



International Labour Organization

iTrack

Evaluation

ILO EVALUATION

Evaluation Title:	Promoting Decent Work in Rwanda's Informal Economy (Boneza Umurimo) - Independent Mid-term Evaluation
ILO TC/SYMBOL:	RWA/17/04/SWE
Type of Evaluation :	Independent Mid-Term Evaluation
Country	Rwanda
Date of evaluation :	November 2019 to January 2020
Name of consultants	Thomas Ranz, Socio-economist, educationalist
ILO Administrative Office:	CO-Dar es Salaam
ILO Technical Back-stopping Office:	SKILLS, EMPLAB, INWORK, SOCPRO, LABADMIN/OSH, FUNDAMENTALS, DIALOGUE, NORMES, ITC-ILO and ENTERPRISES (the Lab)
Implementation Period:	May 2017 - October 2021
Budget in US\$	USD 4,662,166.51
Donor	Swedish Embassy in Kigali, Rwanda
Evaluation Manager:	Ricardo Furman Senior Monitoring and Evaluation Officer, ILO Regional Office for Africa
Key words:	Decent Work, Market Systems Development, MSD Approach

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

Acronyms and Abbreviations

CBHI	Community Based Health Insurance
CESTRAR	Centrale des Syndicats des Travailleurs au Rwanda
CTA	Chief Technical Adviser
DAC	Development Assistance Committee of the OECD
DWCP	Decent Work Country Program
GDP	Gross Domestic Product
GoR	Government of Rwanda
ILS	International Labor Standards
ILO	International Labor Organization
LFS	Labor-Force Survey
LODA	Local Administrative Entities Development Agency
M&E	Monitoring and Evaluation
MIFOTRA	Ministry of Public Service and Labor
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MIGEPROF	Ministry of Gender and Family Promotion
MINICOM	Ministry of Trade and Industry
MININFRA	Ministry of Infrastructure
MIR	Made In Rwanda
MoU	Memorandum of Understanding
MRM	Monitoring and Reporting Mechanism
MSD	Market Systems Development
NIRDA	National Industrial Research and Development Agency
NISR	National Institute of Statistics Rwanda
NST1	National Strategy for Transformation
OECD	Organization for Economic Co-operation and Development
OSH	Occupational Safety and Health
PSF	Private Sector Federation
PRODOC	Project Document
P&B	Program and Budget
RDB	Rwanda Development Board
RHA	Rwanda Housing Authority
RPPA	Rwanda Public Procurement Authority
RSSB	Rwanda Social Security Board
SDG	Sustainable Development Goals
Sida	Swedish International Development Cooperation Agency
STECOMA	Syndicat des travailleurs des entreprises de construction, menuiserie et artisanat
TVET	Technical and Vocational Education and Training
TWG	Technical Working Group
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
UNSDCF	United Nations Sustainable Development Cooperation Framework
USD	United States Dollar
WDA	Workforce Development Authority

Table of Content

	Executive Summary	5
I.	Background and Context	5
II.	Main Findings and Conclusions	7
III.	Recommendations and Lessons Learnt	10
1.	Background	13
1.1	Rwanda Context	13
1.2	Building Construction Sector	14
1.3	Garment and Tailoring Sector	14
2.	The Project	15
2.1	Character of the Project	15
2.2	Organizational Set-up	18
2.3	Targeting	19
3.	Purpose, scope and clients of the evaluation	22
3.1	Evaluation Background	22
3.2	Purpose of the Evaluation	22
3.3	Scope of the Evaluation	22
4.	Methodology	23
4.1	Evaluation Process	23
4.2	Evaluation Methods	24
4.3	Methodological Limits of the Evaluation	26
5.	Key Findings of the Evaluation along the DAC Criteria	26
5.1	Relevance and Strategic Fit	27
5.2	Validity of Intervention Design	28
5.3	Effectiveness	32
5.4	Efficiency of Resource Use	37
5.5	Impact Orientation and Sustainability	40
5.6	Gender Equality and Non-Discrimination	41
6.	Main Findings and Conclusions	42
7.	Recommendations and Lessons Learnt	45
7.1	Recommendations	45
7.2	Lessons Learnt	46

Annex

Annex 1:	Terms of Reference	48
Annex 2:	Work Schedule including Persons met	63
Annex 3:	Tables of Projects under Implementation	67
Annex 4:	Documentation of Focus Group Discussion	70
Annex 5:	Lessons Learned	73
Annex 6:	Logical Framework of the evaluated Project	75
Annex 7:	Bibliography	77

Executive Summary

I. Background and Context

Project Background

With a funding of 4,662,166.51 USD, provided by the Embassy of Sweden in Rwanda, the project 'Promoting Decent Work in Rwanda's Informal Economy' was planned for a time span of four years, from May 2017 to October 2021. The implementation period is divided up into two phases, the Inception Phase of eight months from November 2017 to June 2018 and subsequently the real Implementation Phase with scheduled duration of 40 months from July 2018 to October 2021.

The project addresses decent work deficits in the tailoring and garments, and in the building construction sector. It is expected to improve the capacity, motivation and willingness of market actors - including social partners - to promote decent work more effectively and in order to deliver a greater scale and impact on more and better jobs in Rwanda's informal economy. The project's direct target groups are the informally working poor, particularly women and youth, in urban and peri-urban areas. In total, the project has set a target to improve working conditions for at least 1,500 women, 1,500 youth aged between 14-30 years.

The different stakeholders in this project are represented in a technical committee with 27 members in addition to the steering committee. The total number of members of the two committees amounts to a total of 45. As external key implementing partners the PRODOC mentions (i) the Ministry of Public Service and Labor, MIFOTRA, (ii) the Private Sector Federation, PSF, (iii) the Centrale des Syndicats des Travailleurs au Rwanda, CESTRAR, (iv) the Rwanda Social Security Board, RSSB, and the National Institute of Statistics Rwanda, NISR.

The project uses the Market Systems Development Approach, MSD which is still a relatively new project approach. Under the MSD approach, projects work to facilitate changes within market actors that already operate in the market space. In principle, in the specific context key actors can be government agencies, financial service providers, construction companies and contractors, tailors, employers' associations or workers' unions, among others. The MSD approach includes the following general characteristics:

- It adopts a poverty perspective – reaching the poor and vulnerable,
- applies systemic approach – seeking systemic change,
- addresses root causes – not symptoms,
- uses facilitation as key method – not direct delivery,
- seeks sustainable solutions – self-sustained after project ends, and
- uses adaptive management – monitoring, reflection, learning and flexibility.

The project planning, set up in the revised project document, PRODOC of November 2018 mentions the following target catalogue:

Development Objective:

Better living conditions in Rwanda through reduced decent work deficits

Immediate objective:

Working conditions improved for informally working women and youth in the selected sectors

Track 1: Outcomes for Garment and Tailoring Sector

- Informal economy women and youth skills in higher value-added tailoring/design and management improved for better earnings.
- Industry coordination mechanisms operate without project assistance and support for sector growth and development.
- Market access enhanced for independent tailors through improved local sourcing from larger companies, strengthening of niche markets, and/or improved business operations.

Track 2: Outcomes for Building Construction Sector

- Technical skills upgraded to allow low-skilled women and youth upgrade to higher skilled, better paid positions with less exposure to OSH risks.
- Rules and regulations strengthened to protect and incentivize contractors to invest in better working conditions for informal workers, including improved OSH, social security and incomes, among others.

Track 3: Action research on emerging opportunities on promoting decent work in Rwanda's informal economy

- Constraints and root causes for Decent Work Deficits continuously analyzed for possible systemic solutions.

Organization and Methods

The main purpose of this mid-term independent evaluation was 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. At the request of the donor, this evaluation was carried out about four months before the originally planned date. The evaluation will cover all planned activities, outputs and outcomes under the project, with particular attention to synergies between the components and contribution to national policies and programs.

The TOR mentioned the following clients for this evaluation: the Government of Rwanda, the social partners, the national and local project partners, the Embassy of Sweden in Kigali, and ILO, the project team, as well as other relevant ILO policy departments, branches, and programs.

After a document review diverse Skype interviews with ILO officers in Dar-es-Salaam, Pretoria, and as well with the three backstopping experts at HQ in Geneva were conducted. The evaluation on the ground took place from December 2 to December 13, 2019. Talks were held in Kigali only. Field visits to project sites in Rwanda were de facto not possible as there were no projects with concrete implementation activities so far. Instead, consultations with development partners, ministries, and other key stakeholders had been organized.

Unfortunately a discussion with only one focus group was possible. The group consisted of 10 young painters (two women) who took part in a five-day training course that was jointly financed and organized by the project and a major paint manufacturer.

De facto, almost all interlocutors, suggested by the project, came from the management levels of confederations, ministries and/or were lobbyists of professional groups. Most of them were also members of the technical or steering committees. Interviews have been based on a total of 24 evaluation questions, formulated in chapter 2 of the ToR.

Methodologically, the evaluation was limited by the following actors:

- No local co-evaluator was recruited.
- As a result of a lack of project results, the work plan, provided by the project, did only schedule one discussion with beneficiaries.
- The work plan, specified by the project, was not changed towards a more participatory proceeding, even upon repeated requests of the evaluator.
- Discussion partners were almost exclusively from the ranks of project stakeholders, most of them at a same time also members of steering or technical committees.

II. Main Findings and Conclusions

The following findings are structured along the thematic topics (i) Planning and Design, (ii) Financial Aspects and Budgeting, (iii) Management, (iv) "Projects" funded so far and (v) Steering Mechanisms and Monitoring.

Planning and Design

1. It is repeatedly described that the Market Systems Development, MSD approach requires detailed analyses of existing market structures and vocational fields for specific targeting. However, from an initial pre-selection of 15 sectors, five were shortlisted and ultimately only one of them was pursued further in the project concept. (The initially pre-selected wholesale sector was dropped again.) That leads to the question of whether this extremely time-consuming approach was appropriate.
2. In response to the donor's wish to take Sida's Market Development Approach into account, ILO decided to apply MSD principles. But, together with staff turnover and changing responsibilities, the "innovative" project design ended up in a finally rather inconsistent and difficult to implement concept.
3. Anyone who has followed Rwanda's development in recent years knows that the construction sector has an enormous potential, offers by far the largest number of non-agricultural job opportunities, and more than 95% of workers there suffer from precarious employment conditions. Given that the project could only cover one or two sectors, it wonders why such an elaborate selection process was chosen and financed.
4. The current project concept is, after repeated amendments, very different from the initial version, which was not based on the MSD approach. According to sector two of the current concept, garment and tailoring, this sector was not even represented in the initial elaborate selection process. This sector was rather chosen retrospectively for political and gender-related reasons: tailoring as a female dominated vocational sector.

5. The Market Systems Approach, MSD is an impressive development concept from a theoretical-academic point of view. In that case, it didn't work. The question of whether this is due to implementation practice, the existing political and economic framework conditions or the approach itself must remain unanswered at this point.
6. The Rwandan government has put together extensive packages of measures and promotional instruments for the support of economic development and the creation of new jobs. Many structures that appear at first glance to be private sector initiatives are ultimately subsidized or mandated by the state to finance themselves through ordinances and/or decrees.
7. For the ILO project, this frequently means that co-funding is often submitted as co-operation project, even though it represents an original core task of the respective stakeholder. Altogether, Rwanda's specific market structure does not appear to have been sufficiently reflected in the project concept.
8. During the year 2018, still no project co-operations were prepared. However, it is clear that for revision of the PRODOC, diverse analyses, surveys and studies carried out, a total of 565.718 USD was charged, including staff costs.

Financial Aspects and Budgeting

9. The project has a scheduled duration of 40 months and a total available budget of 4,662,167 USD. In detail, only the budget line "MoUs and Implementation Agreements" can be regarded as a direct support of the beneficiaries. This available budget amounts to only 13 % of the total as "the budget that directly benefits the defined target groups".
10. Consequently, so called transaction costs - including especially staff costs of 40% - amount to 87 % of the budget. This may be partly a result of the MSD approach; however, the resulting cost-benefit ratio is unacceptable.
11. The budget line "Seminars and Workshops" could possibly be partly allocated to the target group, which was so far not the case. However, a clear allocation could not be made by the accounting department.
12. Budget lines such as "Travel Project Staff" or "National and International Consultants" are "hidden running costs". Under the title "Project Direct Activity Costs", these have no place at this point and obscure the actual cost overview and allocation.
13. The backstopping effort also appears to be extremely high at almost 4% of the total budget. And the location as direct activity costs is also incorrect, since backstopping cannot be regarded as a direct service to the project beneficiaries.

Management

14. The project design proposes the position of an international CTA. After the initial holder of the post left, it was not re-publicized. Due to a denial of a working permit - the reasons for which can only be speculated - the current CTA is now stationed in Dar es Salaam and unable to visit the project since almost one year. At this point, in time there is no new information suggesting that this situation will change.
15. For almost one year now, the Chief Technical Adviser, CTA has not been on the ground. Consequently, to a large extent the contractually agreed services could not be provided. However, as reported by the administration, the corresponding cost unit is billed continuously and in full.
16. As a result, the project team in Kigali has no leadership at all, and that although very strong leadership would be absolutely essential in this project.
17. In addition, the current project personnel were only prepared for the highly ambitious MSD approach within a quick course and do not actually have the necessary qualifications and the understanding for the methodical MSD instruments.
18. In organizational development, the so-called worst case describes a situation in which employees have in fact departed from their work internally. This means that employees no longer feel able to achieve set goals, but do not want to lose their jobs. That seems to be at least partially the case in this project.

“Projects” (MoUs and Implementation Agreements)

19. The project has so far concluded four co-operation agreements. In addition to an agreement with MIFOTRA, three agreements are classified as private sector agreements.
20. Only within the co-operation with AMACO PAINTS Ltd. concrete results could be examined within a group discussion with the direct target group. These young painters (150 young people, 19 women among them) had been trained for five days.
21. Considering the other three co-operations, activities at the Institution of Engineers are at the beginning, and for the other two there are still almost no activities at all.
22. So far only 5% of the budget line “MoUs and Implementation Agreements” have been spent - compared to 40% of the estimated personnel costs. So far as well only 5% of the pre-defined final beneficiaries have been reached (3,000 youth and women).
23. Apart from the project with AMACO, the extent to which the actual target group (the informally working poor) will be the final beneficiaries of planned activities can be discussed.
24. In general, the cost sharing required by the project is considered too high, if not unreasonable. Representatives of national organizations refer to their binding an-

nual plans (from July to June), which do not allow any financial flexibility. Representatives of the private sector described their "benefit" as too expensive. And also AMACO wants to renegotiate before signing a subsequent co-operation project.

Steering Mechanisms and Monitoring

25. The Rwandan government, represented by the Ministry for Public Service and Labor, MIFOTRA, has been given responsibilities of chairing both Steering and Technical committees in order to follow up project implementation.
26. Rwandan government offers a variety of funding, co-funding, credits and/or guarantee instruments, in addition to which the co-operation modalities offered by the project may not be very attractive.
27. Private sector interest in the project was rated as relatively low by various interlocutors.
28. The two committees, a technical committee with 27 members, and steering committee with 18 members appear disproportionately high for this project. It is not possible to say to what extent both committees played a role in the failure of the project.
29. The permanent filling of a full-time position for monitoring since the very beginning of the project seems inappropriate. In this context, the question of the concrete tasks of the liaison officer at the MIFOTRA also arises.

III. Recommendations and Lessons Learned

Recommendations

1. The project's co-operation offers made so far are apparently not really interesting for stakeholders - for whatever reasons. For a continuation the incentive system would need in particular to significantly reduce, if not eliminate, the financing contributions of partners. However, this would require a complete restructuring of the current modalities of co-operation.

To do so would require enormous resources of time and funds for a detailed analysis and re-adjustment. And a temporary suspension of project activities would be unavoidable. In addition this would be inconsistent with the ambition to facilitate solutions that can become self-sustained by the partners. Certainly, in this case new partners who are willing to make their contribution should also be sought.

Addressed to:	ILO and stakeholders
Priority:	High
Implication of resources:	High
Need for action:	Short term

2. Conceptual MSD documents refer to the very high demands on specially trained personnel. In contrast, various discussion partners repeatedly addressed professional weaknesses of the current team. Thus, for an appropriate continuation of the project,

a completely new team would have to be recruited and/or the existing one would have to be fundamentally re-qualified.

This type of training and/or recruitment of new staff would probably take about one year and would also in this case make a temporary suspension unavoidable.

