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Name of consultant(s): Ngonidzashe Marimo (Team Leader); Mahara Goteka (Team Member)

Name of Evaluation Manager: Matilda Dahlquist

Evaluation Office oversight: Ricardo Furman & Naomi Asukai

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*Ngonidashe Marimo, Team Leader
Mahara Goteka Youth and Enterprise Development Expert*

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Executive Summary

Project background

The Empowerment for Women and Youth Project (E4WAY) is a partnership between the ILO and the Government of Zimbabwe as part of the broader Youth and Women Empowerment (YWEP) project funded by the African Development Bank (AfDB). The main objective of the E4WAY project is the creation employment opportunities and improvement of incomes for women and youth in target Districts. The specific objectives of the project are:

- Promoting value addition for mopane worm, honey and horticulture produce to address the dual problem of post-harvest losses and low prices during the harvesting period which results from temporary oversupply and the short shelf-life of the products; and
- Development of an artisanal gold mining enterprise to support improvement of incomes of women involved in this activity whose economic benefits are currently trapped by large-scale mining companies with gold ore possessing facilities.

E4WAY supports the establishment of Anchor Processing Enterprises (AEs) to strengthen the efficiency of four targeted value chains (mopane worm, honey, horticulture, and gold milling). The intervention promotes value addition and better performance of local enterprises and cooperatives to leverage economies of scale by supplying inputs to the AE on a continuous and competitive basis. This model is based on the Market Systems Development (MSD) approach to address the core challenges of post-harvest losses, market-information asymmetry affecting rural producers and limited access to agricultural support systems.

E4WAY is implemented in four districts of Beitbridge, Guruve, Lupane, and Mutoko. Implementation began in March 2017 for an initial three years up to December 2020. It was expected to end in December 2021, however, was further extended by another eighteen months until 30 June 2022 to allow implementation of outstanding activities, such as the establishment of the Guruve Gold Milling Plant. The initial budget for the E4WAY project was US\$2,771,813, which was later increased to US\$3,271,813.

At the time of the evaluation only two AEs of the three were operational, horticulture processing in Mutoko and mopane worm processing in Beitbridge. In Lupane, work had begun to support honey production and processing.

Evaluation background

This final evaluation seeks to assess the extent to which the project was able to facilitate economic empowerment of youth and women with a specific focus on its ability to create inclusive markets for women and youths. The evaluation covers the period from inception until 30 August 2021.

It was framed according to the six key evaluation criteria of relevance, coherence and strategic fit, validity of design, progress and effectiveness, efficiency, effectiveness of management arrangements, and impact orientation and sustainability. A seventh criteria of “General” reviewed the extent to which recommendations of the Mid Term Review have been implemented.

The main clients of the evaluation included: (1) Government of Zimbabwe¹; (2) Tripartite Partners; (3) District level (Horticultural Farmers, Beekeepers and Artisanal and Small-Scale Miners and their respective business associations); (4) Implementer (ILO, CO-Harare, project team); (5) Backstopping offices and units (Technical backstopping offices (ILO DWT-Pretoria, ROAF) and ILO Enterprises Department (HQ)); and (6) Development partner (African Development Bank (AfDB)).

Methodology

Considering the objectives and evaluation criteria set out in the Terms of Reference (ToR) for the E4WAY project, the evaluation adopted a theory based cross-sectional design using mixed methods approaches. It used qualitative and

¹ Ministry of Finance and Economic Development (MoFED), Ministry Youth, Sports, Arts and Recreation (MoYSAR), Ministry of Women Affairs, Community, Small and Medium Enterprise Development MoWACSMED), Ministry of Public Service, Labour and Social Welfare (MoPSLSW), and Ministry of Local Government, Public Works and National Housing (MoLGPWNH)

quantitative methods drawing from primary and secondary data sources. Overall, the evaluation approach was guided by United Nations Evaluation Group (UNEG) guidelines and principles and ILO's Evaluation Framework and Strategy.

Qualitative data was collected from primary data sources at regional and global levels (covering AfDB, ILO technical backstopping offices), national, district and community levels. To mitigate the risk of the evaluation team contracting the COVID-19 virus or spread it to respondents, all regional/global, national and district level interviews were done virtually. Physical interviews were only held with community level beneficiaries of the project due to challenges of network and access to internet. COVID-19 mitigation protocols were implemented during these interviews. These visits included physical observations of the AEs and discussions with the AEs management. Visits were only made to Mutoko and Beitbridge where AEs had been established and operational. However an ex post analysis was made for Lupane and Guruve to complete the findings. Qualitative data collection included key informant interviews (KIIs), Focus Group Discussions (FGDs) and In-depth Interviews (IDIs). Question guides were developed and used for the various methods and respondents.

