian Negra Hotel Vilankulo
32 smallholders farmers	Beneficiaries	Vilankulo
Judite Pacali	Director	SEDAE Inhassoro
15 smallholders farmers	Beneficiaries	Inhassoro
Elidio Fernando Chivambo	Extensionist	AcAgraria - Inhassoro
Juvencia	Extensionist	AcAgraria - Inhassoro
n.a.	Extensionist	SDAE Inhassoro
n.a.	Extensionist	SDAE Inhassoro
Bernd Mueller	Employment Specialist	ILO Decent Work Team for Southern & Eastern Africa
Jens Dyring Christensen	Senior Specialist, Enterprise Development & Job Creation	ILO Decent Work Team for Southern & Eastern Africa
Limpho Mandoro	Social Dialogue and Labour Administration Specialist	ILO Decent Work Team for Southern & Eastern Africa

Annexe 5: Evaluation mission agenda



MIDTERM EVALUATION PROGRAM 4 – 15 November 2019, Maputo and Inhambane



Activity	Method	Person	Position	Venue
Day 1: Monday 4 November 2019				
<ul style="list-style-type: none"> Raquel's Arrival in Maputo Check-in at the Hotel 	Pick the evaluator	Taxi		
<ul style="list-style-type: none"> Meeting between the evaluators Quick meeting 		Raquel and Rui	Evaluators	
<ul style="list-style-type: none"> Moztrabalha presentation 	Interaction	Edmundo Werna	Project Coordinator	ILO Maputo
	Focus group with Moztrabalha team	Edmundo Werna	MozTrabalha Team	ILO Maputo
Skype call with George Dkutho	ILO Lusaka	George Dkutho	ILO Director	Skype
Day 2: Tuesday 5 November 2019				
<ul style="list-style-type: none"> Moztrabalha individual meetings 	Individual interviews	David Marcos	TA Public Policy (output 1.1, 1.2 and 1.3)	ILO Maputo
<ul style="list-style-type: none"> Meeting with MITESS 	Individual interview	Marta Mate	National Director of Labour	MITESS
Meeting with Casa Minha including some beneficiaries at the road	Individual interview Field visit	Frederico	Casa Minha General Manager	Polana Caniço
Meeting with Contractor of the Polana Caniço intervention	Individual interview	Joaquim Machine	Private Contractor	Polana Caniço
<ul style="list-style-type: none"> Moztrabalha individual meetings 	Individual interviews	Oaldo Farmamade	National consultant (1.3 & 2.1)	ILO Maputo
<ul style="list-style-type: none"> Moztrabalha individual meetings 	Individual interviews	Egídio Simbine	MRM, Gender and Communication	ILO Maputo
Day 2: Tuesday 5 November 2019				
<ul style="list-style-type: none"> Moztrabalha individual meetings 	Individual interviews	Igor Felice (Value chain)	ILO	ILO Maputo

MIDTERM EVALUATION PROGRAM
4 – 15 November 2019, Maputo and Inhambane

• Meeting with MITESS	Individual Interview	Assa Guambe	MITESS- National Director of Labour Market Observatory	MITESS
Meeting with Employers' Organizations- CTA	Group Interviews	Claudia Pinto Victor Miguel	CTA	CTA
• Meeting with MITESS	Individual Interview	Juvenal Dengo	MITESS- National Director of Employment Institute	MITESS
• Moztrabaha Individual meetings	Individual Interviews	Antenor Pereira	ILO	ILO Mapute
Day 5: Thursday 7 November 2019				
Activity	Method	Person	Position	Venue
• Meeting with COMAL	Individual Interview	Mario Ussene	COMAL	COMAL
• Meeting with Project Advisory Committee at the CCT Room	Focus group	Joao Loforte	Project Advisory Committee & Labour Advisory Committee Director	CCT
Meeting with Workers' Organizations- OTM-CS including COMUTRA	interview	Daniel Ngoque António Paunde		COMUTRA
Meeting with Workers' Organizations- CONSILMO	interview	Euclides Timana		CONSILMO
Meeting with Italian Cooperation	interview	Chiara Gonella		ITALIAN EMBASSY
Day 6: Friday 8 November 2019				
Meeting with Ministry of Public Works, Housing and Water	interview	Maria Sofia dos Santos Bernardete	Director Head of Depart.	Ministry of Public Works