Addressed to: ILO and stakeholders
Priority: High
Implication of resources: Middle
Need for action: Short term

3. An acquisition and communication offensive could lead to more signed MoUs and Implementation Agreements. For this purpose, additional personnel resources could be internally reallocated, at least temporarily (e.g. support by liaison and monitoring officer).

In addition to the small number of co-operation agreements signed to date (4), the number of other promising potential projects, currently under negotiation, also argues against this option. And, also the high number of particular unsuccessful acquisition visits, executed by project staff in the past, stands against this option.

Addressed to: ILO, tripartite partners, project team
Priority: High
Implication of resources: Low
Need for action: Short term

4. The permanent presence of a highly qualified team leader on site would be essential for any kind of project continuation, whether it should be an international or national expert.

Rwandan government has refused a residence permit to the ILO nominated CTA. And a repetition of this situation could not be excluded and would be very costly to the project and the funder. But, this project requires the presence of a strong and, above all, independent leader for negotiations with government agencies and other project partners “at eye level”

Addressed to: ILO, Rwandan government and funder
Priority: High
Implication of resources: High
Need for action: Short term

Lessons Learnt

Although otherwise agreed, the team leader recruited by the ILO was refused a work visa in Rwanda. The reasons for this could not be found out despite intensive and repeated efforts during the evaluation in Rwanda. The ILO therefore located the CTA (project team leader) in Dar es Salaam, with a hope that an amicable solution would be found. This however did not resolve the issue since the CTA could never visit Rwanda. As a consequence, this meant that the project team has been working without a team leader for about a year. Since that time the team leader is based in Dar es Salaam in the ILO Country Office and could never come to Rwanda.

The evaluator considers this as inappropriate decision. Whether a temporary suspension of the project operation or the replacement of the CTA: Anything would have been

better than a so-called “remote management” - with accounting of the full personnel costs.

2. The Market Systems Development Approach, MSD is still a relatively new project approach. On the one hand, it is considered to be very innovative, but on the other hand it poses great challenges. The implementation requires very experienced project personnel as well as an economic climate that motivates employers in particular to make a social commitment. Without being able to rely on a detailed analysis, both preconditions were probably not met to the necessary extent.

Despite a very considerable effort in terms of scientific studies and labor market analyses, the concrete feasibility of the project was apparently not sufficiently examined. In any case, this assumption suggests the extremely poor track record.

1. Background

1.1 Rwanda Context

Rwanda is still more rural than urban with agriculture accounting for about 63%¹ of export earnings. Population density is high but, with the exception of the capital Kigali, is not concentrated in large cities. However, the capital Kigali is constantly growing. Even if the statistics are still somewhat more cautious, greater Kigali should by now clearly exceed the limit of one million inhabitants. Consequentially, the central challenge is to create enough jobs outside agriculture.

Rwanda has made substantial progress in stabilizing and rehabilitating its economy well beyond pre-1994 levels. The GDP has rebounded with an average annual growth of 6 to 8% since 2003 and inflation has been reduced to single digits. In 2015, 39% of the population lived below the poverty line, according to government statistics, compared to 57% in 2006. The National Strategy for Transformation 2007 to 2024 sets a clear framework for the development goals of the coming years and names in particular key economic sectors, whose further development has top priority - including the garment and tailoring sector with the "Made in Rwanda" brand.

The development of Rwanda in recent years is not limited to the capital and other urban centers. Rural areas are also visibly benefiting from this. Thus, besides purely statistical economic growth, there is de facto a strong participation of the population in it.

The Rwandan Government is seeking to become a regional leader in information and communication technologies and aims to reach middle-income status by 2020 by leveraging the service industry. In 2012, Rwanda completed the first modern Special Economic Zone in Kigali. This zone seeks to attract investment in all sectors, but specifically in agribusiness, information and communications, trade and logistics, mining, and construction. In addition, the government has embraced an expansionary fiscal policy to reduce poverty by improving education, infrastructure, and foreign and domestic investment (see details in the National Strategy for Transformation NST1).

According to the National Institute Statistics of Rwanda, in 2017 90.5% of Rwanda's labor force was in the informal economy, and the majority are women and youth (see website <https://www.statistics.gov.rw/>). These populations are exposed to unsafe and unsecure working conditions, low levels of productivity, lack of access to markets, finance, business development services, and social protection coverage among other decent work deficits.

The evaluated ILO project is promoting decent work in Rwanda's informal economy and uses a Market Systems Development, MSD approach to decent work, focusing on the two selected specific sectors of the economy, construction building and garment and tailoring. It addresses the underlying causes of poor performance in these specific markets that matter to people living in poverty and with serious decent work deficits, in order to create lasting changes.

¹ The data used are taken from the Rwanda National Strategy for Transformation, NST, the World Fact Book 2019, World Bank statistics and the final project document.

1.2 Building Construction Sector

For those who have known Rwanda for a long time and visit the country regularly, it is clear that building construction is the booming sector number one in the country². Even without detailed market and sector studies, this finding is absolutely undisputed. The demand for manpower is enormous, and it is fueled by a rapid and ongoing population shift from rural to urban locations. Nevertheless, recent evaluations in the field of vocational training have shown that it is still difficult for well-trained professionals in the construction sector to find employment (e.g. 06/14 to 07/14, evaluation of the Ihumure Vocational Training Centre in Kigali, see detailed CV of the evaluator). The absolute majority of the workers on construction sites work as day laborers – with a cash payment at the end of every day. Despite the demand, those working in the lowest skilled positions can neither save enough money to pay for skills development nor afford to take months off from work to attend them.

When digging a bit deeper, one finds a sector that depends almost exclusively on informal workforce - 98% are informal workers. Many of the workers have very low skills and education levels - 87% have completed only primary education or less. Poor wages and irregular payments, worker occupational safety and health risks, irregular contracts and limited training opportunities are the common challenges faced by most of the workers.

Altogether, three essential market constraints were identified as key to limiting the building construction sector and its ability to provide better conditions for its informal workers. Relative to the sector's supporting functions, the most considerable constraints include (i) financial services that limit contractor access and drive business investment decisions away from workers, (ii) limited information for both contractors and relevant institutions on legal obligations to workers and the detriment that poor working conditions can have on worker livelihoods, and (iii) a dearth of skills and means for low-skilled workers to upgrade into highly demanded semi-skills positions.

Considering the regulatory and legal framework of the construction sector, three key constraints to the rules and regulations that govern the sector become apparent: (i) laws; (ii) enforcement; and (iii) procurement and contracting – all of which are intertwined. Basically, the regulatory framework around the building construction sector is strong as are the labor rights for formal workers in the Labor Law. However, the procurement law, governing building code and standards and regulations, - which heavily influence building practices, - do not account for key working conditions, particularly for informal workers.

1.3 Garment and Tailoring Sector

The garments & tailoring sector in Rwanda is one of the prioritized economic sectors of Rwandan government. Although the import of second hand clothing from Europe and America has been discouraged by increasing the import duty from 0.2 USD per kg (in 2016) to 2.5 USD per kg, the sector struggles with limited demand for locally made garments and competition from cheap, mass-produced imported clothes, especially from China.

² Estimates relate to the revised final Project Document, PRODOC of November 2018.

Traditionally, the sector is strongly dominated by micro and small businesses and self-employed individual tailors. At large-scale production levels, garment production is still very limited to some few clothing manufacturers.

Most businesses in this sector are largely informal and even registered businesses largely still operate informally, without paying social security contributions for their employees. The majority of casual workers has no working contracts. In the case of independent tailors, informality at the business level automatically implies informality at the worker level. However, it is obvious that low demand for locally-made garments is the main constraint in the core value chain. This is caused by external factors (e.g. increased foreign competition), but also by a general lack of advanced tailoring and design skills and limited access to finance of tailors to purchase adequate sewing equipment. In addition, there is little interaction among actors such as tailors and designers, which hinders new business opportunities.

Also societal norms may play a role as individuals prioritize other concerns such as higher income and seem to accept the working hours as given. Unstable income is influenced by market demand and goes hand in hand with the nature of the profession. Insufficient health coverage constitutes another consequence when workers have minimal savings for out-of-pocket payments and face “competing” needs (e.g. payment school fees). Finally, the lack of worker pension savings is as well explained by the difficulties to keep money aside for the future.

2. The Project

In November 2015 the Swedish Development Agency Sida organized a so called M4P Work shop at their headquarters on the subject of Making Markets Work for the Poor / Market Systems approach and its application to specific and partly new areas. This served to encourage increased understanding as well as methodological development, in terms of increased and adapted adoption of a market-systems approach among development actors and in collaboration between them, as a means to promote poverty reduction and inclusive economic growth in partner countries. The workshop focused among others on application of this approach to the ILO Decent Work Agenda and Financial Inclusion. (<https://www.fcgs sweden.se/projects/m4p-worskhop-sida-hq>)

2.1 Character of the project

The project planning, set up in the revised project document, PRODOC of November 2018 mentions the following target catalogue:

Development Objective:

Better living conditions in Rwanda through reduced decent work deficits

Immediate objective:

Working conditions improved for informally working women and youth in the selected sectors

Track 1: Outcomes for Garment and Tailoring Sector

- Informal economy women and youth skills in higher value-added tailoring/design and management improved for better earnings.
- Industry coordination mechanisms operate without project assistance and support for sector growth and development.
- Market access enhanced for independent tailors through improved local sourcing from larger companies, strengthening of niche markets, and/or improved business operations.

Track 2: Outcomes for Building Construction Sector

- Technical skills upgraded to allow low-skilled women and youth upgrade to higher skilled, better paid positions with less exposure to OSH risks.
- Rules and regulations strengthened to protect and incentivise contractors to invest in better working conditions for informal workers, including improved OSH, social security and incomes, among others.

Track 3: Action research on emerging opportunities on promoting decent work in Rwanda's informal economy

- Constraints and root causes for Decent Work Deficits continuously analysed for possible systemic solutions.

With a funding of 4,662,166.51 USD, provided by the Embassy of Sweden in Rwanda, the project 'Promoting Decent Work in Rwanda's Informal Economy' was planned for a time span of four years, from May 2017 to October 2021. The project addresses decent work deficits for women and young people that work in the tailoring and garments, and in the building construction sector.

In addition, it is expected to improve the capacity, motivation and willingness of market actors - including social partners - to promote decent work more effectively and in order to deliver a greater scale and impact on more and better jobs in Rwanda's informal economy.

The implementation period is divided up into two phases, the Inception Phase of eight months from November 2017 to June 2018 and subsequently the real Implementation Phase with scheduled duration of 40 months from July 2018 to October 2021.

The project's direct target groups are the informally working poor, particularly women and youth, in urban and peri-urban areas. In total, the project has set a target to improve working conditions for at least 1,500 women, 1,500 youth aged between 14-30 years.

The different stakeholders in this project are represented in a technical committee with 27 members in addition to the steering committee. The total number of members of the two committees amounts to a total of 45.

As external key implementing partners the PRODOC mentions, (i) the Ministry of Public Service and Labor, MIFOTRA, (ii) the Private Sector Federation, PSF, (iii) the Centrale des Syndicats des Travailleurs au Rwanda, CESTRAR, (iv) the Rwanda Social Security Board RSSB, and (v) the National Institute of Statistics Rwanda, NISR.

The project was planned to implement using the Market Systems Development Approach, MSD and the applied approach includes the following general characteristics

(see ToR):

- It adopts a poverty perspective – reaching the poor and vulnerable,
- applies systemic approach – seeking systemic change,
- addresses root causes – not symptoms,
- uses facilitation as key method – not direct delivery,
- seeks sustainable solutions – self-sustained after project ends, and
- uses adaptive management – monitoring, reflection, learning and flexibility.

For outsiders, this requires a certain concretization in order to grasp the intended approach of this project. In order to facilitate the understanding, the relevant statements in the following text are highlighted in bold.

Facilitating delivery through partners: Under the MSD approach, projects work to facilitate changes within market actors that already operate in the market space. In principle, in the specific context key actors can be government agencies, financial service providers, construction companies and contractors, tailors, employers' associations or workers' unions, among others. **The approach does not necessarily require which of those should be engaged when partnerships are chosen** based on (i) a market actor's position to address key constraints to the market and (ii) in the case of decent work deficits for informal workers; and (iii) their willingness and capacity to drive change.

Project partners are put in the lead of delivering interventions: They take ownership of the process, results and long-term viability of the intervention. **The project plays a more facilitative role**, trying to find the best way for partners to trial a project intervention. For private sector partners, incentives are often centered on profitability and/or business growth. For government agencies, incentives may lie in more effective delivery of the organizational mandate. **Given the diversity of potential partners and their range of incentives, skills and capacities, and the ways in which a project can provide support to partners is varied.**

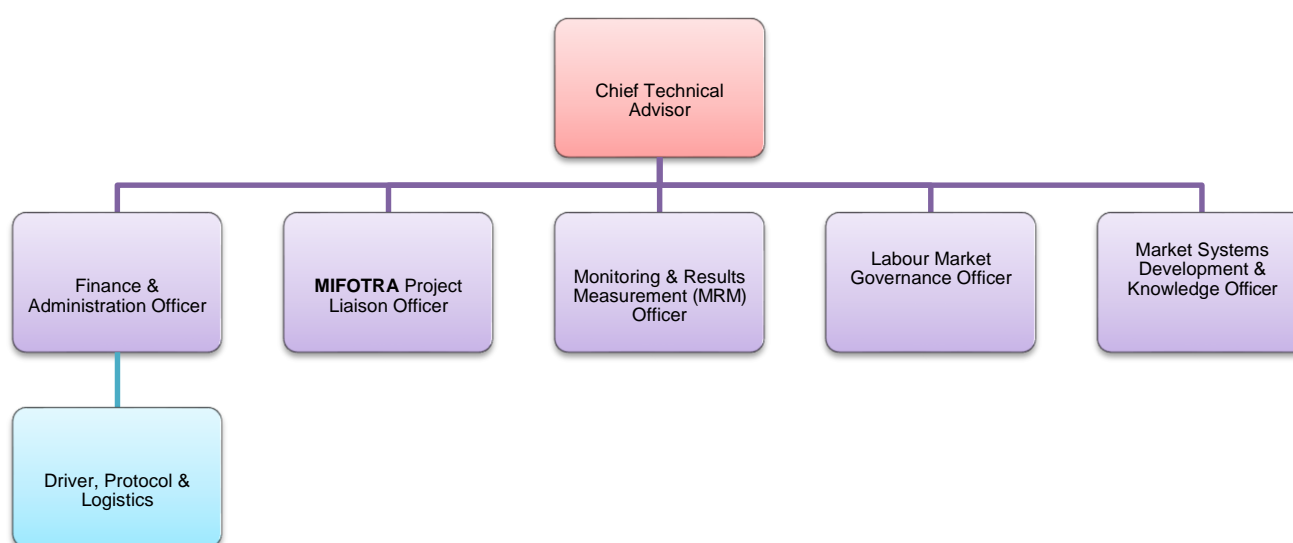
Portfolio Approach: A project should implement a variety of interventions through different stakeholders that address constraints at different levels in the market. For example, a project might work with contractor's association to strengthen the rules and regulations in construction, or TVETs for skills development, and financial institutions for access to finance. Casting a wide net however includes the risk, that **some interventions will deliver better results than others.**

For the successful interventions, **the project invests resources into mainstreaming or scaling them up. Interventions without a long-term sustainable pathway are not consistent** with the MSD approach.

The role of monitoring: One of the main pillars of MSD is adaptive management, which is guided by active monitoring and results measurement. Results measurement helps projects understand why an intervention does not perform the way it was intended and provides a basis for how it can be improved for more effective delivery. **Rather than have a fixed intervention plan, the plan can evolve if data and results collected indicate that a process could be delivered better.**

Overall and from a scientific-economic perspective, the MSD approach seems fascinating, but also extremely demanding and ambitious. In the present case, however, the result is so far not at all satisfactory. The reasons for this certainly lie in three areas, (i) in the implementation practice, (ii) the existing political and economic framework conditions, and (iii) in the MSD approach itself, which was in large parts not applied. A further-reaching investigation into the specific causes of this is far beyond what can be achieved by a single evaluator within twelve days on site.

2.2 Organizational Set-up



Source: ILO PRODOC, revised version of November 2018

During the evaluation, interlocutors repeatedly pointed out - among them several ILO employees - that the project personnel were not sufficiently qualified for the MSD approach. This sometimes gave the impression that this was considered as the reason for the poor project success - which would be too easy. For this reason, it seems useful to present the qualification profiles of the project members in brief below.