Quantitative data was collected through two ways. An online self-administered questionnaire was sent to all national, district and community level stakeholders which had a response rate of 28% (7 out of 28 intended respondents). The questionnaire collected data on stakeholder perceptions on all the evaluation criteria. Quantitative data was also collected from review of project quarterly reports, AfDB's supervision mission Aide Memoirs and other secondary data sources that provided information to determine the status of the project's indicators.

Discourse analysis was used to analyse qualitative data. This approach allowed to identify common themes from the data to enable determination of conclusions. All quantitative data from the self-administered questionnaire was analysed using from STATA.

Limitations of the evaluation included: (1) challenges with connectivity, especially at district level meant longer calls or completion of an interview in more than one instance. This frustrated respondents in some cases; (2) the evaluation physical data collection was delayed by one and a half months due to COVID-19 restrictions that made it impossible to travel; and (3) reporting also coincided with the fourth wave of COVID-19 in Zimbabwe with both evaluation team members and their families contracting the virus. This led to further delays in the finalisation of the report.

Findings

Relevance, coherence and strategic fit: The E4WAY project directly responded to Sustainable Development Goals (SDGs) number 5 and 8 which aim for gender equality and decent work and economic growth respectively. By targeting women, the project was highly inclusive of women and aimed at achieving gender equality. However, the focus needs to go beyond the number of women covered but also address strategic needs in areas such as issues of gender relations/roles among couple relationships. An increase in income may be linked to an increase in gender-based violence cases. There are also issues of expanding women's participation in the value chains as it was noted women's confidence to engage with formal enterprises is low. By establishment of women champions that can demonstrate to other women the possible benefits of participating in the project promoted value chains the project will have the opportunity to build this confidence.

While the project deliberately targeted more women than youth, the latter needs similar attention with a strategy to increase their participation, which is important for the stated objectives of the project to be achieved.

Despite recognition by the project on the need for disability inclusiveness, the project interventions remained largely exclusive of persons with disabilities. While the project made strides to respond to COVID-19 by instituting appropriate health and safety standards, and shifting to online trainings for project participants, its ability to respond was weakened. This included slow decision-making processes due to project governance arrangements that required multiple layers to effect changes, and that project participants had limited access to internet and internet-enabled gadgets to fully participate in online trainings.

Other key evaluation findings of note include that the:

- The project's interventions address the challenges faced by women and youth entrepreneurs operating in the selected value chains in the targeted districts.

- The E4WAY project is aligned with Zimbabwe's national development priorities as presented in the country's National Development Strategy 1 (NDS1), the donors' priorities and SDGs. It specifically contributes to the agenda for increasing beneficiation and growing rural economies through increased industrialization.
- The project is well aligned to the ILO's global strategic framework for developing the rural economy and the country's Decent Work Country Programme (DWCP) on employment creation.
- The E4WAY project benefitted immensely from ILO's vast experience in the areas of enterprise development, international labour practices and standards including tripartism and social dialogue. This experience and expertise were noted by stakeholders as a key contributor to the success of establishing the AE model.
- The project was able to leverage partnerships with development cooperation organisations at local and national level which enhanced the project's relevance and contribution to SDG targets and indicators.

Validity of design: The outputs and outcomes were largely consistent with the envisaged Theory of Change. The Theory of Change (ToC) is clear, but several underpinning assumptions have not held making the envisaged logic unlikely to be realised unless there are significant changes in the implementation approach to manage them. These assumptions include: (1) *AEs will find a viable market for value added products;* (2) *Because producers are willing to sell to the AE, production will increase with increased demand for raw materials from the AE;* (3) *Producers and AEs will implement OSH and minimum wages;* and (4) *The Government at district level will support the AEs through continued monitoring and provide social overhead-capital such as powerlines and transformers.* The envisaged outputs and outcomes of the project were ambitious given the timeframe for the project was too short to achieve the envisaged changes and there was insufficient investment in working capital for the AEs to operate at optimum level. Working through stakeholders in each district was commendable as it built ownership of the project. However, the project required a project officer present at each site to support all stakeholders and activities until operations of the AEs were stabilised. Also, the absence of the district-level Government's social overhead-capital meant an increase in the cost of establishing AEs. Nonetheless, using the AE to anchor value chain development was an appropriate approach and can be considered a promising practice for rural economic development.

The project adhered to international labour standards and was able to increase consciousness of this need among stakeholders in project beneficiaries.