MIDTERM EVALUATION PROGRAM
4 – 15 November 2019, Maputo and Inhambane

		Quemela Sejane		
• Meeting with the Swedish Embassy	interview	Emilie Goransson	Donor	Embassy of Sweden
Meeting with Ministry of Agriculture and Rural Development	interview	Licinia Cossa	National Directorate of Extension Services Extension Officer	Ministry of Agriculture
Meeting with Women Association in Construction Copacim	interview	Alzira Nhantumbo	President	
Meeting with Muva Green including some beneficiaries in Chamaculo	interview	Maria Ybarra Engui	Architect and Intervention Manager	MUVA
Meeting with Target, Lda including some beneficiaries in Mahotas	Field visit and interview	Carlos Lopes	Target General Mana	Mahotas
			3 beneficiaries	
Day 10: Sunday 10 November 2019				
Travel to Vilankulos				
Day 11: Monday 11 November 2019				
Activity	Method	Person	Position	Venue
• Meeting with District Authorities	Individual Interview	Mr. Amiel Nito João	District Director SDAE	SDAE
•		Frenque Gaspar Cuambe	SDPI-Vilankulo Technical officer	SDAE
• Meeting with Partners in Vilankulo	Individual Interview	Mr. Carlos Huo	Agua Negra Lodge and Hotel Pescador-Vilankulo	HOTEL
Visit to trained producers and extensionists in Global GAP	GROUP INTERVIEW	Beneficiaries		At their productive field
Departure to Inhassoro				

Day 12: Tuesday 12 November 2019				
Meeting with District Authorities	Interview	Mrs. Judite Capale	District Director SDAE	SDAE
		Belidio Henrique Joaquim	SDPI-Inhassoro Technical officer	
Meeting with Partners in Inhassoro		Mr. Manuel Dom Luís Alfinar	Ace Agrarios Executive Director	HOTEL
Visit to trained producers and extensionists in Global GAP	GROUP INTERVIEW	Beneficiaries		At their productive field
Day 13: Wednesday 13 November 2019				
Activity	Method	Person	Position	Venue
Departure to Vilanculos Return to Maputo				
Day 14: Thursday 14 November 2019				
Work on the preliminary DEBRIEFING PRESENTATION		Raquel Cabello & Rui Vasco	Evaluators	ILO office
Meeting with project team		Igor, Edmundo, Egidio	Project team	ILO office
Meeting with project team		Igor Felice		
Day 15: Friday 15 November 2019				
Debriefing of the preliminary findings/first draft of the report to project team	Presentation	Raquel Cabello & Rui Vasco	Evaluators	
Departure to Europe				

Annexe 6: Project achievement indicators by December 2019

SPECIFIC OBJECTIVE 1	Effective implementation of NEP and increased pro-employment focus of policy making		
NUMBER	INDICATOR	TARGET	CUMULATIVE
1.1. NEP Implementetion plan, Dissimination Strategy, and M&E framework developed and implement	Number of institutions part of the working group for employment	10	8
	Number of NEP M&E reports	5	2
	Number of NEP dissemination actions	5000 NEP Brochures printed	6000
	Number women focal points for NEP implementation amongst key NEP stakeholders	10 Women Focal points(1 in each institution)	6
	Number of coordinated plans	1 Per year	1
1.2. GoMZ Capacity Strengthened for implementation of green and employment intensive macro-economic and sectorial policies	Number of key stakeholders (staff) trained (gender disaggregated)	10 sectors	36(people from 15 sectors)
	Percentage increase on number of employment creation and gender equality programs	10% increase on the number of programs	5%
	Number of employment and gender-sensitive sector budgets are developed in national documents/strategies/policies	10 annual sector plans and budgets	5
1.3. GoMZ Capacity Strengthened to establish and implement employment intensive policies and programs	Number of field visits to pilot initiatives	50 Visits	20
	Number of Employment-intensive investments (EII) created by public institutions	4 programs	
	Number of Employment-intensive investments (EII) created by private companies	4 programs	
	Number of jobs created by GoMz Programs on Employment-intensive investments (EII)	1000	

1.4. Employers 'and Workers' organizations provide more effective representation and services to their members to improve working conditions	Number of Certified arbitrators/mediators for resolution and prevention of labour conflicts represented at national level	45	45
	Number of EESE Action plan and business agenda implemented	6	1 EESE Action plan(3 priorities)
	Reduction on Labour conflicts resolution time	TBD	12%
	Percentage increase in coverage by Employers' and workers' organisations	TBD	9%
1.5. Support to Workers' and Employers' organizations to achieve better coverage of informal sector enterprises and workers	Number of mapping studies	1	1
	Number of policy positions on informality	2	2
	Number of strategy and action plan to extend services to the informal economy	2(1 Advocacy strategy and 1 Action plan)	1
	Percentage increase of coverage of the informal sector by the formal sector	Additional 10% in association coverage	5%
1.6. LMIS Strengthened	Number of employment centers using the services and the portal as part of the service provision	24	20
	Number of labour related information, bulletins, studies produced and disseminated by LMO	20 LMI Reports or Studies	12
	Number of jobseekers registered in the Employment Portal	50000	12582
	Range of vacancies registered in the Employment Portal	30 Sectors	30
	Number of people of accessing LMIS information	1000000	3000
	Number of people successfully placed in employment	1.200.000	419,652