The following table presents the professional key staff, as shown in the previous organigram of the project together with initial university studies and additional professional specializations:

Position:	Chief Technical Advisor, CTA
Formal Education:	<ul style="list-style-type: none"> • Bachelor in Laws • Master of Science in Management & Organizational Development (*Pending Thesis)
Additional Certificates:	<ul style="list-style-type: none"> • Micro-finance • Value Chain Development
Employed since:	October 15, 2018

Position:	Labor Market Governance Officer Construction Building
Formal Education:	<ul style="list-style-type: none"> • Bachelor in Laws • Master in Social Protection Financing • Master in International Trade and Trade Policy
Additional Certificates:	<ul style="list-style-type: none"> • Certificate in making Market Work and Market System Development Approach
Employed since:	Mai 01, 2018

Position:	Labor Market Governance Officer Garment and Tailoring
Formal Education:	<ul style="list-style-type: none"> • Bachelor of Science in Economics • Master in Economics
Additional Certificates:	<ul style="list-style-type: none"> • Market System Development and Knowledge • Management Master in Social Protection Financing
Employed since:	January 15, 2018

Position:	Monitoring and Result Measurement Officer
Formal Education:	<ul style="list-style-type: none"> • Bachelor of Public Administration • Master of Art in Development Studies
Additional Certificates:	<ul style="list-style-type: none"> • Monitoring and Result Measurement • Market System Development Approach • Project Design • Evaluation Management
Employed since:	April 01, 2019

Position:	MIFOTRA Liaison Officer
Formal Education:	<ul style="list-style-type: none"> • Bachelor in Development Studies • Master in Business Administration
Additional Certificates:	
Employed since:	November 15, 2018

Position:	Finance and Administrative Assistant
Formal Education:	<ul style="list-style-type: none"> • Bachelor in Business and Administration • Bachelor in Information Technology
Additional Certificates:	<ul style="list-style-type: none"> • Financial Project Management
Employed since:	May 01, 2019

2.3 Targeting

In chapter 2.1 it is explained that the applied MSD approach does not prescribe **which of the pre-defined output-areas should be engaged when partnerships are chosen**. It is further stated that „**the project plays a more facilitative role, trying to find the best way for partners to trial a project intervention**“. And it is underlined: „**Given the diversity of potential partners and their range of incentives, skills and capacities, and the ways in which a project can provide support to partners is varied**“.

What can be described as “flexibility” of the approach, simultaneously poses a multitude of challenges for project staff. Admittedly, it is not easy to explain the problems of this extremely complex project set-up briefly and comprehensibly. Therefore it needs at this point a look into the somewhat bulky logframe. As a consequence of the description of the MSD approach in chapter 2.1, all fields of action, set out in italic below, can be used by the project to negotiate co-operation agreements. The bold parts of action were planned in the original logframe for the first year of implementation, and are therefore reviewed in detail within the current mid-term evaluation³.

The overview table of successful and failed co-operation attempts in chapter 5.3 refers directly to the following activity planning of the logframe.

Garment and Tailoring Sector

Outcome 1: Informal women and youth skills in higher value-added tailoring/design and management improved for better earnings

Output 1.1: Tailors have skills to more effectively manage businesses and/or provide value added services

- 1.1.1 *Identify potential for low-risk and sustainable model to promote skills in value-add services associated with tailoring and design for competitive and quality products. (Year 1)***
- 1.1.2 *Co-develop a training module to include business management in the formal tailoring curriculum and also test viability of developing management courses. (Year 2-3)***

Outcome 2: Industry coordination mechanisms operate without project assistance and support sector growth and development

Output 2.1 Coordination mechanisms among market actors strengthened

- 2.1.1 *Develop and execute strategy for inter-sectorial learning opportunities among tailoring businesses (formal and informal), associations and cooperatives. (Year 1-2)***
- 2.1.2 *Create mechanism or space for market actors to develop industry event on the ‘Made in Rwanda’ theme that brings together various actors in the sector to develop coherent brand strategy. (Year 1-2)***
- 2.1.3 *Conduct quantitative and qualitative research on potential for creating an industry association which will include, purpose it could fill, key actors to drive it and potential cost modelling for sustainability. (Year 1)***

Outcome 3: Market access enhanced for independent tailors through improved local sourcing from larger companies, strengthening of niche markets, and/or improved business operations

Output 3.1: Niche value-added markets and branding established

- 3.1.1 *Encourage and help the government define the ‘Made in Rwanda’ (MIR) brand. (Year 1)***
- 3.1.2 *Assist the main actors supporting the MIR initiative in defining strategies for businesses to move into higher value-addition roles. (Year 2-3)***

Output 3.2: Linkages between large companies and independent tailors or tailoring associations established

- 3.2.1 *Lobby local large manufacturers to understand the market potential to product and peak sourcing from small domestic producers. (Year 2-3)***

Output 3.3: Access to financial products for tailors and tailor cooperatives/associations improved

- 3.3.1 *Identify potential existing financial products or work with financial service companies to trial new products that tailors or tailoring associations could use to more effectively save access credit and/or invest in upgrading. (Year 2-3)***

Building and Construction Sector

³ In the meantime, a rebalancing of the priorities has been carried out by the project unit. Including it here would however complicate an overall understanding of the situation at this point.

Outcome 4: Technical skills upgraded to allow low-skilled women and youth upgrade to higher skilled, better paid positions with less exposure to OSH risks

Output 4.1: Skills training suitable and affordable for low-skilled women and youth outreach expanded

- 4.1.1** *Work with public and private TVET institutions to develop low-cost, short-courses in high-demand, specialized trades. (Year 1)*
- 4.1.2** *Develop low-risk model to promote private sector lead firms to invest in technical and vocational industry skills in short supply. (Year 2-3)*
- 4.1.3** *Trial new, short-course training models with private, non-TVET businesses, such as construction material suppliers in specialized trades in high-demand. (Year 1)*

Outcome 5: Rules and regulations strengthened to protect and incentivize contractors to invest in better working conditions for informal workers, including improved OSH, social security and incomes, among others

Output 5.1: Relevant construction government bodies guidelines and actions modified to provide contractual coverage for contractors to invest in better working conditions

- 5.1.1** *Support RPPA to better define working conditions in procurement tenders of public works projects, through further development of existing provisions for responsible businesses, contract quality or knowledge transfer. (Year 1-2)*
- 5.1.2** *Actively participate in the next Rwanda Housing Authority revision of the law. (Year 2-3)*
- 5.1.3** *Lobby for the inclusion of working conditions in Rwanda Building Control Regulation. (Year 1)*

Output 5.2: Awareness of labor law risks, obligations and opportunities among building construction stakeholders is enhanced

- 5.2.1** *Develop centralized inventory of contractor legal obligations. (Year 1-2)*
- 5.2.2** *Develop the compliance case for better working conditions for both contractors and government agencies to be promoted by social partners as a form of raising awareness of existing laws as well as the rights and obligations of the market actors as provided by the law. (Year 1)*
- 5.2.3** *Develop sustainable capacity building opportunities for architects, engineers and contractors on contractual risks for non-compliance to working conditions and/or on value engineering. (Year 2-3)*
- 5.2.4** *Promote industry coordination between local organizations and businesses to enhance business linkages and understanding of working conditions among building construction market actors. (Year 2-3)*
- 5.2.5** *Capacity build social partners to promote more effective social dialogue and better awareness of social security and other working condition challenges (Year 1-2)*
- 5.2.6** *Development of simplified, pocket size popular version Labor Laws booklet for Rwanda (Year 1-2)*

The project's target group are „the informally working poor, particularly women and youth, in urban and peri-urban areas“. The clear objective is „to improve working conditions for at least 1,500 women and 1,500 youth, aged between 14-30 years (according to the Rwandan youth policy's definition of youth)“.

This also raises the question to what extent a five-day training course can be technically sufficient and sustainable in order to “improve working conditions” for the final beneficiaries (see five days training of 150 painters within the AMACO co-operation). From the evaluator's perspective, such measures have more of a cosmetic effect than a lasting change for the target groups.

3. Purpose, scope and clients of the evaluation

3.1 Evaluation Background

This independent mid-term evaluation is conducted for the purpose of accountability, learning and planning, and building knowledge. Altogether the project will go through two independent evaluations. The mid-term review was 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.

Compared to the initial planning, the time of the interim evaluation was brought significantly forward at the request of the donor (from February 2020 to November/December 2019).

3.2 Purpose of the Evaluation

The main purpose of this independent mid-term evaluation was to provide an independent assessment of the progress to date, through an analysis of the DAC criteria relevance, effectiveness, efficiency, effects and orientation to impact of the project. The specific objectives were defined as follows:

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 and corrective actions the project could take;
2. Analyze the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes and impacts; including unexpected results;
3. Analyze and assess, in particular, if and how the MSD approach has been understood, applied, adhered to and made use of in the design and implementation of the project;
4. Review the institutional set-up, capacity for project implementation, including knowledge about and experience from applying the MSD approach, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
5. Review the strategies for sustainability, particularly in light of the MSD approach;
6. Identify the contributions of the project to the National Development Plan, the SDGs, the ILO objectives and its synergy with other projects and programs;
7. Identify lessons and potential good practices for the key stakeholders;
8. Provide strategic recommendations for the different key stakeholders to improve implementation of the project activities and attainment of project objectives. It is clear that the current state of the project will only allow assumptions.

3.3 Scope of the Evaluation

The mid-term evaluation covered the period from May 2017 to October 2019 (from

design to implementation so far). It covered all planned activities, outputs and outcomes under the project, with particular attention to synergies between the components and contribution to national policies and programs. The evaluation should help to understand how and why the project has obtained, or not, the specific results from output to potential impacts.

The evaluation integrated gender equality as a cross-cutting concern throughout its deliverables and process. It should be addressed in line with EVAL guidance note n° 4 and Guidance Note n° 7 to ensure stakeholder participation. Furthermore, it should pay attention to issues related to social dialogue and international labor standards.

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

4. Methodology

Basically this evaluation followed criteria established by quality standards of the OECD / CAD, as well as the UNEG Code of Conduct for Evaluation in the UN System.

4.1 Evaluation Process

The evaluation on the ground took place from December 2 to December 13, 2019. Talks were held in greater Kigali only. A local evaluation colleague had unfortunately not been contracted. The field work was determined by the project management unit. Despite repeated requests from the evaluator, this procedure was changed only marginally towards greater participation of the target groups. Altogether, the evaluator was able to cover all existing stakeholders.

A first discussion on the evaluation results with the donor, the Swedish Embassy, took place on the evening of December 10, 2019. A first internal debriefing with Skype participants from Geneva and Dar es Salaam took place on December 11, 2019.

A presentation of the preliminary findings together with the stakeholders took place on the morning of December 13, 2019. The course and outcome of this meeting were in no way constructive, as ILO project staff members had specifically given contents from the internal final discussion to partner representatives in order to influence the course of the meeting.⁴ This led to a tense, irritable and not constructive discussion atmosphere.

⁴ At several points, terms were used by stakeholders that had only been used in this way in internal discussions with project staff.

4.2 Evaluation Methods

The evaluator carried out a desk review and conducted Skype interviews with ILO officers in Dar-es-Salaam and Pretoria, and as well with the three backstopping experts at HQ in Geneva. Field visits to project sites in Rwanda were de facto not possible as there were no projects with concrete implementation activities. Instead, consultations with development partners, ministries, and other key stakeholders had been organized.

Interviews

De facto, almost all interlocutors, suggested by the project, came from the management levels of confederations, ministries and/or are lobbyists of professional groups. Most of them were also members of the technical or steering committees (see work plan annex 1). Almost all proposed meetings were planned as dialogue meetings with high-ranking stakeholder representatives. In summary, these meetings can be called “key informant interviews” (see ToR page 10). Thus, methodologically the evaluation nearly exclusively concentrated on bi-lateral dialogues with managers and decision makers only. The fact that it has almost not been possible to organize discussion groups with final beneficiaries (as requested by the evaluator) is also an indicator that project implementation lags far behind planning.

Interviews have been based on a total of 24 evaluation questions, formulated according to the following criteria in chapter 2 of the ToR:

- a) Relevance and strategic fit;
- b) Validity of intervention design;
- c) Effectiveness;
- d) Efficiency of resource use;
- e) Impact orientation and sustainability;
- f) Gender equality and non-discrimination.

Due to the early status of the project implementation and the still comparably few measurable results, two further questions were part of stakeholder interviews:

- How concretely should the final beneficiaries benefit from the project?
- Until when can target groups directly benefit from the project at earliest?

Any type of questionnaire was unsuitable in the specific evaluation context. So far, only a discussion with one specific target group was possible (see annex 3: resume).

Depending on the different interlocutors, the following questions were relevant:

Interlocutors/interviewees	Issues to explore
ILO project staff	<ul style="list-style-type: none"> • Project set-up; • Links and co-operation with other actors in the intervention; • Partner selection criteria; • Mechanisms for monitoring, evaluation and key lessons learnt; • Project’s main achievements and main difficulties experienced.

Government/Line Ministries	<ul style="list-style-type: none"> • Co-operation with ILO; • Understanding of government`s role in the project; • Engagement with the project; • Motivation to join; • Project`s main achievements so far; • Main difficulties experienced; • Main ideas and recommendations, lessons learned.
Trade Unions/Federation Representatives and Vocational Training Institutions	<ul style="list-style-type: none"> • Reasons to engage with the project; • Relevance of the intervention; • Opportunities to strengthen relevance; • Opportunities for using capacity provided through the project.
Employer Representatives	<ul style="list-style-type: none"> • Reasons to engage/not engage with the project; • Relevance of the project to employers; • Factors that may strengthen relevance of project and its activities; • Employer barriers and drivers for using information and capacity provided through the project.

Focus groups

Initially the evaluation wanted to concentrate as well on focus groups to get the assessment from the direct target group and use it for triangulation. However, there was only one conversation with one occupational group of painters. Thus, a detailed methodological approach for comparing results of different focus group discussions was not necessary. Evaluation questions listed in the ToR were fully sufficient to manage the group discussion.

All participants in focus groups took part in the discussions voluntarily. They were also informed that the results of the interviews would be reported anonymously in an evaluation report.

Logframe

In addition to the planned activities, the logframe of the project also contains a time schedule for their implementation. The most relevant ones for the evaluation are at this stage those for the years one and two, in which the progress of the project was to be examined (see logframe in brief in chapter 2.3). It highlights relevant activities in blue color. However, it goes without saying that further objectives of the logframe were considered and discussed within the evaluation as well.

Final remarks

1. During the preparation for this evaluation it became clear that there were considerable problems and delays in the implementation of this project. Accordingly, the most varied attempts at explanation of this phenomenon were to be expected. This situation would in fact have urgently required the work of an evaluation team including local expertise. But, unfortunately no local co-evaluator was identified in time⁵.

⁵ The question of whether an experienced evaluator must be able to make assessments on his own falls far short of the mark. Instead, the so-called “four-eyes principle” is missing. In addition, it is a

2. Due to the somewhat unclear overall situation described above, at the request of the evaluator a personal meeting was arranged with the donor, the Swedish embassy right at the beginning of the visit to Rwanda⁶.

4.3 Methodological Limits of the Evaluation

This evaluation was methodologically very limited in several respects, in particular regarding the following aspects:

- At the urgent request of the donor, the independent mid-term review was brought forward almost four months before schedule. This naturally also limited the already existing project results.
- No local co-evaluator was recruited.
- The work plan, provided by the project, did only schedule one discussion with beneficiaries (as a result of only one project so far that had traceably worked for the benefit of final beneficiaries). This is of course a result of a lack of project results, but it has nevertheless clearly affected the proper conduct of the evaluation.
- The work plan, specified by the project, was not changed towards a more participatory proceeding, even upon repeated requests of the evaluator. If there were no final beneficiaries available, at least people who were themselves involved in the concrete and active implementation of project co-operations could have got a chance to speak more often.
- Discussion partners were almost exclusively from the ranks of project stakeholders, most of them at a same time also members of steering or technical committees (see annex 2, work plan).

Even though the ToR require on page 10 that the evaluation should apply “a mix methods approach”, this includes as well a balanced approach for collecting qualitative and quantitative data. In the present case especially qualitative statements of target groups would have been essential for cross-checking and triangulation of other information.