Project interventions mainstreamed environmental sustainability in all locations. In Beitbridge, a different approach is required to ensure sustainability of the mopane worm population especially focusing on district wide actions on Msasa tree conservation and control of mopane worm harvesting. Other key findings also included:

- While the tripartite partners did not actively participate in the design of the E4WAY project, they were inextricably part of the implementation.
- The project had a sound monitoring and evaluation system that was implemented by district level stakeholders. While it was not consistently implemented across all AEs, additional measures by ILO have ensured the monitoring system continues to provide the necessary data to measure project outcomes.
- While the E4WAY indicators were largely sufficient to measure the project's achievements at the outcome level and were aligned to the CREAM² criteria, they failed to measure several outputs in the project document and will need revision.
- The project design incorporated an exit strategy though the beneficiaries seemed not to understand what the strategy entailed and therefore may need to be shared.

Progress and Effectiveness: At the time of the evaluation the AEs were still at their infancy, and therefore envisaged targets were far from being achieved. The project targeted to create 5,000 long-term jobs in the target communities but only managed 341 jobs at the time of reporting. Majority of the jobs (176) were in construction works at the three project sites in Beitbridge, Mutoko and Guruve. The failure to meet the target by the time of the evaluation is partly due to the project establishing only two of the four planned AEs in Mutoko and Beitbridge. Of the two, operations in Mutoko and Beitbridge had been subdued. However, the project had progressed well on output indicators despite the myriad of challenges it faced including those brought about by travel restrictions because of COVID-19.

² Clear: indicators should be precise. Relevant: appropriate to the subject and evaluation. Economic: can be obtained at a reasonable cost. Adequate: the ability to provide sufficient information on performance. Monitorable: easily monitored, and amenable to independent validation.

Women and youth in Mutoko confirmed that the AE had brought in a better market for their produce, even though it meant moving from receiving cash to bank transfers whose delay affected their production cycles. They no longer had to travel 200km to the market where they also faced risks of gender-based violence (GBV), coupled with challenges of childcare. The project has been instrumental in imparting technical and business skills to women and youth through the Start Your Business (SYB) training, as well as governance training (for board-function preparation). Further, the project was successful in facilitating the active participation and involvement of women in running the AEs thereby promoting women's empowerment and gender equality.

In addition to the direct benefits of the AEs to producers, the establishment of the AE in Beitbridge required new electricity connection and the drilling of a borehole. Doing this afforded business centres near the AE to gain access to electricity which has enabled them to expand their businesses. The borehole at the AE also reduced distances women have to travel for purposes of fetching water – an important additional benefit given the project's focus on women's empowerment. The borehole also provided the local community members with a convenient source of water with some expanding into gardening.

The major success factors for the project were its ability to promote women's empowerment and gender equality, its participatory approach to project planning, implementation and monitoring, effective farmer engagement and leadership, and the MSD approach that built on existing value chains. Other noted factors include ILO's expertise and the quality of procurement and management. The macroeconomic environment presented many challenges that led to delays and financial losses during the implementation of the project. Lastly, political interference during project implementation led to some friction and a lack of concurrence during stakeholder meetings.

Other findings under progress and effectiveness include:

- Benefits accruing to youth and women entrepreneurs included skills transfer, access to better markets and employment.
- The mopane worm project in Beitbridge encountered its own unique challenges that stemmed from the inception of project to execution of project activities.
- Inconsistent backup support is leading to long downtime of the processing equipment.
- All Anchor Enterprise facilities were designed and constructed to accommodate persons with disabilities.
- Environmental management and improvement in quality of jobs were also observed in the project.

Efficiency: There were several delays in the project launch that consequently affected the implementation of all project activities. Therefore, the intervention's cost effectiveness cannot be measured in the immediate term as the AEs are still at infancy. In the long-term, as AEs increase production, and begin to offer services to more primary producers, the number of beneficiaries is set to expand given that the project design is meant to stimulate value chain performance. Other findings on efficiency include:

- The project's multisectoral nature managed to bring together ministries and stakeholders supporting youths and women's development benefits at grassroot levels.
- The negative impact of inflation, foreign exchange risk, shortages of material, especially construction material on the local market, the dual pricing system which distorted costs, shortage of foreign currency curtailing operations of service providers, and frequent changes in the regulatory environment resulted in uncertainty on the part of service providers and hedged activities by economic agents, raising the cost of services and materials.
- The major project activities were based on physical interactions on the ground with project beneficiaries. A COVID-19 induced ban on face-to-face activities and the national lockdowns had an adverse effect on the implementation and performance of the AEs. Further, due to its mandate, the ILO had an extra burden of care to protect staff and stakeholders from contracting the COVID-19 virus. The project made efforts to respond to COVID-19 by adjusting activities and introducing measures to mitigate the spread of the virus, but these were not enough to mitigate the impact of the pandemic on planned activities and operations of the AEs.