SPECIFIC OBJECTIVE 2		Greater access to sustainable and productive employment opportunities for youth and women in particular those living in the rural areas		
NUMBER	INTERVENTION	INDICATOR	TARGET	CUMULATIVE
2.1. Employment Intensive investments in sustainable rural market system relevant infrastructure promoted	2.1.1 Pilot 1 Muva Green Chamanculo C	# of Jobs created	25 Jobs	27
		# of women jobs created	17	18
		% of Women Jobs created	0,7	
		# of youth jobs created	25	27
		# of people with increased income	TBD	30
	2.1.2. Pilot 2 Casa Minha Road Polana Caniço	# of Jobs created	30	30
		# of women jobs created	8	8
		% of Women Jobs created	0,15	0,15
		# of youth jobs created	38	38
		# of people with increased income	TBD	
	2.1.3. Pilot 3 Target Gabions Ferroviario Mahotas	# of Jobs created	15	15
		# of women jobs created	15	15
		% of Women Jobs created	1	1
		# of youth jobs created	14	14
		# of people with increased income	15	15
2.2. Support to emerging , new and existing sustainable SME´s through targeted training and services	2.2.1. Strengthen business linkages between producers and hotels and restaurants in Vilankulo and Inhassoro	# of Jobs created	240	
		# of women jobs created	50	
		% of women jobs created	21%	
		# of youth jobs created (young women + young men)	200	

		% of youth jobs created	83%	
		# of people with increased income	TBD	
	2.2.2. Cashew Nut Processing Factory	# of Jobs created	200	CANCELLED
		# of women jobs created	160	
		% of women jobs created	80%	
		# of people with increased income	TBD	
		# of Jobs created	100	
	2.2.3. Production of Soil Cement Block and Micro Concrete Roof Tiles	# of women jobs created	30	
		% of Women Jobs created	30%	
		# of youth jobs created	80%	
		# of people with increased income	TBD	

Source: MRM Aggregation results document

Annexe 7: Lesson learned and Good practices

ILO Lesson Learned

Project Title: Decent Work for Sustainable and Inclusive Economic Transformation in Mozambique

Project TC/SYMBOL: MOZ/16/01/SWE

Name of Evaluator: Raquel Cabello Arribas

Date: 15-12-2019

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>One of the main factors that influences a project implementation is its design. Project formulation is key to further development of the overall framework, as it underscores the action points of the implementing agent/s. A project must be realistic, coherent, adapted to the needs that it intends to address and to the socio-political and economic context. Outputs and outcomes must have SMART indicators and enough resources to achieve them.</p> <p>The project was designed with a realists and coherent perspective, except for the MDS component, but it was also quite flexible and open in its design to adapt during the inception phase the project reality and capacities to the final objective. Including an Inception phase is a very good opportunity to reshape projects. However, this flexibility and openness could be miss regarded or misunderstood, if the causal relations among outputs and outcomes is not clear, therefore its modification could not be clear either.</p> <p>In this case, the PMU was entirely comfortable or aware with the flexible spirit behind the project formulation and did not take the inception phase to do major changes, besides the abandon of the Cashew component.</p>
Context and any related preconditions	<p>A open and good communication among the implementer team, the backstopping team, the responsible office, in this case Lusaka, and the donor, would allow a better knowledge of the limits of the project flexibility and to understand the theory of change underpinning the project.</p>
Targeted users / Beneficiaries	<p>Project implementers/ Beneficiaries of the interventions</p>
Challenges /negative lessons - Causal factors	<p>A flexible approach of a project design combined with a strict implementation approach leads to a delays, frustration of all people involved (in this case, PMU, DWT and MITESS).</p>
Success / Positive Issues - Causal factors	<p>The inception phase has been used to consolidate the relations with the main stakeholder of the project, Ministry of Labour, and to explain the scope of the project.</p>

ILO Administrative Issues (staff, resources, design, implementation)	Resources (human, financial and time) must be appropriate and adequate to all the expected component of the project.
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ILO Lesson Learned

Project Title: Decent Work for Sustainable and Inclusive Economic Transformation in Mozambique