Conclusion: The aforementioned prerequisites only allowed a so-called triangulation of insights, gained at different levels, to a very limited extent. At the same time, the evaluation questions of the ToR also depicted the project situation only partially (e.g. gender and sustainability), or were not asked at all, although relevant (e.g. efficiency). Questions on gender and sustainability could not be answered at this stage due to the lack of visible project implementation. Compared to the ToR, questions on efficiency were significantly expanded and answered in much more detail than planned.

principle of fairness, especially in critical evaluations, not to confront one single person with a whole group of allied "dissenters".

⁶ A personal meeting was only planned at the end of the field work. Before that a preparatory Skype interview had been suggested.

5. Key Findings of the Evaluation along the DAC Criteria

In the ToR detailed evaluation questions are formulated more or less along the DAC criteria of the OECD: Relevance, Effectiveness, Efficiency, Impact, and Sustainability. In the following chapter these questions will be answered systematically and in the order of the ToR.

In preparation for the evaluation, a wide range of documents was provided. These were used - in addition to interview and discussion results, - for the following assessments. Among them were (i) planning documents of the project, (ii) results of sector studies, (iii) economic context analyses and statistics, (iv) strategic documents of Rwandan government and the respective line ministries, and (v) ILO policy documents.

During preparation of this report, the impression arose that leaving the evaluation questions from the ToR as respective headings in the text would help to avoid misunderstandings. This also clearly shows that the formulated evaluation questions address the current problematic issues of this specific project only to a certain extent and that in two ways, actually:

- Even if the project would have been implemented as expected, many aspects mentioned in the ToR could not yet be meaningfully described at the early stage of this mid-term review.
- However, since the project has de facto "produced" no tangible results, many questions are simply not relevant and cannot be answered seriously, especially those concerning sustainability.

5.1 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, DWCP 2018-22, the SDGs, as well as ILO P&B Outcome 6 - Formalization of the Informal Economy, as well as Outcome 7 - Promoting Safe Work and Workplace Compliance.

The revised project document of September 11, 2018 is fully coherent with the objectives of Rwandan Government, National Development Frameworks, and beneficiaries' needs, whereby this actually is a matter of course for a planning document that is only slightly older than one year. In addition, it must also be assumed that the twelve months of design and inception phase from May to November 2017 and from November 2017 to June 2018 ensured at least a basic coherence.

More difficult is the question, to what extent the project does support the outcomes outlined in the UNDAF/UNSDCF, DWCP 2018-22, the SDGs, as well as ILO P&B Outcome 6 (Formalization of the Informal Economy), and Outcome 7 (Promoting Safe Work and Workplace Compliance). As a result of the extremely small number of concrete project activities for the benefit of the direct target group (2), carried out so far, any estimation would be completely speculative and unreliable.

Looking at the implementation phase of the project, there are de facto no activities

where the standards mentioned above were really relevant and could have been implemented.

- Has the project been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labor standards, ILO Decent Work Team etc.)?

Since the project works with the still relatively new and highly complex approach of Market Systems Development, MSD, the ILO provided additional support in this area in particular. Three colleagues from the "THE LAB"⁷ department in Geneva supported the project and visited it several times in their role as backstopper. Further support was provided by a Senior Technical Officer, employed by the ILO Country Office. The results and in particular the implementation of given advices of the consultations was repeatedly described as unsatisfactory. The unanimous statement was that, despite clear and detailed recommendations for action, discussed in detail with the project team in Kigali, no concrete actions were taken following advisory visits.

Among other things, the composition of the project team and the absence of a team leader played an important role here, which will be examined in detail later.

„Has the project been able to leverage the ILO contributions, through its comparative advantages?“ In view of the almost non-existent project impacts, the question is obsolete and cannot be answered.

5.2 Validity of Intervention Design

- To what extent and how does the project address the major root causes of the decent-work deficits identified for the target group – informally employed women and youth in the two sectors selected – in Rwanda and respond to it?

Among four collaboration agreements signed to date, there are so far only in two of them concrete activities. And, exclusively in one co-operation, considering further training of young painters by a paint producing factory during five days, a direct relationship between the activity and the identified target group becomes visible. 150 young painters, among them 19 women, suffering of decent-work deficits were trained. The only activity mentioned does not allow answering the previously asked question.

The group members described the training as helpful and of good quality. The training contents dealt in particular with technical aspects of painting and pretreatment of respective substrates. All training participants were working as freelancers, had used AMACO colors before and were also invited to the training by AMACO. No employment relationship resulted from the further training (see minutes in annex 4).

- To what extent did the problem analysis identify its differential impact on men and women and on vulnerable groups (people living poverty, informally employed etc.)?

⁷ The LAB is a global initiative, funded by the Swiss State Secretariat for Economic Affairs that generates and applies knowledge on how a market systems approach can lead to sustainable decent work. In other words, *how can we make markets work better for the poor?*

The project inception phase (November 2017 to June 2018) was mainly used for the revision of the initial project document and took eight months. The initial project document had a strong focus on addressing market incentives with an estimated budget of USD 3,251,608.

The initial project development phase began in May 2017 with a focus on labor legislation deficiencies in Rwanda. The initial project document was validated in August 2017, followed by the signing of the funding agreement in November 2017.

To select economic highly relevant sectors for the target group - informally employed working poor youth and women, - an initial shortlisting exercise was conducted for 15 economic sectors, based on gender and age numbers. A first selection process narrowed down to five economic sectors for further assessment. For this process mostly available labor force survey-data data had been used.

Using a scoring system based on the criteria of relevance, opportunity and feasibility, five sectors were weighted and scored. As a result, the construction of buildings and retail trade were recommended. As an overall project objective, “Better living conditions through decent work in Rwanda – reduced decent work deficits” had been mentioned.

The retail trade sector was finally not accepted by the stakeholders. It was proposed to include garment and tailoring as a second sector. However, this sector was never represented in the initial sector selection process, and it was rather chosen retrospectively for political and gender-related reasons - as a female dominated vocational sector and as one of Rwanda’s key development sectors.

Overall, vulnerable groups, women and men certainly have played a role in the project design. However, so far there is virtually no evidence that these aspects have been specifically taken into account in project implementation.

- To what extent the project is aligned to the MSD approach?

The final project concept took a long time to come to fruition and the process is difficult for outsiders to grasp. In the following, it is therefore presented in tabular form. The intention of the following table was to give stakeholders a voice in this report. Thus, the various steps were collected and documented in particular by the project team. Thus, the evaluator could not verify the presented information provided in detail. However, most of the data are highly relevant for the report.

1. Initial discussions between the Swedish Embassy and ILO to conceive the project idea were anchored on one of the Contributions in the Swedish Embassy Development Cooperation Strategy and the ILO’s DWCP for Rwanda.
2. After lengthy discussions, it was decided that the project will target the informal economy, particularly, the working poor among youth and women with significant decent work deficits.
3. Upon request of ILO, the Embassy agreed to fund an initial project development phase. During this phase, the Embassy proposed using the MSD approach. During design and implementation, the proposal was endorsed.
4. As part of the MSD approach requirements, a sector selection study was commissioned among others during the project development process.
5. During the validation workshop of both, the draft project document, and the draft sector

- selection, the first recommended sector - construction of buildings was endorsed; the second sector, retail trade, was not validated.
6. A stakeholders meeting followed to review the sector selection report, using the criteria of relevance to the target group, opportunity for growth, and most importantly the feasibility of support institutions to impact the sector. A decision was taken during this meeting that retail trade should be replaced by the tailoring and garments sector, which is one of the female-dominated priority sectors and was already preselected by the government.
 7. The recommendation to switch the two sectors was endorsed by both, the Swedish embassy and the ILO Director, and the decision was communicated to the government as the chair of the stakeholders.
 8. The Director of the ILO office, who was driving the development of the project resigned and left the office after October 2017. Interim arrangements were established until January 2018, when the current Director took over the office.
 9. The initial project document was approved and the project funding agreement was signed towards the end of November 2017.
 10. In December 2017, ILO did not have staff on ground in Kigali to follow up the development of project activities.
 11. The recruitment process of the project staff, including the CTA, as approved in the initial project document, begun in January 2018, with the full team on board in May 2018, except the MIFOTRA liaison officer, who was appointed in November 2018.
 12. The project was officially launched in February 2018 together with the DWCP for Rwanda
 13. The CTA came on board in April 2018, resigned and left the project at the end of June 2018.
 14. The MSD approach recommended for the project was new to the staff and most stakeholders in Rwanda. Training and retraining of staff on the approach were part of the recommendations for project staff during the project conception.
 15. The inception phase of the project kicked off in April 2018 with the market systems diagnosis in the two project sectors and a validation workshop for the findings held in May 2018.
 16. The findings of the diagnosis were used to significantly revise the launched project document. The revised project document, its budget and funding agreement were finally approved in November 2018.
 17. The replacement of the CTA took effect in mid-October 2018 after an interim period of July to October 2018. The new CTA worked without a residence permit until February 2019, when the residence visa was denied. The manager was relocated to the country office in Dar es Salaam, supporting the project on non-resident basis.
 18. After the approval of the revised project document, an internal decision point was made to allocate the existing project staff to the management of interventions in the two sectors in December 2018.
 19. In February 2019, the revised project document, the project implementation approach using MSD, and a revised budget of the project were presented to stakeholders. The feedback from stakeholders sent mixed signals of dissatisfaction with the revisions made and the implementation approach adopted.

Source: ILO project *Boneza Umurimo*, November 2019

- To what extent is the project realistic (in terms of expected outputs, outcome and impact) given the proposed intervention logic, time and resources available and the social, economic and political environment?

Implementation using the MSD approach requires finding partners who have interest in the proposed interventions and developing appropriate businesses models to address the needs of the target group. The requirement to find those partners who are willing to invest in the implementation of the interventions is a highly complex, time-

consuming and only step-by-step process, requiring sufficient time for negotiations and development of partnership agreements. Finally, this is the fundamental difference from traditional approaches of project implementation, where a project directly provides services and activities for the benefit of the target groups.

In the present case, finding appropriate partners who have interest in proposed interventions significantly delayed the kick-off of measurable project implementation.

Although the project still has a two-year implementation phase, it has already undergone a one-year preparatory phase followed by a full year of implementation. If one now considers the key success indicators of the logframe (PRODOC, Annex A: Project Logframe, page 32) the previous result looks like this:

Net number of new businesses adopting strategies for improved working conditions; more income and earnings as a result of ILO interventions.	0
Number of informal economy workers with improved and effective labor rights and legislation.	0
Change in number of informal workers with improved social security coverage, incomes or OSH protection.	0

More information about the current situation of prepared co-operations and especially about the attempts failed so far can be found in the table in chapter 5.3. Details of the signed MoU and three Implementation Agreements are listed in the tables in Annex 2.

It is absolutely indisputable that the conceptual expectations are not being met by the project. Reasons for this can be seen in the following three areas:

- Only two technical officers in the project team work specifically on the acquisition of cooperation projects (no CTA on the ground, liaison officer integrated in MIFOTRA).
 - Previous sector experience of the project team with the MSD approach is very limited.
 - The Rwandan government offers a variety of instruments for economic promotion and market development, which may be more attractive for potential co-operation partners than co-operation offers, made by the project.
- To what extent has the project integrated ILO cross cutting themes (such as ILS, tripartism, and gender and no-discrimination) in the design?

All crosscutting topics such as International Labor Standards, tripartism, and gender and no-discrimination are repeatedly included and explained in the project document. However, the minimal concrete progress of the project to date (four co-operation agreements, two of them still without activity) does not allow any assessment of the extent to which the topics mentioned in the planning document are implemented in the project execution (one training for five days for 150 painters, 19 women).

- 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?

Since so far there is only one project within which monitoring could be carried out at all, an active monitoring does not exist so far. There are only many concepts and tools as to how monitoring could be implemented – in case of need.

Some brief indicators of the project can explain the way in which progress was planned to be measured:

- Change in number of low income women or youth who have improved skills...
- Increased number of firms that utilize new mechanisms...
- Increased number of firms that report improved productivity...
- Change in number of workers exposed to better occupational safety health...

Under the market systems development approach projects work to facilitate changes in market actors that already operate in the market space (annex B, PRODOC, November 2018).

Among the formulated indicators, there are none that specifically query SDG targets.

A concrete use of the indicators is currently not ascertainable due to the de facto non-existence of project implementations.

- To what extent do the elements presented in the points above have been articulated in a comprehensive and systemic Theory of change that can guide project implementation towards the project objectives?

The two sector objectives of the project are named as the objectives of the theory of change (see PRODOC, pages 19 and 20):

- Worker conditions⁸ improved for informally working women and youth in the tailoring and garment sector.
- Worker conditions improved for informally working women and youth in the building construction sector.

The individual activities, necessary for the achievement of the objectives, were initially assigned to the respective year of the three-year implementation period in staggered chronological order. The annual priorities have now been regrouped by the project team. However, since there are hardly any project activities in practice, their allocation cannot be determined with regard to the stringent achievement of objectives.

5.3 Effectiveness

- What progress has been made towards achieving the overall project outputs/objectives/outcomes, identifying factors affecting project implementation (positively and negatively)?

⁸ Although somewhat unusual, it is precisely this term that is used in the PRODOC.

The project produced two baseline studies for the building-construction and for the tailoring and garment sector, together with the Compliance-Risk-Assessment-Building-Construction-Sector-Report. Beyond that there have been almost no visible project results. This is clearly shown in the following table. All facts and figures have been provided by the project implementation unit in Kigali, especially by the two Labor Market Governance Officers (Garment and Tailoring, and Construction Building) on December 17, 2019 (latest version).

In the garment and tailoring sector altogether 13 potential co-operation partners have been contacted. After numerous contacts, 7 were not interested, 5 are still negotiated and only 1 agreement was signed, however, so far without started activities.

In the building construction sector altogether 17 potential co-operation partners have been contacted. After numerous contacts, 5 were not interested, 9 are still negotiated and 3 were ready to sign a co-operation agreement.

Three reasons are ultimately seen for the low success. (see details in chapter 5.4).

- Among potential co-operation partners in the private sector the demanded cost sharing is considered as too high and not attractive.
- Partners in the public sector operate within annual fixed budgets and pre-defined action plans and are thus lacking of flexibility.
- The Rwandan government offers a variety of instruments for economic promotion and credit development, which may be more attractive.

Of the three recently signed agreements, there are limited activities in two, whereby only the AMACO project has achieved a concrete measurable benefit for the final beneficiaries so far.

List of Partners in Garment and Tailoring

Outcome Logframe	Organization	Category	Results			Status of Negotiations
1.1.1	Private Sector Federation, PSF	Private				Partnership Agreement signed
	Kigali Garment Centre, KGC	Private				Negotiations failed
	Rwanda Cooperative Agency	Public				Negotiations failed
	City of Kigali	Public				Negotiations failed
	Association of professional Tailors, APT	Private				Negotiations failed
1.1.2	Rwanda Polytechnic	Gov't				Negotiations ongoing
	Workforce Development Agency, WDA	Gov't				Negotiations failed
2.1.1	National Industrial Research and Development, NIRDA	Gov't				Negotiations ongoing
	Ministry of Trade and Industry, MINICOM	Gov't				Negotiations failed
3.1.1	Ministry of Trade and Industry, MINICOM	Gov't				Negotiations ongoing
3.2.1	Vision Garment Factory	Private				Negotiations ongoing
3.3.1	Business Development Fund, BDF	Semi-Publ.				Negotiations ongoing
	National Industrial Research and Development NIRDA	Gov't				Negotiations failed

List of Partners in Building Construction

Outcome Logframe	Organization	Category	Results			Status of Negotiations
4.1.1; 4.1.2: and 4.1.3	AMACO Paints	Private				Partnership Agreement under Implementation
	APT Color	Private				Negotiations failed
	Akagera	Private				Negotiations failed
	Syndicat des travailleurs des entreprises, STECOMA	Private				Negotiations ongoing
	Contractors Associations	Private				Negotiations ongoing
	Rwanda Polytechnic	Gov't				Negotiations ongoing
	Workforce Development Authority (WDA)	Gov't				Negotiations failed
5.1.2, 5.1.3	Rwanda Housing Authority, RHA	Gov't				Negotiations ongoing
5.2.2; 5.2.4; 5.2.5 and 5.2.6	Ministry of Public Service and labour-MIFOTRA	Gov't				MoU signed
	Rwanda Housing Authority RHA	Gov't				Negotiations ongoing
	Kigali City	Gov't				Negotiations failed
	Private sector Federation	Private				Negotiations ongoing
	Contractors Association	Private				Negotiations ongoing
	Rwanda Workers' Trade Union Confederation, CESTRAR	Private				Negotiations ongoing
5.2.2 and 5.2.3:	Rwanda Social Security Board-RSSB	Gov't				Negotiations ongoing
	Institution of Engineers of Rwanda	Private				Partnership Agreement under implementation
	Institution of Architects of Rwanda	Private				Negotiations failed

- Has the management and governance structure put in place worked strategically with all key stakeholders and partners in Rwanda, ILO and the donor to achieve project goals and objectives?