Effectiveness of Management arrangements: There was appreciation of the management and technical capabilities of the ILO to manage a project of this complexity. The ILO country office received significant support from all ILO technical support and backstopping offices. Other key findings include:

- The project team was significantly understaffed for the efficient management of the project.
- The governance arrangements were adequate and contributed to effective partnerships and coordination.
- Relationships with stakeholders were strong and led to their significant material and human resource contribution to the project.
- The project established and utilised the Results Monitoring and Measurement System (RMMS) which was complemented by other measures to enhance monitoring and decision making.

Impact Orientation and Sustainability: The project influenced a number of improvements in the lives of the target beneficiaries. The incomes of the beneficiaries improved as a result of beneficiation and access to better markets created by the project. Gainful employment opportunities for women and youths was another improvement brought by the project through jobs created by the AEs and related value chains. Women’s empowerment was made possible as more of them became skilled and actively involved in not owning the enterprises but contributing to the running of the businesses. In that regard, the project aligned well with SDGs 5 and 8 on gender equality and women empowerment, and decent work and economic growth respectively.

The project reviewed, monitored, and ensured environmental compliance through working with environmental agencies like the Environmental Management Agency (EMA) and the Forestry Commission. The project adopted environmental conservation as a sustainability measure. Sustainability of the project benefits was anchored in the farmers’ or enterprises’ ability to meet market demand and also relying on the operational skills of the management and the board of directors.

Conclusion

The project concept, anchoring value chain development on the AE using the MSD approach, is a promising practice. It responded correctly to the challenges faced by women and youth producers and entrepreneurs in the targeted districts. The concept promoted women’s empowerment as they could now access better markets and incomes for their produce, improved skills and employment for both women and youths including active involvement in running the AEs which promoted improved gender equality. Developing it through a process of co-creation and identification of intervention areas with national, district and community level stakeholders has led to deep-seated stakeholder ownership of the project. This has been the bedrock of the project’s success. The technical expertise of the ILO (including strong technical support from the DWT Pretoria and Headquarters) and ability to keep multi-sectoral stakeholders engaged in the project was a strong contributing factor in the establishment and operationalisation of the project concept. Its theory of change is sound but key assumptions have not held due to external (COVID-19, reduction in mopane worm population and economic conditions) and internal factors (insufficient working capital, payment modalities, and producer support). Because of this, the envisaged causal logic in the theory of change has experienced disruptions. For example, employment creation was at less than 10% of the target while incomes for women and youth entrepreneurs were stagnated or declining in the case for Beitbridge. However, improvement in employment has been rather on the quality and not quantity of jobs. The targeted outputs and outcomes were also unrealistic due to inadequate time to support project interventions, inadequate capitalisation of AEs, and the negative impact of inadequate attention to the risk of monetary policy instability in the project design. As a risk mitigation measure towards monetary policy instability, the ILO and UN engaged with the Reserve Bank of Zimbabwe (RBZ) to ring fence resources from compulsory liquidation to local currency, and to allow the UN to continue making payments in US\$ and the UN service providers to continue to receive payments in US\$. Despite these mitigation measures the project could have benefited from monetary policy risk planning in the project design.

Stakeholder participation, including that of the tripartite partners, was commendable and led to ownership. The dependence on government district-level focal persons may have introduced inefficiencies in management of the project at this level and may need to be supported by a full-time project officer until AEs are fully established. The use of government district-level focal persons was part of the Government’s commitment to AfDB of its in-kind contribution to the project. However, these district structures were not capacitated to fully support the project and also competed with other government programmes.

Lessons Learned

- Adapting project activities in periods of restrictions due to a pandemic

The evaluation drew lessons on adapting project activities during periods of restrictions caused by a pandemic

Lesson 1: While the idea of offering **online trainings and meetings** was the only available and effective option given the COVID-19 context, such solutions **are inherently exclusive of marginalized populations who do not have access to the platforms.**

Lesson 2: Adaptations for quicker decision making in the context of a fast-changing pandemic context is important. Delayed decision making, owing to the project's complex decision-making structure which had multiple levels such as TWG, PSC and the Donor, can mean serious losses on the enterprise.

- Pre-conditions for a successful Anchor Enterprise

The evaluation also drew lessons on additional conditions necessary for Anchor Enterprise-driven value chain development. These lessons should be read in conjunction with a paper already prepared by the ILO on experiences with implementing the Anchor Enterprise model.³

Lesson 3: Sufficient time (at least five years) is required to support the operationalisation and effectiveness of the Anchor Enterprise model for value chain development.

Lesson 4: There is need for adequate investment in working capital to ensure the AE operates at scale. This working capital should be sufficient to meet 12 months of operating costs. Further, provision of social overhead capital such as power lines and transformers are key when establishing AEs. The absence of such key infrastructure creates increased project costs.