Project TC/SYMBOL: MOZ/16/01/SWE

Name of Evaluator: Raquel Cabello Arribas

Date: 15-12-2019

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

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>The project is oriented towards the idea of promoting the inclusion of women in the construction sector employment. After the successful intervention in Mahotas of the construction of gabions, none of the women have been able to find another job in this growing sector, because, they say, the contractors are not willing to hire women for construction sites. Furthermore, this kind of gabions is not an extended methodology; therefore the demand for trained workers is very low.</p> <p>It is commendable to support the participation of women in all sectors; however, it should be contemplated in line with the prevalent labour market scenario and the actual available opportunities to further continue in the sector after the intervention and project completion. In general, job training must be aligned to potential offers in the market to avoid frustration and failed expectations</p>
<p>Context and any related preconditions</p>	<p>Have an analysis of the labor market, to understand the demand that adapts to the profile of the beneficiaries to whom we want to strengthen the capacities to improve their access to said market.</p> <p>In one hand, the kind of gabions promoted by the project are not very demanded in the country. Therefore, Public institutions, especially Ministry of Public Works, should be aware of the benefits of these gabions and the potential of jobs creation using this methodology.</p> <p>In another hand, in Mozambique, as in other, the workers construction sectors is a “men’s sector”. This labour market is no open for women yet. However, in others countries, there are successful interventions of infrastructures constructions with Employment intensive methods , with women participation as workers. Usually those interventions are part of Public Employment Programs, some of them with a legal obligation of have X percentage of women in each interventions. In these cases, contractors are “forced” to hire women, but normally only in their first experience, as once they see women’s performance they are willing to hire later for this kind of interventions.</p>
<p>Targeted users / Beneficiaries</p>	<p>Project implementers/ Beneficiaries of the interventions</p>

Challenges /negative lessons - Causal factors	<p>The challenge is what to do with women trained in a construction methodology (gabions) not expanded in the country with small demand of it,</p>
Success / Positive Issues - Causal factors	<p>Women feel more empowered as they have seen that they can do a job that at the beginning they were reluctant to try. The contractor in charge of the project's intervention expressed his interest in rehiring these women that he worked with, if he has more gabions contracts</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>Design interventions that are useful for the reality in which one wants to intervene</p>

ILO Emerging Good Practice

Project Title: Decent Work for Sustainable and Inclusive Economic Transformation in Mozambique

Project TC/SYMBOL: MOZ/16/01/SWE

Name of Evaluator: Raquel Cabello Arribas

Date: 15-12-2019

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>In the first two years of the project implementation, most of its successes were attributed to the working style adopted by the ILO staff. They had a frequent presence at the partners' offices, providing technical support, with resultant better reach to and involvement within the government structure. This strategy has "shortened the distance" between the project and its partners; therefore, involvement and alignment with the national agenda are imperative.</p> <p>This is a good practice, as it creates a trusty, efficient and effective working environment between the project and partners.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>A relevant condition is the willingness of the national stakeholders to participate and, ultimately, to own the project, which it happens when they see the benefits of it and it is aligned with national priorities</p>
Establish a clear cause-effect relationship	<p>A good relations with national government enhance implementation and increase the potential of sustainability</p>
Indicate measurable impact and targeted beneficiaries	<p>A measurable impact has been the reinforcement of the CCT (Labour Advising Committee) through the creation of the Subcommittee on Monitoring and Policy Assessment Programs and Projects.</p>
Potential for replication and by whom	<p>All project should develop a trusty and confident relation with the main national stakeholders, of which depend the successful or failure of the project</p>

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GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p><i>Open processes and forums that bring together different ministries, institutions and social partners enhance governance.</i></p> <p>The elaboration of the action plan of the NEP was a participatory process with a methodology of working groups including people from different ministries, national and provincial institutions, as well as employers and workers organizations. This process has brought the opportunity for people to work and interact with others than typically possible. All people interviewed by this evaluation and process participants expressed a satisfying experience that allowed them to openly communicate and sometimes initiate collaboration that otherwise, it could not have been possible.</p> <p>Also, this process has supported expanding the knowledge of the NEP and to extend the idea that job creation and its monitoring is a national responsibility not exclusively of the Ministry of Labour, which contributes directly to one of the objectives of the project.</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>Jobs creation is becoming a national priority and all ministries and institutions must be involved and collaborate or even coordinate efforts. Therefore, the project has the advantage of working on an issue (job creation) that everybody is paying attention for the first time and has taken the opportunity to create spaces for multisector discussion and interactions as a neutral impartial “outsider”. These condition has allowed the project to facilitate inter-ministerial communication and improved collaboration in the future</p>
<p>Establish a clear cause-effect relationship</p>	<p>Increased communication among different social and government stakeholders, benefits and facilitates the bases to build a working relationship for future coordinates interventions</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>People interviewed has explained that because of the project they have had the opportunity to meet and to develop good relations with people from others institutions, that can improve the scope of the work of their own institutions, and that without the project it could not been possible</p>
<p>Potential for replication and by whom</p>	<p>Other agencies and institutions working in the country could promote tis kind of processes</p>