As the staff overview and the organization chart in chapter 2.2 shows, the project has five highly qualified technical officers and one international chief technical adviser, CTA. However, the CTA has been out of the country for almost one year, in Dar es Salaam. The Rwandan government had refused a work permit and the CTA did not enter Rwanda since that time. Representatives of the key stakeholder MIFOTRA repeatedly claimed that they were not involved in the problem of a work permit, and that they had no influence whatsoever on the decisions taken in this regard.

During the entire field visit, it was absolutely impossible to clarify the background of the situation. And neither the Country Office Director of ILO in Dar es Salaam nor the Vice chairperson of the Project Steering Committee, answered specific questions. Thus, the phenomenon cannot be clarified in this evaluation. Nevertheless, the consequences cannot be ignored.

In connection with the absence of the CTA, the term "remote management" was also repeatedly used during the evaluation. However, an examination of the job description made it clear that the vast majority of the defined tasks require a permanent presence in the project. Parts to be contributed remotely are minimal.

The key persons for the initiation of co-operations are the two Labor Market Governance Officers for the construction building and for the garment and tailoring sector (see qualification details in chapter 2.2). They made efforts to strategically work with a large number of key stakeholders and partners in Rwanda (see table in chapter 5.3), however, very few successful co-operations resulted here-off. In this respect it was also repeatedly noted, that key personnel had to be recruited under a certain time pressure at the start of the project. At that time short-term post-qualifications in the field of MSD took place in order to bridge existing gaps.

In addition to the extremely weak acquisition successes, which are only conditionally regarded as personnel-related, a lack of team understanding and team spirit was observed as much more decisive. So it took an extremely long time and at least four draft versions to finalize the overview table of partners in garment and tailoring, and building construction, presented at the very beginning of chapter 5.3. Again and again, despite precise templates and preparatory discussions, it was not possible to obtain correct precise information that respected the format. And the summary of the required information in one document by the two officers in charge, including both key sectors at a same time, constituted a real challenge.

The following table shows the composition of the tripartite steering committee with a total of 18 members, divided between the different listed parties. According to one stakeholder, compared to other ILO projects, the disproportionate presence of state agencies is surprising in this case. As there is a technical committee with 27 members in addition to the steering committee, the total number of members of the two committees amounts to a total of 45. Nevertheless, this concentrated expertise seemed to contribute little to new project co-operations, although the project staff obviously concentrated strongly on such contacts in their acquisition (see as well the list of contacted persons in annex 2).

Composition of the Steering Committee

Category	Organization
Government	1. Ministry of Public Service and Labor (MIFOTRA)
	2. Rwanda Social Security Board (RSSB)
	3. Workforce Development Authority (WDA)
	4. Rwanda Development Board (RDB)
	5. Business Development Fund (BDF)
	6. Rwanda Public Procurement Authority
Donor	7. Embassy of Sweden, Kigali - observer
Facilitator	8. ILO Country Office, Dar es Salaam
Social Partners	9. Private Sector Foundation (PSF) and its sector associations relevant to building construction and tailoring/garments
	10. CESTRAR, STECOMA and its sector associations relevant to building construction and tailoring/garments

Source: Revised PRODOC, November 2018

As a national expert in partnerships and coordination, a so called “liaison officer” is part of the project team but, the position is based at the MIFOTRA, as the project document says „for supporting implementation of Outcomes“. Despite repeated enquiries, the task and location of this officer is not clear to the evaluator. At this point, the generally weak team structure should again be recalled.

The visible and measurable effects of the project’s work are until now simply too small and too punctual to draw any conclusions considering the level of impact neither of the project team nor by the governance structure.

- Has the knowledge sharing and communication strategy been effective in raising the profile of the project within the country and among the cooperating partners?

The presentation of the project progress mentioned in October 2019 that an update of the Project Website <http://decentwork.org.rw> on portal is in progress.

So far, basically the two platforms for knowledge sharing are the steering committee (18 members) and the technical committee (24 members), as mentioned in the afore-said mentioned table. The number of meetings that have taken place so far can be found in the following table in chapter 5.2.

Currently, it is not possible to speak of an effective strategy for “raising the profile of the project within the country”.

- To what extent is the monitoring and evaluation system results-based and to what extent is it being used to take management decisions?

As there are hardly any de facto project activities, there is therefore no operational results-based monitoring system (see table in chapter 5.3).

Since the MSD approach assumes that not all co-operation projects run equally well, the monitoring concept was designed to accompany the various processes of implementation in terms of a so called monitoring and reporting mechanism, MRM. The feedback system, anchored in this set-up should enable corrective actions to be taken, if necessary, even in the case of activities currently being implemented.

Many tools are available, which means that the framework structure exists; only the content to be collected is almost completely missing.

- Assess how contextual and institutional risks and positive external factors have been managed by the project management?

It could certainly be assumed that the state partners in Rwanda would play a dominant role in the tripartite structure - including opportunities and challenges. However, at this point, it would not be fair to describe the refusal of a work permit for the team leader (CTA) as foreseeable. But per definition, the task of management is to react quickly and adequately to changing conditions. In this regard, no visible decision has been taken by ILO for almost one year.

5.4 Efficiency of Resource Use

- Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and specially outcomes?

Many donors, including development banks in particular, are analyzing the ratio between “operation (or running) costs” and the budget share for projects “that directly benefit the defined target groups”. The independent evaluator follows this distinction to explain the existing situation to the reader as simple and comprehensive as possible.

When a project concept defines direct beneficiaries, it must also define in financial terms to what extent the target group is to be supported. In this respect, three different cost blocks of the budget are presented on the following page: 1. Project Staff Costs, 2. Other Operational Costs and 3. Project Direct Activity Costs.

All contents of the budget lines and items, mentioned below, were discussed in detail with the project administrator. They are therefore not assumptions of the evaluator. However, the assessment of a budget set-up is a core component of an evaluation.

Looking at the expenditure items designated as under 3 (Project Direct Activity Costs), budget lines such as “Travel Project Staff” or “National and International Consultants” are “hidden running costs”. They are rather regarded as implementation or transaction costs. Without the budget line “MoUs and Implementation Agreements” - and to a certain extent the budget line “Seminars and Workshops”, depending on the group of participants, - expenditures of box 3 in the budget breakdown cannot be directly assigned to specific project activities.

Also expenditures for backstopping are represented in this box, and the scheduled backstopping budget line appears to be far too high at almost 4% of the total budget (see 3. Project Direct Activity Costs, Internat. MSD Expert s (LAB). And, altogether backstopping cannot be regarded as a direct service to the project beneficiaries.

The budget line "Seminars and Workshops" could possibly be partly allocated to the target group. However, a clear allocation could not be made by the accounting department (see character of workshops so far in chapter 5.5).

The project has a scheduled live span of 40 months and a total available budget of 4,662,167 USD. In detail, only the budget line "MoUs and Implementation Agreements" can be regarded as a direct financial support for the benefit of the final beneficiaries. This available budget amounts to only 13 % of the total project budget.

Summary of Project Expenditures in USD as of November 2019					
		2018	2019	Total actual	
Description	Total budget	Actuals	Actuals	Total actual	% of Actuals
1. Project Staff Costs					
Internat. Professional Staff	868.125,00	167.319,00	164.534,83	331.853,83	38%
Local Support Staff	133.238,00	24.641,00	28.141,51	52.782,51	40%
National Professionals Staff	654.209,00	120.999,00	158.953,24	279.952,24	43%
	1.655.572,00	312.959,00	351.629,58	664.588,58	40%
2. Other Operational Costs					
General Operating Expenses	239.319,00	26.804,00	30.294,80	57.098,80	24%
Furniture and Equipment	117.253,00	37.398,00	53.191,99	90.589,99	77%
Program Support Cost 13%	510.815,00	65.083,00	86.131,15	151.214,15	30%
Provision Cost Increase 5%	222.008,00				0%
	1.089.395,00	129.285	169.618	298.903	27%
3. Project Direct Activity Costs					
MoUs, Impl. Agreements	600.000,00		30.284,95	30.284,95	5%
Internat. MSD Expert s (LAB)	183.500,00		52.674,55	52.674,55	29%
International Consultants	100.000,00				0%
National Consultants	130.000,00	15.350,00	65.685,97	81.035,97	62%
Travel Project Staff	316.400,00	40.525,00	336,56	72.861,56	23%
Seminars and Workshops	494.000,00	67.599,00	46.448,00	114.047,00	23%
TOTAL	1.917.200,00	123.474,00	227.430,03	350.904,03	18%
GRAND TOTAL PROJECT	4.662.167,00	565.718,00	748.678	1.314.395,55	28%

SUMMARY PROJECT EXPENDITURE (January 2018 - NOV 2019)⁹					
Description	TOTAL BUDGET	Actual 2018	Actual 2019	Total actual	% of actuals
Project Staff Cost	1.655.572,00	312.959,00	351.629,58	664.588,58	40%
Other Operational Cost	1.089.395,00	129.285	169.618	298.902,94	27%
Project Direct Activities Cost	1.917.200,00	123.474,00	227.430,03	350.904,03	18%
TOTAL	4.662.167,00	565.718,00	748.677,55	1.314.395,55	28%

Source: ILO Kigali, Administration Unit, November 2019

Consequently, so called transaction costs - including especially staff costs - amount to 87 % of the budget. Even the pure personnel costs amount to 40% of the total budget. The resulting cost-benefit ratio is completely unsatisfactory.

During the year 2018, still no project co-operations were prepared. Rather, the work concentrated on revision of the PRODOC and mainly on analyses, surveys and studies. According to the project administration 565.718 USD were charged for this in calendar year 2018. The quality of the numerous studies and documents produced during that period shall not be judged at this point. However, it should be recalled - as one indication of a less efficient and cost-saving approach, - that five out of the original 15 priority sectors were initially shortlisted and only the building construction sector was left at the end.

The project design proposes the position of an international CTA. After the initial holder of the post left, the position was not re-publicized. As a former candidate for the advertised position - not successful at that time, - the current CTA was just directly appointed.

Due to a denial of a work permit, the current CTA is stationed in Dar es Salaam and unable to visit the project since almost one year. Despite intensive enquiries, no comprehensible answer could explain this situation. At this point in time there is no new information suggesting that this situation will change. Nevertheless, ILO continues to constantly charge expenditures for an international key staff to the donor - as presented in the expenditure table above - since the very beginning of the project. Even though, remote management in the special case of this highly complex project is not considered as very efficient. ILO's inability to make a long overdue decision can only be described as a managerial incapacity.

So far only 5% of the budget line "MoUs and Implementation Agreements" have been spent - compared to 40% of the estimated personnel costs. This ratio of expenditures must be compared in particular with the overview table of initiated project co-operations so far in chapter 5.3.

- 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?

⁹ The initial table provided by the project office showed this as summary of project expenditures for November 2018 to November 2019 but it was later admitted as a mistake. As per the Office, this data represent expenditures from January 2018 to November 2019.

Project activities are far behind schedule. Concrete project activities were found in only two cases. Factors that hinder service delivery lie in the following areas:

- Among potential co-operation partners in the private sector, all respondents describe the demanded cost sharing as too high and unattractive in relation to the expected benefits.
- Among potential co-operation partners in the public sector, all respondents declare that they operate within annual fixed budgets (from July to June of a following year) and corresponding action plans and that they have no financial leeway for additional project.

Two other factors certainly also play an important role in the very poor progress of the project.

- The Rwandan government has put together extensive packages of measures and has numerous promotional instruments at its disposal, particularly in the key sector of garments and tailoring (subsidies, start-up financing, guarantees, credits, and much more). This does not necessarily make project offers more attractive.
- The project team is relatively weak and inexperienced and of course not complete. Thus, the team leader of the project has been missing for a year. In addition, it was not clear to what extent the position of a liaison officer, based at MIFOTRA, can be used for concrete project activities. And, the full-time position for monitoring has so far only been active to a small extent within the actual core area and could possibly have been used elsewhere.

So many shortcomings have been highlighted in the course of this report. Therefore at this point listing of necessary counter measures does not seem appropriate.

- To what extent did the project leverage resources to promote gender equality and non-discrimination?

This question does not seem relevant in view of the low level of project success to date. There are no findings on this subject.

5.5 Impact Orientation and Sustainability

- What level of influence is the project having on reduction of the decent-work deficits for informally employed women and youth in the selected sectors and other areas of policies and practices at national and subnational levels?

The project impacts achieved so far are almost negligible in terms of reduction of the decent-work deficits for informally employed women and youth as well as in other sectors of policies and practices at national and subnational level.

The low number of so far concluded co-operation agreements is mentioned in detailed tables in chapter 5.3.

The document “Progress report including implementation of quick wins - October 2019” mentions quite some so called “quick wins”. But the level of achievement of mentioned “works in progress” is difficult to identify in it. The following table on the events, orga-

nized by the project so far, is considered a more reliable indicator. This table was compiled by the Liaison Officer. It hardly includes any events that go beyond the obligatory meetings of the steering and technical committees.

Workshops organized by the project so far

No	Event	Date	Participants
1	Presentation of New Project document to the stakeholders	14 ^h February 2019	33 Project stakeholders
2	Validation of studies in Building construction	28 ^h August 2019	22 Project stakeholders in building and construction sector
3	1 st Technical Working Group (TWG) Meeting	28 th March 2019	Nominated members & project team
4	1 st Project Steering Committee (STECOMA) Meeting	02 nd April 2019	Nominated members & project team
5	Training workshop on Market Systems Development Approach	06 th to 09 th May 2019	Members of TWG and project team
6	2 nd Technical Working Group Meeting	10 th May 2019	Members of TWG and project team
7	2 nd Project Steering Committee Meeting	31 st May 2019	Members of PSC and project team
8	3 rd Technical Working Group (TWG) Meeting	23 rd Oct 2019	Members of TWG and project team

Source: Liaison Officer of ILO project Kigali, December 2019

- Is the project contributing to expand the knowledge base and build evidence regarding the project outcomes and impacts?

So far, achieved outcomes of the project have been so sparse and selective that an evaluation and validation does not make sense at all. Building evidence regarding project outcomes and impacts as well as analyzing and/or selecting lessons learned is absolutely unrealistic.

- To which extent are the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (Explicitly or implicitly)?

None of the previously formulated expectations can so far be measured and/or evaluated.

5.6 Gender Equality and Non-Discrimination

Making statements about gender and/or non-discrimination in the current implementation situation of the project would not be serious. There is no reliable evidence for this.

The only final target group reached so far directly by the project included the 150 painters mentioned above - 19 of them young women.

Although there is an overwhelming variety of monitoring tools, there is no active monitoring that delivers concrete results and/or feedbacks for project steering and management considering gender aspects.

6. Main Findings and Conclusions

The following findings are structured along the thematic topics (i) Planning and Design, (ii) Financial Aspects and Budgeting, (iii) Management, (iv) "Projects" funded so far and (v) Steering Mechanisms and Monitoring.

Planning and Design

1. It is repeatedly described that the Market Systems Development, MSD approach requires detailed analyses of existing market structures and vocational fields for specific targeting. However, from an initial pre-selection of 15 sectors, five were shortlisted and ultimately only one of them was pursued further in the project concept. (The initially pre-selected wholesale sector was dropped again.) That leads to the question of whether this extremely time-consuming approach was appropriate.
2. In response to the donor's wish to take Sida's Market Development Approach into account, ILO decided to apply MSD principles. But, together with staff turnover¹⁰ and changing responsibilities, the "innovative" project design ended up in a finally rather inconsistent and difficult to implement concept.
3. Anyone who has followed Rwanda's development in recent years knows that the construction sector has an enormous potential, offers by far the largest number of non-agricultural job opportunities, and more than 95% of workers there suffer from precarious employment conditions. Given that the project could only cover one or two sectors, it wonders why such an elaborate selection process was chosen and financed.
4. The current project concept is, after repeated amendments, very different from the initial version, which was not based on the MSD approach. According to sector two of the current concept, garment and tailoring, this sector was not even represented in the initial elaborate selection process. This sector was rather chosen retrospectively for political and gender-related reasons: tailoring as a female dominated vocational sector (see chapter 5.2).
5. The Market Systems Approach, MSD is an impressive development concept from a theoretical-academic point of view. In that case, it didn't work. The question of whether this is due to implementation practice, the existing political and economic framework conditions or the approach itself must remain unanswered at this point (see last paragraph of chapter 2.1 and 2.2).