Lesson 5: The success of the AE is premised on stakeholder ownership and leadership at the district and national levels, but these need adequate capacity to manage and oversee an enterprise of the scale of the AE. This includes capacity in the following areas: 1) entrepreneurship; 2) interpretation of financial statements; and 3) operating a manufacturing business.

Lesson 6: Effective oversight and management of the AE need to be supported by matrices that provide adequate information to district and national-level stakeholders on the performance of the AE and value chain development.

Lesson 7: It is not enough to focus on operational aspects of the Anchor Enterprise. Similar attention, and at scale, should be provided to ensuring establishment of sustainable supply chains. The project should explore partnerships that enhance its ability to do so.

Lesson 8: The significance of the AE model in rural communities makes it very susceptible to political interference. The AE model invests in building medium sized enterprise in rural economies where such an enterprise may represent the largest investment. This makes it prone to political interference as was the case with the E4WAY although its significance was whittled down due the active project structures at the district level.

³ Kanyemba Lintini, N. Christensen, J. Chanetsa, J. (2021) The Anchor Enterprise: An intervention model for achieving more inclusive value chains, A case from Zimbabwe. A paper prepared by the ILO.

Recommendations

Relevance, coherence and strategic fit

Recommendation	Priority	Responsible Agency	Timeframe and resource implication
Recommendation 1: While no cases of GBV were observed by the evaluation, there is a risk that this can occur once income increases for targeted cooperative members. Future projects that target women need to invest in partner sessions, where applicable, on gender relations to enhance couple communication and planning. There is need to ensure such empowerment contributes to enhancing gender relations to avoid Intimate Partner Violence. This could include identifying women champions to identify and support vulnerable women.	High	<u>Primary</u> ILO <u>Secondary</u> MWACSMED	Short term Medium
Recommendation 2: In the future, there is need for a deliberate youth promotion strategy to enhance youth participation in all the value chains of the Anchor Enterprise to enable the project to fulfil its objectives.	High	<u>Primary</u> ILO <u>Secondary</u> MYSAR	Short term No resource required
Recommendation 3: In the future there is need for a district wide approach that engages all district stakeholders to develop a sustainability plan for mopane worm. Traditional leaders should be a key part of the engagement process to strengthen traditional natural resource governance systems.	High	<u>Primary</u> ILO <u>Secondary</u> MWACSMED, Forestry Commission	Short term Low resources
Recommendation 4: For future interventions in the context of disruptions caused by pandemics or other natural disasters the future plans need to consider building in contingency budgets to cover some elements of virtual/remote interventions that may include electronic devices and internet access to facilitate continual implementation of trainings, meetings and related activities during similar disasters	Low	<u>Primary</u> ILO <u>Secondary</u> MoFED, AfDB	Long term No resource required

Validity of design

Recommendation	Priority	Responsible Agency	Timeframe and resource implication
Recommendation 5: There is need to immediately consider working capital needs of AEs. Without this capital the risk of failure of the enterprises is very high. This working capital can be provided directly by the project or through linkages with financial institutions.	High	<u>Primary</u> ILO <u>Secondary</u> MoFED AfDB	Short term Medium
Recommendation 6: There is need to establish partnerships with relevant extension services (and development organisations working on supporting producers) to strengthen provision of extension support to producers to increase production of targeted raw materials.	Medium	<u>Primary</u> ILO <u>Secondary</u> District focal persons	Short term No resources required
Recommendation 7: There is need for future project to review the assumptions underpinning the theory of change and make the necessary adjustments or changes in implementation in a timely manner to ensure that the assumptions remain valid.	High	<u>Primary</u> ILO <u>Secondary</u> TWG	Short term No resources required

Recommendation 8: It is important to include a full-time project officer in each district to fully support similar projects. This full-time local post, as noted by stakeholders, would enhance ILO's capacity to understand the social and other dynamic affecting the proper functioning of AEs, build trust between the AE management and cooperatives, develop capacity of producers, and assist with market linkages.	High	<u>Primary</u> ILO, MWACSMED <u>Secondary</u> MoFED, AfDB	Short term Medium
Recommendation 9: In future projects the M&E framework should 1) ensure all outputs of the project are being measured by the indicators and data is collected by the tools; 2) consider the establishment of matrices of AE performance that can guide decisions by the district focal persons and the AE board; and 3) train the stakeholders on the use and interpretation of such matrices.	High	<u>Primary</u> ILO <u>Secondary</u> TWG members	Short term Low

Progress and effectiveness

Recommendation	Priority	Responsible Agency	Timeframe and resource implication
Recommendation 10: There is need for each AE to develop an equipment back-up plan and ensure a pool of trained technicians to support maintenance of the processing equipment.	High	<u>Primary</u> ILO	Short term No resources required
Recommendation 11: Future procurement should include twinning an international supplier with a local engineering firm that will undertake all maintenance support of the processing equipment to avoid downtime.	Low	<u>Primary</u> ILO <u>Secondary</u> MoFED	Long term No resources required

Impact orientation and sustainability

Recommendation	Priority	Responsible Agency	Timeframe and resource implication
Recommendation 12: Similar project requires a sustainability plan that involve all stakeholders and is discussed jointly from the start of the project	Medium	<u>Primary</u> ILO	Short term No resources required

List of Acronyms

AE	Anchor Enterprise
AfDB	African Development Bank
COMESA	Common Market for Eastern and Southern Africa
COVID-19	Corona Virus Disease of 2019
DDC	District Development Coordinator
DWCP	Decent Work Country Programme for Zimbabwe
DWT	ILO Decent Work Team
E4WAY	Empowerment for Women and Youth
EIA	Environmental Impact Assessment
EMA	Environmental Management Authority
EMCOZ	Employers' Confederation of Zimbabwe
FAO	Food and Agricultural Organisation
FGDs	Focus Group Discussions
GDP	Gross Domestic Product
HDI	Human Development Index
IDIs	Individual In-depth Interviews
ILO	International Labour Organisation
JJA	Jairos Jiri Association
KII	Key Informant Interviews
M&E	Monitoring and Evaluation
MoFED	Ministry of Finance and Economic Development
MoLGPW	Ministry of Local Government and Public Works
MoPSLSW	Ministry of Public Service, Labour and Social Welfare
MoYSAR	Ministry of Youth, Sport, Arts and Recreation
MSD	Market Systems Development
MSME	Micro, small and medium sized enterprises
MTR	Mid-Term Review
MWACSMED	Ministry of Women Affairs, Community, Small and Medium Enterprises Development
NDS	National Development strategy
OSH	Occupational Safety and Health
OPC	Office of the President and Cabinet
PBC	Private Business Corporations
PICES	Poverty Income Consumption and Expenditure survey
PMU	Project Management Unit
PSC	Project Steering Committee
RDC	Rural District Council
RMMS	Results Measurement and Monitoring System
ROAF	ILO Regional Office for Africa
SADC	Southern African Development Community
SAFIRE	Southern Alliance for Indigenous resources
SDGs	Sustainable Development Goals
SNV	Netherlands Development Organisation
SPSS	Statistical Package for Social Sciences
SYB	Start Your Business
TOC	Theory of Change
TOR	Terms of Reference

TSP	Transitional Stabilisation programme
TVET	Technical and Vocational education and training
TWG	Technical Working Group
UN	United Nations
UNEG	United Nations Evaluations group
UNOPS	United Nations Office for Project and Services
WLSA	Women and Law in Southern Africa
YWEP	Youth and Women Empowerment
ZCTU	Zimbabwe Congress of Trade Unions
ZFTU	Zimbabwe Federation of Trade Unions
ZIM ASSET	Zimbabwe Agenda for Sustainable Socio-economic Transformation
ZIMSTAT	Zimbabwe National Statistics Agency

1 Introduction

This report presents findings of the Final Independent Evaluation of the Empowerment for Women and Youth Project (E4WAY) in Zimbabwe. Data collection for the evaluation took place between September and November 2021.

The second section discusses the background of the study including the context and evaluation objectives, the third presents the methodology used, while the fourth section presents the detailed findings of the evaluation. The fifth section presents the conclusions and the distilled lessons and recommendations for the future.

2 Background

2.1 Country context

At the time of the evaluation, Zimbabwe was classified as a country in the medium human development category, with Human Development Index (HDI) value of 0.571 in 2019, positioning it at 150 out of 189 countries and territories. Poverty levels were increasing with those in extreme poverty at their highest levels since 1990. In 1990, an estimated 25% of the population (2.6 million people) were living in poverty. Of these, 7% (slightly more than 700,000) were determined to be in extreme poverty. Since then, poverty has been steadily increasing in the country. Between 2011/12 and 2017, the proportion living in extreme poverty increased from 22.5% to 29.3%. An estimated 70.5% of the population was living in poverty in 2017 compared to 62.6 % in 2011/12. The proportion of the rural population that lives in poverty was more than double that of urban areas (76.9% compared to 30.4%).⁴ A more recent study showed that extreme poverty had significantly increased since 2017.⁵ Extreme poverty rose from 29.4% in 2017 to 38% in 2019. This meant about 4.5 million Zimbabweans were living in extreme poverty. The number of people in general poverty rose from 8 million to 8.9 million in the same period.⁶ Although in absolute terms, extreme poverty increased far more in rural than in urban areas (increase of 1.1 million compared to 327,000 in rural and urban areas respectively), in relative terms urban poverty rose at a much faster pace (150%) than in rural areas (18.6%) during the period 2017-2019.