¹⁰ The replacement of the initial CTA took effect in mid-October 2018 after an interim period of July to October 2018 (for details please refer to the overview table in chapter 5.2).

6. The Rwandan government has put together extensive packages of measures and promotional instruments for the support of economic development and the creation of new jobs. Many structures that appear at first glance to be private sector initiatives are ultimately subsidized or mandated by the state to finance themselves through ordinances and/or decrees (among others e.g. corporations under public law) (see end of chapter 5.4).
7. For the ILO project, this frequently means that co-funding is often submitted as co-operation project, even though it represents an original core task of the respective stakeholder. Altogether, Rwanda's specific market structure does not appear to have been sufficiently reflected in the project concept.
8. During the year 2018, still no project co-operations were prepared. However, it is clear that for revision of the PRODOC, diverse analyses, surveys and studies carried out, a total of 565.718 USD was charged, including staff costs (see chapter 5.4).

Financial Aspects and Budgeting

9. The project has a scheduled duration of 40 months and a total available budget of 4,662,167 USD. In detail, only the budget line "MoUs and Implementation Agreements" can be regarded as a direct support of the beneficiaries. This available budget amounts to only 13 % of the total as "the budget that directly benefits the defined target groups".
10. Consequently, so called transaction costs - including especially staff costs of 40% - amount to 87 % of the budget. This may be partly due to the MSD approach, but is nevertheless unacceptable¹¹.
11. The budget line "Seminars and Workshops" could possibly be partly allocated to the target group, which was so far not the case (see table in chapter 5.5). However, a clear allocation could not be made by the accounting department.
12. Budget lines such as "Travel Project Staff" or "National and International Consultants" are "hidden running costs". Under the title "Project Direct Activity Costs", these have no place at this point and obscure the actual cost overview and allocation (please refer to box 3. "Project Direct Activity Costs" of the cost breakdown in chapter 5.4).
13. The backstopping effort also appears to be extremely high at almost 4% of the total budget. And the location as direct activity costs is also incorrect, since backstopping cannot be regarded as a direct service to the project beneficiaries (see chapter 5.4).

Management

14. The project design proposes the position of an international CTA. After the initial holder of the post left, it was not re-publicized. Due to a denial of a working permit - the reasons for which can only be speculated - the current CTA is now stationed

¹¹ Many donors simply refuse to allow running costs to exceed half of a budget, even for projects with strong "software components" such as education, sensitization, awareness raising etc.

in Dar es Salaam and unable to visit the project since almost one year. At this point, in time there is no new information suggesting that this situation will change.

15. For almost one year now, the Chief Technical Adviser, CTA has not been on the ground. Consequently, to a large extent the contractually agreed services could not be provided. However, as reported by the administration, the corresponding cost unit is billed continuously and in full (see expenditure table in chapter 5.4).
16. As a result, the project team in Kigali has no leadership at all, and that although very strong leadership would be absolutely essential in this project.
17. In addition, the current project personnel were only prepared for the highly ambitious MSD approach within a quick course and do not actually have the necessary qualifications and the understanding for the methodical MSD instruments.
18. In organizational development, the so-called worst case describes a situation in which employees have in fact departed from their work internally. This means that employees no longer feel able to achieve set goals, but do not want to lose their jobs. That seems to be at least partially the case in this project.

“Projects” (MoUs and Implementation Agreements)

19. The project has so far concluded four co-operation agreements. In addition to an agreement with MIFOTRA, three agreements are classified as private sector agreements.
20. Only within the co-operation with AMACO PAINTS Ltd. concrete results could be examined within a group discussion with the direct target group (see annex 3). These young painters (150 young people, 19 women among them) had been trained for five days.
21. Considering the other three co-operations, activities at the Institution of Engineers are at the beginning, and for the other two there are still almost no activities at all.
22. So far only 5% of the budget line “MoUs and Implementation Agreements” have been spent - compared to 40% of the estimated personnel costs. So far as well only 5% of the pre-defined final beneficiaries have been reached (3,000 youth and women).
23. Apart from the project with AMACO, the extent to which the actual target group (the informally working poor) will be the final beneficiaries of planned activities can be discussed.
24. In general, the cost sharing required by the project is considered too high, if not unreasonable. Representatives of national organizations refer to their binding annual plans (from July to June), which do not allow any financial flexibility. Representatives of the private sector described their "benefit" as too expensive. And also AMACO wants to renegotiate before signing a subsequent co-operation project.

Steering Mechanisms and Monitoring

25. The Rwandan government, represented by the Ministry for Public Service and Labor, MIFOTRA, has been given responsibilities of chairing both Steering and Technical committees in order to follow up project implementation (see chapter 5.3, table of composition of the steering committee and as well list of contacted persons in annex 2).
26. Rwandan government offers a variety of funding, co-funding, credits and/or guarantee instruments, in addition to which the co-operation modalities offered by the project may not be very attractive.
27. Private sector interest in the project was rated as relatively low by various interlocutors.
28. The two committees, a technical committee with 27 members, and steering committee with 18 members appear disproportionately high for this project. It is not possible to say to what extent both committees played a role in the failure of the project.
29. The permanent filling of a full-time position for monitoring since the very beginning of the project seems inappropriate. In this context, the question of the concrete tasks of the liaison officer at the MIFOTRA also arises (see chapters 5.2 and 5.3).

7. Recommendations and Lessons Learnt

7.1 Recommendations

1. The project's co-operation offers made so far are apparently not really interesting for stakeholders - for whatever reasons. For a continuation the incentive system would need in particular to significantly reduce, if not eliminate, the financing contributions of partners. However, this would require a complete restructuring of the current modalities of co-operation.

To do so would require enormous resources of time and funds for a detailed analysis and re-adjustment. And a temporary suspension of project activities would be unavoidable. In addition this would be inconsistent with the ambition to facilitate solutions that can become self-sustained by the partners. Certainly, in this case new partners who are willing to make their contribution should also be sought.

Addressed to:	ILO and stakeholders
Priority:	High
Implication of resources:	High
Need for action:	Short term

2. Conceptual MSD documents refer to the very high demands on specially trained personnel. In contrast, various discussion partners repeatedly addressed professional weaknesses of the current team. Thus, for an appropriate continuation of the project, a completely new team would have to be recruited and/or the existing one would have to be fundamentally re-qualified.

This type of training and/or recruitment of new staff would probably take about one year and would also in this case make a temporary suspension unavoidable.

Addressed to:	ILO and stakeholders
---------------	----------------------

Priority: High
Implication of resources: Middle
Need for action: Short term

3. An acquisition and communication offensive could lead to more signed MoUs and Implementation Agreements. For this purpose, additional personnel resources could be internally reallocated, at least temporarily (e.g. support by liaison and monitoring officer).

In addition to the small number of co-operation agreements signed to date (4), the number of other promising potential projects, currently under negotiation, also argues against this option. And, also the high number of particular unsuccessful acquisition visits, executed by project staff in the past, stands against this option.

Addressed to: ILO, tripartite partners, project team
Priority: High
Implication of resources: Low
Need for action: Short term

4. The permanent presence of a highly qualified team leader on site would be essential for any kind of project continuation, whether it should be an international or national expert.

Rwandan government has refused a residence permit to the ILO nominated CTA. And a repetition of this situation could not be excluded and would be very costly to the project and the funder. But, this project requires the presence of a strong and, above all, independent leader for negotiations with government agencies and other project partners “at eye level”

Addressed to: ILO, Rwandan government and funder
Priority: High
Implication of resources: High
Need for action: Short term

7.2 Lessons Learnt

1. Although otherwise agreed, the team leader recruited by the ILO was refused a work visa in Rwanda. The reasons for this could not be found out despite intensive and repeated efforts during the evaluation in Rwanda. The ILO therefore located the CTA (project team leader) in Dar es Salaam, with a hope that an amicable solution would be found. This however did not resolve the issue since the CTA could never visit Rwanda. As a consequence, this meant that the project team has been working without a team leader for about a year. Since that time the team leader is based in Dar es Salaam in the ILO Country Office and could never come to Rwanda.

The evaluator considers this as inappropriate decision. Whether a temporary suspension of the project operation or with the replacement of the CTA: Anything would have been better than a so-called “remote management” - with accounting of the full personnel costs.

2. The Market Systems Development Approach, MSD is still a relatively new project approach. On the one hand, it is considered to be very innovative, but on the other hand it poses great challenges. The implementation requires very experienced project personnel as well as an economic climate that motivates employers in particular to

make a social commitment. Without being able to rely on a detailed analysis, both preconditions were probably not met to the necessary extent.

Despite a very considerable effort in terms of scientific studies and labor market analyses, the concrete feasibility of the project was apparently not sufficiently examined. In any case, this assumption suggests the extremely poor track record.



International Labour Organization

TERMS OF REFERENCE (TOR):

**INDEPENDENT MID-TERM EVALUATION OF
PROMOTING DECENT WORK IN RWANDA'S INFORMAL
ECONOMY (BONEZA UMURIMO) PROJECT**

Final version

Project Title:	Promoting Decent Work in Rwanda's Informal Economy (Boneza Umurimo)
Project Code	RWA/17/04/SWE
Administrative Unit	CO-Dar es Salaam
Donor	Swedish Embassy in Kigali, Rwanda
Budget	USD 4,662,166.51
Implementation period	May 2017 - October 2021
ILO Technical Units	SKILLS, EMPLAB, INWORK, SOCPRO, LABADMIN/OSH, FUNDAMENTALS, DIALOGUE, NORMES, ITC-ILO and ENTERPRISES (the Lab)
Type of evaluation	Independent Mid-term Evaluation
Date of evaluation	November 2019 - January 2020
Evaluation Manager	Ricardo Furman Senior Monitoring and Evaluation Officer, ILO Regional Office for Africa

BACKGROUND INFORMATION

The International Labour Organization, with the financial support of the Embassy of Sweden, in Rwanda, is implementing the four-year ‘Promoting Decent Work in Rwanda’s Informal Economy’ project to address decent work deficits for women and young people that work in the tailoring and garments sector.

This project will make a substantive contribution Rwanda’s Decent Work Country Programme’s Priority 1 that seeks the creation of more and better quality employment opportunities for Youth and Women. The project will also contribute to ILO P&B Outcome 6 - Formalization of the Informal Economy, as well as Outcome 7 - Promoting Safe Work and Workplace Compliance. The project is aligned to the global SDG pledge to leave no one behind. This project will contribute to a number of Sustainable Development Goals (2015-2030), especially Goal 8 on Decent work and economic growth, and its targets to achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value, and protect labour rights and promote safe and secure working environments for all workers, including those in precarious employment.

To address the decent work deficits present in the informal economy in Rwanda, the project uses a market systems approach to decent work with a targeted focus on the targeted sectors. The application of this methodology is supported by ILO’s project, The LAB. The project also benefits from the support of technical specialists based at ILO CO Dar es Salaam and ILO CO Harare. The approach is directed at reducing poverty and decent work deficits among women and youth through skills enhancement, improved working conditions and also creating incentives for actors - both private and public – to try and develop innovations which support stronger, more coherent and more inclusive markets.

The project’s development objective and the impact to which the project is intended to contribute, is “Better living conditions in Rwanda through reduced decent work deficits”.

The immediate objective of the project is addressing decent work deficits faced by women and youth working informally in selected sectors.

The project sectors of focus are the following:

- i. Garment and Tailoring Sector;
- ii. Building Construction Sector

The expected results from this project include:

- Increased number of large and small businesses adopting strategies for improved working conditions
- More income and earnings as a result of project interventions
- Increased number of informal economy workers subject to improved working conditions
- Improved capacity of social partners (motivation/ willingness) for dialogue in promoting decent work more effectively

- The project target group is the informally working poor, particularly women and youth, in urban and peri-urban areas.

Promoting Decent Work in Rwanda's Informal Economy is expected to improve the capacity and motivation or willingness of market actors including social partners to promote decent work more effectively and in order to deliver greater scale and impact on more and better jobs for Women and Youth in Rwanda's Informal Economy. The project strategy is based on a Market Systems Development approach that will address the underlying causes of poor performance in specific markets that matter to people living in poverty and decent work deficits, in order to create lasting changes that have a large-scale impact. Based on market systems analyses conducted in two sectors, the root causes to key market constraints to better working conditions have been identified such that targeted interventions can be designed to stimulate systemic change. This will enable the project to promote decent work for women and youth in Rwanda's informal economy in the two target sectors in a way which will be sustained long after the project leaves.

The MSD approach that the project follow has the following key principles and aims:

- Adopts a poverty perspective – reaching the poor and vulnerable
- Applies systemic approach – seeking systemic change
- Addresses root causes – not symptoms
- Has potential to impact many – aims for scale
- Uses facilitation as key method – not direct delivery
- Seeks sustainable solutions – self-sustained after project ends
- Uses adaptive management – monitoring, reflection, learning and flexibility

Project Design (May-November 2017) and Inception Phase (November 2017 – June 2018)

A 12 months of design and inception phases resulted in a stakeholder validated selection of Building construction and Garments & Tailoring Subsectors based on target group (Women and Youth) relevance, opportunity and feasibility or likelihood of success on promoting Decent Work in Rwanda's Informal Economy. After the design phase, the objective of the inception phase were to (1) establish a functional Project Office, (2) identify the root causes of and inclusive solutions for Decent Work deficits in the selected sectors, and (3) formulate related key performance indicators for the development of a robust Monitoring and Results Measurement system in line with the Donor Committee for Enterprise Development (DCED) Standard.

The sector selection process was therefore followed by a Market Systems Analysis (MSA) in each sector to identify the root causes of Decent Work deficits and with wider market actors and stakeholder consultations, craft recommendations on possible actions to address incentives, modify behaviors and relationships among actors. Supporters of market systems approaches believe that the best way to help people out of poverty or decent work deficits in this

case, is to address the underlying causes of market failure. Rather than focus broadly on macro-economic problems or individually symptoms observed among specific businesses or families, they instead look at the ways poor people and businesses interact in particular sectors. By analyzing and understanding this, they can help make systemic changes that create lasting, inclusive growth and decent jobs.

Project Implementation Phase (July 2018 – October 2021)

After the project inception phase, the project implementation is currently underway. The study reports from the validated market systems analysis in Building Construction and Garment & Tailoring were published and became a foundational resource for the final revision of the project document. The market systems analysis findings and recommendations, even as they necessitated a project document revision, also made it necessary for intervention results chains to be revised. With support from The LAB project in Geneva, intervention results chains for the revised project approach underwent a comprehensive review with the adjusted intervention chains completed by August 2018. New results measurement tools were also developed. The revised project document, budget and logframe were approved by Sweden and ILO in November 2018. The revised project document while maintaining a market systems development strategy and approach, also lays focus on skills development, enterprise development, increased earnings, improved sector coordination mechanisms and linkages, improved working conditions, and attempts to impact the regulatory framework for working condition improvement in target sectors with increased awareness by sector players. The rationale is that ultimately the project triggers the creation of self-propelled market systems which are sustainable and replicable and promote decent work.

Project Management Arrangements

The project is managed by a Chief Technical Adviser that reports to the Director of the ILO CO Dar es Salaam. The Project Management Team comprises other staff as follows:

- A National Project Coordinator who is coordinating the project's interventions in the building and construction sector using the market systems approach.
- A National Project Coordinator who is coordinating the project's interventions in the garments and tailoring sector using the market systems approach.
- A National Project Officer responsible for monitoring and evaluation and, responsible for the results measurement system, and for supporting implementation of outcomes
- A National Project Officer supporting partnerships and coordination and, responsible for the liaison and reporting to the Government of Rwanda through MIFOTRA, and for supporting implementation of outcomes.

The technical staff are supported by a finance and administration officer and a driver.

1. PURPOSE, OBJECTIVES, SCOPE AND CLIENTS 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 will be managed by ILO/EVAL through ILO officer certified as evaluation manager and implemented by independent evaluators.