While the economy was on a recovery path, it remained fragile and characterised by hyperinflation and dominance of informal employment. Zimbabwe had an unemployment rate of 16%, with that of men being 16% compared to women at 17%.⁷ While the unemployment rate was at 16%, the quality of employment was the major challenge. 76% of those employed were in the informal economy. The majority (84.3%) of the employed persons did not have any field of specialisation. 19% of the employed population were in precarious employment.^{8,9} Of the 25% in the formal economy, men comprised the majority. The share of women in wage employment in the non-agriculture sector was 43%. This clearly showed that women were disproportionately located at the lower levels of the employment strata where work is indecent, irregular, low-paid, and insecure with higher exposure to poverty and earnings risk.¹⁰ Women in lower levels of employment are generally considered also vulnerable to gender-based violence and harassment due to job insecurity given the precarious nature of employment. Youth unemployment was also increasing. Unemployment rate among youths aged 15-24 years was about 27% in 2019, an increase from 16.4% in 2012.¹¹ The rates for men and women were about 25% and 30% respectively in 2019.¹²

Between 2015 and 2020, Zimbabwe experienced mixed economic performance. In 2015 the country experienced deflation brought about by the introduction of a multi-currency system to curb hyperinflation as annual inflation reached its lowest level of -3.29% in October 2015. In 2016, the bond note was introduced as a surrogate local currency. Its introduction led to excess money supply and currency speculative behaviour as the foreign currency black

4 ZIMSTAT (218) Poverty, Income, Consumption and Expenditure Survey (PICES).

5 ZIMSTAT and World Bank (2020) Zimbabwe Poverty Update: 2017-2019.

6 ZIMSTAT and World Bank (2020) Zimbabwe Poverty Update: 2017-2019.

7 ZIMSAT (2019) Labour Force and Child Labour Survey.

8 ZIMSAT (2019) Labour Force and Child Labour Survey.

9 Persons in precarious employment are those whose contract of employment whether verbal or written is of a relatively short duration or whose contract can be terminated on short notice.

10 WLSA (2019) Impact of the changing socio-economic and political situation on women and gender inequality in Zimbabwe

11 ZIMSTAT (2013) 2011/2012 Labour Force and Child Labour Survey

12 ZIMSTAT (2020) 2019 Labour Force and Child Labour Survey.

market thrived. A combination of these issues led to the re-emergence of hyperinflation. Inflation increased to more than 300% by October 2018. To stabilise inflation, the Government of Zimbabwe introduced a local currency and adopted a foreign exchange auction system in 2020. During the period, the Government introduced several exchange-rate regimes from fixed, managed float and free float. Again, foreign exchange control measures curtailed performance of business. There was also a huge gap between the official and parallel-market exchange rate which was beyond the recommended 15%.

.As a result, industrial output continued to shrink. It was estimated that industrial capacity utilisation would be 27% in 2020 down from 34% in 2019.¹³ Such levels of productivity reduced viability and competitiveness of the local industry making importation of goods more attractive (in terms of cost and quality) for retailers and consumers – noting the already high import dependence for most of intermediate goods in production such as steel, chemicals and consumables. A huge net importation bill affected balance of payments for the country pushing exchange rate driven inflation. Mining output, another major contributor to the country's Gross Domestic Product (GDP), was also on the decline with gold output estimated at 20 tonnes in 2020 representing a 6-year low.¹⁴

In early 2020, the outbreak of Coronavirus Disease of 2019 (COVID-19) was declared, further exacerbating country challenges and delaying the timeframe for recovery. The pandemic threatened to overwhelm already weak country health services, worsen health outcomes, and decrease living standards. However, government measures to preserve lives and restrict the spread of the virus and its impacts were comprehensive and immediate. They included a two-month strict lockdown, border closures, social distancing regulations, and a COVID-19 response program centred on health, social assistance, and economic stimuli to the private sector. Lockdown and containment measures were successful in restricting the transmission of the first wave of the virus with low transmission and deaths recorded by December 2020, but they inevitably disrupted economic activity, livelihoods and the delivery of basic services. While the relaxation of lockdown measures did ease business conditions in manufacturing, mining, and tourism (mostly domestic), the emergence of a second wave of the virus in late December 2020 and potential third wave in 2021 had adverse effects on the economic growth trajectory in 2021 and beyond.