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:

9. 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 and corrective actions the project could take;
10. Analyse the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes and impacts; including unexpected results.
11. Analyse and assess, in particular, if and how the market systems development (MSD) approach has been understood, applied, adhered to and made use of in the design and implementation of the project.
12. Review the institutional set-up, capacity for project implementation, including knowledge about and experience from applying the MSD approach, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
13. Review the strategies for sustainability, particularly in light of the MSD approach;

14. Identify the contributions of the project to the National Development Plan, the SDGs, the ILO objectives and its synergy with other projects and programs;

15. Identify lessons and potential good practices for the key stakeholders.

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 May 2017 – October 2019 (from design to implementation so far). The evaluation will cover all the planned activities, outputs and outcomes under the project, with particular attention to synergies between the components and contribution to national policies and programmes. The evaluation should help to understand how and why the project has obtained, or not, the specific results from output to potential impacts.

The evaluation will integrate gender equality as a cross-cutting concern throughout its deliverables and process. It should be addressed in line with EVAL guidance note n° 4 and Guidance Note n° 7 to ensure stakeholder participation. Furthermore, it should pay attention to issues related to social dialogue and international labour standards.

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

Clients

The principal audiences for this evaluation are the Governments of Rwanda, the social partners, the national and local project partners, Embassy of Sweden in Kigali and ILO (ILO CO Rwanda, the project team, as well as other relevant ILO policy departments, branches and programmes).

2. REVIEW CRITERIA AND KEY EVALUATION QUESTIONS

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:

(https://www.ilo.org/wcmsp5/groups/public/---ed_mas/--eval/documents/publication/wcms_571339.pdf)

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

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

Key Evaluation Questions

The evaluator shall examine the following key issues:

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, DWCP 2018-22, the SDGs, as well as ILO P&B Outcome 6 - Formalization of the Informal Economy, as well as Outcome 7 - Promoting Safe Work and Workplace Compliance?
- 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

- To what extent and how does the project address the major root causes of the decent-work deficits identified for the target group – informally employed women and youth in the two sectors selected – in Rwanda and respond to it?
- To what extent did the problem analysis identify its differential impact on men and women and on vulnerable groups (people living poverty, informally employed etc.)?
- To what extent the project is aligned to the MSD approach?
- To what extent is the project realistic (in terms of expected outputs, outcome and impact) given the proposed intervention logic, time and resources available and the social, economic and political environment?
- To what extent has the project integrated ILO cross cutting themes (such as ILS, tripartism, and gender and no-discrimination) 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?
- To what extent does the elements presented in the points above have been articulated in a comprehensive and systemic Theory of change that can guide project implementation towards the project objectives

i) Effectiveness:

- What progress has been made towards achieving the overall project outputs/objectives/outcomes, identifying factors affecting project implementation (positively and negatively)?
- Has the management and governance structure put in place worked strategically with all key stakeholders and partners in Rwanda, 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?
- To what extent is the monitoring and evaluation system results-based and to what extent is it being used to take management decisions?
- 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?
- To what extent did the project leverage resources to promote gender equality and nondiscrimination

k) Impact orientation and sustainability

- What level of influence is the project having on reduction of the decent-work deficits for informally employed women and youth in the selected sectors and other areas of policies and practices at national and subnational levels?
- Is the project contributing to expand the knowledge base and build evidence regarding the project outcomes and impacts?
- To which extent are 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, such as people living in poverty, youth and informally employed, if so which ones?

3. 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

Key informant interviews with project staff, relevant ILO specialists, GoR, 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 Rwanda: 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 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;

At the end of the field work the evaluation team will present preliminary findings to the project key stakeholders in a workshop to discuss and refine the findings and fill information gaps.

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 and triangulation 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 in the Inception report that has to be approved by the evaluation manger

4. MAIN DELIVERABLES

- a) An inception report - upon the review of available documents and an initial discussion with the project management and the donor (following EVAL Guidelines –Checklist 3). The inception report will:
 - Describe the conceptual framework that will be used to undertake the evaluation;
 - Describe briefly how the MSD approach is considered in the evaluation.
 - Elaborate the methodology proposed in the TOR with adjustments and precisions as required;
 - Set out the evaluation matrix to indicate how each evaluation will be answered in terms of evaluation indicators, data sources, (emphasizing triangulation as much as possible) data collection methods, and sampling
 - Selection criteria for locations to be visit ;
 - 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 guides to be used for interviews, observation, focal groups and other techniques that may be applied;
 - Set out the agenda for the stakeholders workshop;
 - Set out outline for the evaluation report;

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

- b) Stakeholders' (i.e. the Steering Committee, the Technical Working Group and the Donor) workshop to present preliminary findings at the end of field work phase. The evaluator will organize a half day meeting to discuss the preliminary findings of the evaluation after data collection is completed. The workshop will be technically organized by the evaluation team with the logistic support of the project.
- c) First draft of Evaluation Report (see outline below). The report will be reviewed methodologically by the evaluation manager. After that, it will be shared with all relevant stakeholders for two weeks for comments. The comments will be provided to the evaluator to arrive to a final version that integrates the comments.
- d) Final version of the evaluation report incorporating comments received (or a specific justification for not integrating a comment). The report should be no longer than 30

pages excluding annexes. The quality of the report will be assessed against the EVAL checklist 6. 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.

The final version is subjected to final approval by EVAL (after initial approval by the Evaluation manager/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:

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. Review of project results
9. Presentation of findings (by evaluation criteria)
10. Conclusions and Recommendations (including to whom they are addressed, resources required, priority and timing)
11. Lessons learnt and potential good practices
12. 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).

All reports, including drafts, will be written in English. Ownership of data from the evaluation rests jointly with the ILO and the evaluator. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

5. MANAGEMENT ARRANGEMENTS AND WORK PLAN

Evaluation Manager: the evaluation will be managed by Mr. Ricardo Furman, Senior Monitoring and Evaluation Officer, ILO Regional Office for Africa who has not had prior involvement in the project.

The Evaluation Manager is responsible for completing the following specific tasks:

- Draft and finalize the evaluation TOR with inputs from key stakeholders (draft TORs to be circulated for comments);
- Develop the Call 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;
- Approve the inception report
- 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 for anyone that has not been addressed) and meets ILO requirements.
- Share the report with EVAL for final approval and uploading in the public e-discovery repository.

Evaluator

Qualifications

- University Degree with minimum 7 years of experience in international project /program evaluation in undertaking evaluations of similar projects preferably in sub/Saharan Africa;
- Expertise in the Market Systems Development (MSD) approach and its practical implications for project design, implementation and/or evaluation will be an asset.
- 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 experience in applying, qualitative and quantitative research methodologies including participatory approaches (mix methods);
- 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.

List of stakeholders to contact:

- Ministry of Public Service and Labour (MIFOTRA)
- Social Partners
- Representatives of the donor (SIDA) in Rwanda

- Project team
- ILO support units (CO-Dar es Salaam, DWT/CO-Pretoria, ILO technical unit at HQ and technical back stopper in ILO CO-Harare).
- Final beneficiaries (men and women)

The role 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 in November-January 2020.

List of Tasks	Responsible	Time line
Selection of the consultant and contract signing (TORs, 2 weeks Call for EoI and contract of selected consultant)	ILO EVAL Evaluation manager	October-early November 2019
Discussion with the Consultants (Skype) on the Project and the TOR	Evaluation manager	November 2019
Inception report development and approval	Evaluator and evaluation manager	25-29 November 2019
Field mission and stakeholders' workshop	Evaluator	2-13 December 2019
Draft evaluation report development	Evaluator	15-22 December 2019
Circulation of draft report among key stakeholders including donor for feedback	ILO EVAL Evaluation manager	23 rd December-10 January 2020
Consolidate feedback and share with the Consultant.	ILO EVAL Evaluation manager	13-14 January 2020
Final report submission, review and approval	EM and EVAL	January 2020

Proposed work days for the evaluation team

Phase	Responsible Person	Tasks	No of working days
I	Evaluator	<ul style="list-style-type: none"> o Briefing with the evaluation manager, the project team and ILO regional and HQ officers and the donor o Desk Review of programme related documents o Inception report 	5
II	Evaluator 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 – Dar es Salaam by Skype 	12
III	Evaluator	<ul style="list-style-type: none"> o Draft report based on consultations from field visits and desk review and the stakeholders' validation workshop 	8
IV	Evaluation Manager	<ul style="list-style-type: none"> o Quality check and initial review by Evaluation Manager o Circulate revised draft report to stakeholders o Consolidate comments of stakeholders and send to team leader 	0
V	Evaluator	<ul style="list-style-type: none"> o Finalize the report including explanations on why comments were not included 	2
TOTAL			27

Resources

Estimated resource requirements at this point:

- Evaluator: travel to Kigali and project target areas including flights and DSA days
- Honorarium for the evaluator: 27 days
- Local transportation in the country
- Stakeholders' workshop

ANNEX**RELEVANT POLICIES AND GUIDELINES**

ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd ed.

http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

Code of conduct form (To be signed by the evaluators)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

Checklist No. 3: Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

Checklist 5: preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

Checklist 6: rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

Template for lessons learnt and Emerging Good Practices

http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm

http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

Guidance note 7: Stakeholders participation in the ILO evaluation

https://www.ilo.org/global/docs/WCMS_165982/lang--en/index.htm

Guidance note 4: Integrating gender equality in the monitoring and evaluation of projects

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

Template for evaluation title page

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

Template for evaluation summary

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

UNEG Ethical Guidelines for Evaluation

<http://www.unevaluation.org/document/download/548>

Annex 2: (i) Work Schedule including Persons met, and (ii) Skype Interviews with Persons outside Rwanda

Dialogue partners who are also members of the steering or technical committee are marked in blue

NO	PERSONS TO MEET	INSTITUTIONS	POSITION	DATES	
				Date	Time
1	Ms. Emili Perez	Swedish Embassy	First Secretary and Program Manager (Member of Steering Committee)	2 nd Dec 2019	9h00 - 10h30
2	Briefing meeting with ILO project staff on the project and it's MSD use	ILO	ALEXANDER TWAHIRWA will be main in- country focal contact with the team in Ki- gali.	2 nd Dec 2019	11h00 - 12h30
3	Meetings with Sector Managers-ILO Project	ILO	Sector Manager-Building construction and sector manager Garment and Tailor- ing	2 nd Dec 2019	14h00 - 3h30
4	MR.MWAMBARI FAUSTIN	MIFOTRA	Acting Director General Labor and Em- ployment (Chairperson of Technical Working Group of the Project)	2 nd Dec 2019	04h00 - 5h00
5	ENGINEER.BONY EPI- MAQUE RUTEMBESA	Institution of Engi- neers (IER)	Executive Secretary (Partner and mem- ber of Technical working Group)	3 rd ,Dec 2019	9h00 - 10h30
6	MR. MUHIRE JANVIER	Rwanda Housing Authority (RHA)	Director Building Regulation & Profes- sional Services Unit	3 rd Dec 2019	11h00 - 12h00
7	MR. MANZI ERIC	Rwanda Workers' Trade Union Con- federation (CESTRAR)	General Secretary (Partner and member of Steering Committee)	3 rd Dec 2019	2h00 - 15h30
8	MR.MUNANA DAVID	Rwanda Associa- tion of Building and Public Works Con- tractors	Executive Secretary (Partner and mem- ber of Steering Committee)	3 rd Dec 2019	4h00 - 5h00

9	MR. ABDALLAH NZA-BANDORA	Rwanda Polytechnic	National Employment Coordinator (Member of Steering Committee)	4 th Dec 2019	9h00 - 10h30
10	Meetings with Sector Managers-ILO Project	ILO	Sector Manager-Building construction and sector manager Garment and Tailoring	4 th Dec 2019	11h00 - 12h30
11	One Trainee Focus group discussion meeting	Project & AMACO	Group of 10 painters (two women) who participated in a five days training conducted by AMACO Paints	4 rd Dec 2019	14h30 - 17h00
12	Meetings with Sector Managers-ILO Project	ILO	Sector Manager-Building construction and sector manager Garment and Tailoring	5 th Dec 2019	9h00 - 11h00
13	MR. HABYARIMANA EVARISTE	Trade Union of building, carpentry and craft workers- STECOMA	Deputy Secretary General in charge of membership development and trainings (Partner and Member of Technical Working Group)	5 th Dec 2019	11h30 - 12h30
14	MR.GASHEMA PETER	AMACO PAINTS LTD	Marketing Manager	5 th Dec 2019	2h00 - 3h30
	MR. NDAYISHIMIYE ISAIE		Finance Manager		
15	Toyin Abiodun	Ministry of Trade and Industry (MINI-COM)	Strategic Advisor to the PS and Hon. Minister	6 th Dec 2019	9h00 - 10h30
	Habyarimana Jacques		SME Business Development Policy Specialist (Member of Technical Working Group)		
16	Gun Eriksson Skoog	Country Office Dar es Salaam	Senior Technical Officer in Enterprise and Livelihoods Development (Backstopper and Vice chairperson Technical working Group)	6 th Dec 2019	11h00 - 12h00

17	Kampeta SAYINZOGA	National Industrial Research and Development Agency (NIRDA)	Director General	9th Dec 2019	9h30 - 10h30	
	Annette MUK-AYIRANGA		Industrial Development Analyst (Member of Technical Working Group)			
18	Betty ABatoni	Private Sector Federation (PSF)	Technical Advisor	9th Dec 2019	11h00 - 12h00	
19	Jerome Mugabo	Kigali Garment Center	Managing Director (Member of Technical Working Group)	9th Dec 2019	14h00 - 15h30	
20	Individual meetings with ILO Project Staff	ILO-Project	-	10th Dec 2019	9h00 - 11h00	
21	Karen N Uwera	Rwanda Fashion Designers Association	Chairperson (Member of Technical Working Group)	10th Dec 2019	11h30 - 12h00	
22	Elie Nyirumuringa	Business Development fund	Leasing Officer	10th Dec 2019	14h00 - 15h00	
	Nkuusi Livingstone		Branch Coordination Manager			
	John Kagarama		Head of Advisory and Consulting Department			
23	Emili Perez	Swedish Embassy	First Secretary and Program Manager (Member of Steering Committee)	10th Dec 2019	16h00 - 17h00	
24	Jealous Chirove	Country Office- Dar es Salaam	Employment Specialist (Vice chairperson of Steering Committee)	11th Dec 2019	10h30 - 11h30	
	Evaluator's Personal Time for preparation for consolidation of findings			11th Dec 2019	11h30 - 14h30	-
	Debriefing on the findings to the project team and ILO backstoppers			11th Dec 2019	14h30 - 17h00	-
	Preparation for consolidation of findings and presentation to be made in stakeholders meeting			12th Dec 2019		
	Workshop Presentation of findings to the project stakeholders (power point presentation and preliminary discussion) and travel back to Germany			13th Dec 2019	09h00 - 12h00	-

Skype Interviews with persons outside Rwanda

Name	Function	Location	Date
Grace Tiberondwa Sebageni	Chief Technical Advisor	Country Office- Dar es Salaam	19 th Nov 2019
Grace Tiberondwa Sebageni	Chief Technical Advisor	Country Office- Dar es Salaam	26 th Nov 2019
Merten Sievers	Backstopper “The LAB”	Geneva	27 th Nov 2019
Steve Hartrich	Backstopper “The LAB”	Geneva	29 th Nov 2019
Aatif Somji	Backstopper “The LAB”	Geneva	28 th Nov 2019
Gun Eriksson Skoog	Backstopper, Vice chairperson Technical working Group	Country Office - Dar es Salaam	6 th Dec 2019
Wellington Chibebe	Regional Director	Country Office - Dar es Salaam	12 th Dec 2019

Annex 3: Presentation of targeting and content of the signed agreements so far

Fact Sheet 1	
Type of document:	IA with Private Sector Federation
Sector:	Garment/Tailoring
Title of cooperation:	Organizing Independent and Scattered Tailors into Joint Production Business Entities
Implementation period:	Jan – June 2020
Budget in USD:	PSF Contribution 50,500/Project contribution 50,000
Key activities:	<ol style="list-style-type: none"> 1. Running awareness and mobilization campaigns among scattered tailors on the benefits and incentives of forming collective and joint ventures 2. Supporting interested independent tailors to establish joint commercial enterprises 3. Expanding the capacity of PSF to offer service incentives to the newly established joint ventures 4. Revamping the capacities of the tailors' and designers' associations to offer services to members 5. At least 30 joint venture businesses of not less than 10 independent tailors established in Kigali 6. Make sure that all established joint ventures are accessing to services provided by PSF in the garments sector 7. Make awareness of the benefits of getting organized and incentives provided by PSF.
Percentage performed to date:	15%

Fact Sheet 2	
Type of document:	Partnership Agreement (AMACO PAINTS LTD)
Sector:	Building Construction sector
Title of cooperation:	Upgrading skills of low-skilled workers (women and youth)
Implementation period:	25th July 2019 - 21st July 2020
Budget in USD:	Contribution of Amaco = 42,842 / Contribution of Project= 32,967
Key activities:	<ol style="list-style-type: none"> 1. Develop course modules basing on existing curriculum to be used in training of painters without experience 2. Organize workshop for training of trainers. 3. Develop criteria's to be used in selecting of painters to be trained 4. Conduct a survey with a target of listing operating painters and interested youth in the carrier 5. Locating and grouping painters in zones (contacting and interviewing personally each painter and updating the list with dealers) 6. Organize training workshops (hiring hotels, meals etc.) 7. Produce consumables (materials) to be used in training workshops 8. Conduct trainings on basis of developed module and derived training plan (periderm for trainees) 9. Monitor in-company training 10. Conduct awareness raising of painters profession and painting products for customer loyalty.
Percentage performed to date:	60%

Fact Sheet 3	
Type of document:	Partnership Agreement (INSTITUTION OF ENGINEERS OF RWANDA-IER)
Sector:	Building Construction sector
Title of cooperation:	Raising awareness of labor laws; increasing the level of compliance through inspections and building capacities of engineers through continuous professional developments (CPDs).
Implementation period:	15th July 2019 – 14th April 2020
Budget in USD:	Contribution of Engineers =34,038/ Contribution of Project=33,230
Key activities:	<ol style="list-style-type: none"> 1. Develop an awareness campaign materials to be used in workshop to raise economic case through Government institutions and professional talk on working conditions 2. Develop Training Needs Assessments in working conditions (TNAs) 3. Develop Training Manual and modules on working conditions 4. Develop a system to guide the process of awarding credits and certificates 5. Conduct two training workshops for Engineers on working conditions 6. Organize the launch of the program (training on working conditions) to be the future work of Institution of engineers through its Continues Professional Development 7. Organize two workshops to review IER compliance Inspection Form 8. Organize two working sessions to develop guidelines to define work processes and procedures 9. Organize one technical training session for the inspection teams in to conduct inspection. 10. Conduct at least 60 days inspections on identified Construction Sites and develop an inspection report to be shared.
Percentage performed to date:	40%

Fact Sheet 4	
Type of document:	Memorandum of Understanding-MoU (MINISTRY OF PUBLIC SERVICE AND LABOUR-MIFOTRA)
Sector:	Building Construction sector
Title of cooperation:	<ol style="list-style-type: none"> 1. Raise awareness on labor laws, enforce it through compliance for better working conditions; 2. Promotion of social dialogue through building capacities of social partners and strengthening of coordination mechanism in the sector.
Implementation period:	2nd December 2019 – 30th August 2021
Budget in USD:	Contribution of Engineers = 131,892/ Contribution of Project= 128,649
Key activities:	<ol style="list-style-type: none"> 1. Produce materials to be used to raise awareness among business owners and employees 2. Develop and translate occupational safety and health (OSH) regulations to employers and employees 3. Develop a comprehensive compliance strategy as an approach to create a culture of compliance 4. Establish workers representatives and OSH committees in order to give platform for workers participation 5. Conduct compliance fora on labor standards and decent work among employers and social partners 6. Strengthen coordination among social partners to enforce labor laws 7. Conduct labor inspections to enhance compliance with labor standards 8. Develop the capacities of social partners and workers representatives and OSH committees on new Labor law 9. Develop capacities of labor inspectors 10. Develop labor inspectors' mediation guide to harmonize mediation practices 11. Conclude collective bargaining framework in the sector
Percentage performed to date:	5%

Annex 4: Minutes of Focus Group Discussion

International Labor Organization (ILO) group discussion Minutes, of 10 AMACO paints training beneficiaries.

Presided by: Mr. Thomas Ranz, Independent Consultant

Prepared by: Richmond Runanira, Independent Translator
December 4th 2019

Context

The international Labor Organization Rwanda office held an evaluation session of ten painters who were among the beneficiaries of a training cycle, conducted by AMACO Paints, a local paints manufacturer. The session was held for five days and it attracted 150 participants, all involved in paints and painting trade. The training was sponsored by ILO.

In the presence of an independent evaluator, Mr. Thomas Ranz, the trainees/beneficiaries provided the information outlined below.

Composition of the Focus Group

Among the ten participants evaluated, three were female and seven were male. The evaluated group is within the youth age bracket. Most of the trainees are full time painters. They acquired additional technical skills in a five days on-the-job training. Their education level is dominantly in secondary school together with a few university graduates.

Topics of Discussion

Aspect 1

On the issue of working status: Micro entrepreneur vs employed

About one is employed, one self-employed while the big porting are Micro entrepreneurs in projects and in the absence of the work opportunities (low season) they double as casual workers in painting and masonry.

Aspect 2

How they all met:

They came to know each other through their working circles.

Aspect 3

Duration of the training and the content of the training:

The trainer AMACO paints conducted a 5-day training that introduced the trainees to theory knowledge of paint dynamics and practical skills on painting. Another interesting factor in the technical knowledge is cost estimation and budgeting that was valuable to avoid falling into loss.

Aspect 4

Value addition to their skills gained from the training:

The training was beneficial in the area of proper cost estimation, wages & salaries leading to the decrease of incurring loss.

Aspect 5

Rating the quality of the training on a degree of [0-3] 0=Poor, 1= Fair, 2= Average , 3= Excellent.

6/10 rated the training as excellent while the rest concluded it an average training, calling for more trainings in the future. The general observation the quality of the training is perceived to be of good quality.

Aspect 6

The relevance/ impact of the training vis-à-vis the income earned today:

There is a concern of lack of a certified document from the training which they think could be a supporting proof to their skills to compete on the labor market. Some participants the training was beneficial because today they are linked into working groups that became savings group 3 months on after the training and the results are good.

Aspect 7

The lessons learned and acquired knowledge on a personal level:

Painter-client education and recommendations on quality paint products.

Increased networking of good painters through the groups.

Cost estimation lesson has offered skills to better calculate profit or loss and technical details.

Time management in work projects was increased.

Management of resources through planning with facts was leading to service efficiency.

Making informed decision on the choice of paint products to suit the desired results, for example wall moisture paints.

Health related concerns, not all paints are smell-friendly meaning some paints have side effects that can be harmful to family clients.

Working relationship with AMACO paints facilitates painters to acquire paint products on credit basis, refundable once the client pays the painter.

Aspect 8

The announcement of the AMACO paints training to trainees:

The trainees were reached out by AMACO paints officials at their working sites to inform and register them for the training.

Aspect 9

Financial compensation of the 5 days of training:

During the 5 days training there was an allowance was facilitated to the trainees.

Aspect 10

Preference between fixed employment and casual work basis:

The majority number of prefer seeking a fixed monthly salary employment, however this would depend on the salary offer, otherwise their first choice remains casual work basis.

Annex 5: Lessons Learned

ILO Lesson Learned 1

Project Title: Promoting Decent Work in Rwanda’s Informal Economy

Project TC/SYMBOL: RWA/17/04/SWE

Name of Evaluator: Thomas Ranz Date: December 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.

<p>Brief description of lesson learned (link to specific action or task)</p>	<p>Although otherwise agreed, the team leader recruited by the ILO was refused a work visa in Rwanda. The reasons for this could not be found out despite intensive and repeated efforts during the evaluation in Rwanda. The ILO therefore located the CTA (project team leader) in Dar es Salaam, with a hope that an amicable solution would be found. This however did not resolve the issue since the CTA could never visit Rwanda. As a consequence, this meant that the project team has been working without a team leader for about a year. Since that time the team leader is based in Dar es Salaam in the ILO regional office and could never come to Rwanda.</p>
<p>Context and any related preconditions</p>	<p>The Decent Work Project is based on the so called Market Systems Development Approach, MSD</p>
<p>Targeted users / Beneficiaries</p>	<p>ILO Headquarters, Program Implementing Unit, ILO Country Office Dar es Salaam</p>
<p>Challenges /negative lessons - Causal factors</p>	<p>The evaluator considers permanent presence of the CTA in Tanzania as the result of an inappropriate decision. Whether with a temporary suspension of the project operation or with the replacement of the CTA: Anything would have been better than a so-called “remote management” - with accounting of the full personnel costs.</p>
<p>Success / Positive Issues - Causal factors</p>	<p>none</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>not applicable</p>

ILO Lesson Learned 2

Project Title: Promoting Decent Work in Rwanda’s Informal Economy

Project TC/SYMBOL: RWA/17/04/SWE

Name of Evaluator: Thomas Ranz Date: December 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.

<p>Brief description of lesson learned (link to specific action or task)</p>	<p>The Market Systems Development Approach, MSD is still a relatively new project approach. On the one hand, it is considered to be very innovative, but on the other hand it poses great challenges. The implementation requires very experienced project personnel as well as an economic climate that motivates employers in particular to make a social commitment. Without being able to rely on a detailed analysis, both preconditions were probably not met to the necessary extent.</p>
<p>Context and any related preconditions</p>	<p>The Decent Work Project is based on the highly complex so called Market Systems Development Approach, MSD</p>
<p>Targeted users / Beneficiaries</p>	<p>ILO Headquarters, Program Implementing Unit, ILO Regional Office Dar es Salaam</p>
<p>Challenges /negative lessons - Causal factors</p>	<p>Despite a very considerable effort in terms of scientific studies and labor market analyses, the concrete feasibility of the project was apparently not sufficiently examined. In any case, this assumption suggests the extremely poor track record.</p>
<p>Success / Positive Issues - Causal factors</p>	<p>none</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>not applicable</p>

Annex 6: Project Logframe of the revised PRODOC of November 2018

Project structure	Indicators	Means of verification	Assumptions
Development Objective “Better living conditions in Rwanda through reduced decent work deficits”.	<ul style="list-style-type: none"> - Net number of new businesses² adopting strategies for improved working conditions; more income and earnings as a result of ILO intervention - Number of informal economy workers with improved and effective labour rights and legislation; - Change in number of informal workers with improved social security coverage, incomes or OSH protection³; 	<ul style="list-style-type: none"> • Monitoring and Results Measurement System; • Worker and enterprise surveys • Semi-Annual Progress Reports 	<ul style="list-style-type: none"> • Garment/Tailoring and Construction sectors continue to grow and provide business opportunities and markets for MSEs in the Informal Economy. • MSEs continue to grow and create jobs for Women and Youth in the Informal Economy. • MSEs appreciate the business case for and are willing to invest in the mutually supportive inter-relationship between working
Immediate objective: Working conditions improved for informally working women and youth in the selected sectors			
Track 1: Outcomes for Garment & Tailoring Sector			
1 Informal economy women and youth skills in higher value-added tailoring/design and management improved for better earnings	<ul style="list-style-type: none"> - Change in number of low income women or youth who have improved skills in advanced tailoring and design by Oct. 2021 - Number of MSEs, Women and Youth reporting attributable increase in income or another dimension of job quality 	<ul style="list-style-type: none"> • Project progress reports • Analytic and Awareness raising activity reports on 	<ul style="list-style-type: none"> • There are sustainable mechanisms for the extension of security to women and youth in the Garment/Tailoring
2 Industry coordination mechanisms operate without project assistance and support for sector growth and development	<ul style="list-style-type: none"> - Increased number of firms that utilize new mechanisms, e.g. social dialogue mechanisms at work place 	fundamental principles and rights at work <ul style="list-style-type: none"> • Project progress reports • Reports from employers’ and workers’ organisations • Micro-enterprise tailor surveys 	<ul style="list-style-type: none"> • Wide awareness of labour regulations and laws • National partners and informal economy actors are willing to engage in social dialogue for evidence based review and promotion of rights at work
3 Market access enhanced for independent tailors through improved local sourcing from larger companies, strengthening of niche markets, and/or improved business operations	<ul style="list-style-type: none"> - 1,000 MSEs reporting more than 5% attributable increase in annual income by Oct. 2021 - Increased number of firms that report improved (sales/labour input) productivity levels as a result of project intervention by Oct. 2021 		

Track 2: Outcomes for Building Construction Sector			
4 Technical skills upgraded to allow low-skilled women and youth upgrade to higher skilled, better paid positions with less exposure to OSH risks	<ul style="list-style-type: none"> - Attributable change in number women and youth who have completed skills development stimulated through project intervention by Oct. 2021 - Attributable change in number women and youth who found new or better employment after completing project stimulated skills development by Oct. 2021 	<ul style="list-style-type: none"> • Project progress reports • Enterprise and Worker Surveys 	<ul style="list-style-type: none"> • Contractors are willing to invest into on the job training • Availability of low-risk alternative training models • Business case for TVETs to offer short-term more affordable skills development courses • Relevant regulatory bodies (RHA, RPPA, One-Stop Centres) incentivised to reform laws to provide more coverage for workers
5 Rules and regulations strengthened to protect and incentivise contractors to invest in better working conditions for informal workers, including improved OSH, social security and incomes, among others	<ul style="list-style-type: none"> - 1,500 women and youth informally participating in the intervention models in Garment / Tailoring and Construction increase access to rights at work by Oct. 2021 - Change in number of workers exposed to better occupational safety health through improved utility of PPEs and/or preventative site safety culture by Oct. 2021. 	<ul style="list-style-type: none"> • MRM system • Training records at training institutions 	
Track 3: Action research on emerging opportunities on promoting decent work in Rwanda's informal economy			
Constraints and root causes for Decent Work Deficits continuously analysed for possible systemic solutions	<ul style="list-style-type: none"> - At least one document on lessons learned produced annually on constraints and root causes for decent work deficits. 	<ul style="list-style-type: none"> • MRM reports • Project progress report • Research reports 	<ul style="list-style-type: none"> • There are valid tools to assess constraints and root causes for decent work deficits. • Research findings are relevant and accessible for all stakeholders

² For a business to be counted under this indicator it needs to demonstrate an improvement (within a specified time period, e.g. the life span of the project at baseline and follow-up) in the working conditions through documented evidenced of:

- Formalization of employment contracts
- Increased income to workers
- Implementation of OSH measures or policy development
- Contribution to a national unemployment scheme
- Contribution to an industry skills development system
- Contribution to medical cover
- Contribution to pension schemes
- Dissemination of basic conditions of work
- Improved workplace cooperation (social dialogue)

³ "Improved" component of indicator to be designed by project, included in the project, agreed with the donor

Annex 7: Bibliography

- A Market Systems Approach, ILO, December 2016
- Building Construction Sector - Market Systems Analysis, 2018
- Draft Labor Legislation Report, Deficiencies in Rwanda, 2017
- EVAL Guidance Resources, BIT, November 2018
- Final Baseline Report, Construction Sector, August 2019
- Final Baseline Report, Tailoring and Garments, June 2019
- Final LAB support Framework for ILO Rwanda Project, April-November 2019
- Financial Statements June 2018, December 2018, June 2019, and September 2019
- First Project Document, PRODOC, 2017
- Final Report, Compliance-Risk-Assessment, Building Construction Sector, September 2019
- Final Report, Highly demanded Trades, Building Construction, October 2019
- Garments and Tailoring Sector - Market Systems Analysis, 2018
- ILO Code of Conduct Agreement for Evaluators, BIT
- Implementation Agreements ILO-PSF, ILO-IER, and ILO-AMACO
- Interventions Results Chains, 2018
- Lab MSD, Decent Work Training Kigali, May 2019
- Market Assessment for Rwandan Tailor Made Products, September 2019
- MIFOTRA, Comments on the Project Proposal, August 2018
- Minutes of Technical Working Group Meetings, 2018-2019
- Monitoring and Results Measurement Manual, November 2019
- MoU, ILO-MIFOTRA, November 2019
- MINICOM, "Made in Rwanda" Policy, November 2017
- Ministry of Trade and Industry, Strategy to Transform Textile, Apparel and Leather Sectors, April 2016
- Mission Report Rwanda, December 2018
- NIRDA, Textile and Garments Value Chain Report, September 2017
- Preparing the Evaluation Report, BIT, March 2014
- Presentation of Project's Annual Work Plan, October 2019
- Policy Guidelines for result based evaluation, BIT Genève
- Project Annual Work Plan 2019
- Project Progress Reports, June 2018, June 2019, and December 2019
- Report on Stakeholders' Meeting, February 2019
- Revised Project Document, PRODOC, November 2018
- Report for Validation Workshop for two Studies conducted by ILO Project, August 2019
- Rwanda National Strategy for Transformation 2017-2024
- Rwanda Sector Selection Report, 2017
- Strategy for Sweden's Cooperation with Rwanda, 2015-2019
- Training Report, Technical Working Group, 10, 2019