In 2020, the impact of the first wave of COVID-19, coupled with macroeconomic volatility, maintained Zimbabwe's recession – despite relative stabilization of prices in the second half of the year. The pandemic disrupted the movement of people, trade, and capital, and its impacts led to a contraction in Zimbabwe's Gross Domestic Product (GDP) of 8% in 2020. The effects of COVID-19 and expansionary monetary policy further elevated prices during the first half of 2020 when prices were increasing at double-digit rates per month. While subsequent fiscal and monetary stabilization efforts slowed inflation to single-digit monthly increases, annual average inflation in 2020 of 557% was more than double the inflation rate in 2019, further suppressing domestic demand.

Therefore, the later part of the project was implemented in an economy on a recovery path, however that recovery path was severely affected by COVID-19. Over and above the challenges of COVID-19, the project operated in an economy that had reached a trough since the adoption of the multicurrency regime in 2009, characterised by high inflation in real and nominal terms, depreciation of local currency, shortages of materials and fuel, multiple pricing of goods and services based on method of payment, inconsistent policy framework, significant decline in GDP, and low agriculture and industry production. The evaluation therefore explored the project's performance within this context.

2.2 Project description

The Youth and Women Empowerment (YWEP) project was implemented by the Government of Zimbabwe and funded by the African Development Bank (AfDB). The project was commissioned to increase access by youth and women to employment and economic opportunities as well as to promote entrepreneurship and micro, small and medium-sized enterprises (MSME) development. The ultimate objective of the YWEP was to contribute to the improvement of livelihoods for youth and women through the development of economic opportunities.

Project governance and management arrangements

The E4WAY was led by a Chief Technical Adviser from October 2017 to December 2019 and a National Coordinator from January 2020 who both reported to the Director of the ILO Country Office for Zimbabwe and Namibia (CO-

13 ibid

14 ibid

Harare). The Project received support from the Senior Programme Officer in CO-Harare and the Senior Specialists for Sustainable Enterprises and Infrastructure Development, both based in the ILO Decent Work Team for Eastern and Southern Africa (DWT-Pretoria). Technical backstopping support to the project was provided by finance and procurement departments at CO-Harare, the ILO Regional Office for Africa and the ILO Headquarters (HQ). The E4WAY was governed through the YWEP governance structure that included a Project Steering Committee (PSC), a Technical Working Group (TWG) and designated district focal points from the Government of Zimbabwe who supported district-level project activities and represented various stakeholders.

Project scope

The E4WAY is implemented in four districts of Beitbridge in Matebeleland South, Guruve in Mashonaland Central, Lupane in Matebeleland North, and Mutoko in Mashonaland East. Guruve district is rich in gold deposits and as a result, gold panning is a major source of livelihood for local communities. For Beitbridge, harvesting and selling of Mopane worms is a key livelihood activity for local communities while in Mutoko the growing and selling of horticultural produce is a key economic activity to sustain livelihoods for local communities. In Lupane, due to vast tracts of forests, beekeeping is a major source of livelihood. Although not suitable for growing crops, the area is suitable for animal husbandry.

Implementation of E4WAY began in March 2017 for an initial three years up to December 2020. It was extended twice, firstly to end in December 2021 and finally extended to end by 30 June 2022 to enable the completion, and allow for the conclusion of implementation of outstanding activities, such as the establishment of the Guruve Gold Milling Plant. The initial budget for the E4WAY project was US\$2,771,813, which was later increased to US\$3,271,813 as a result of changes in costs associated with the change of approach in the design of the project from the concept of ‘community centres’ as per Government’s original design to ‘medium sized commercial enterprises’ as per the revised design done by the ILO.

YWEP had three components as follows:

- 1) Food Value Addition and Enterprise Development;
- 2) Institutional Capacity Strengthening; and
- 3) Project Management.

Table 1 presents the focus of each of these components. These three components were working together in an integrated manner and contributed to the achievement of the YWEP’s ultimate objective.

Table 1: YWEP Components

Component	Sub-component	Activities
Component 1: Food Value Addition and Enterprise Development	Sub-component 1.1: Support to Horticulture and Honey Value Chains Development	<ul style="list-style-type: none"> ▪ Set up horticulture and honey processing units in targeted districts as MSMEs ▪ Provide technical skills in horticulture and honey processing and marketing
	Sub-component 1.2: Support to Enterprise Development	<ul style="list-style-type: none"> ▪ Support the development of women in mining enterprises by setting up a women’s milling-service centre in the District of Guruve
Component 2: Institutional Capacity Strengthening		<ul style="list-style-type: none"> ▪ Strengthen gender mainstreaming in line Ministries and conduct sensitization on new gender related laws and on cross-border trade regimes and regulations (SADC, COMESA) ▪ Produce training module materials for Vocational Training Centres to train youth in business development
Component 3: Project Management		<ul style="list-style-type: none"> ▪ Coordinate implementation activities including procurement and disbursement ▪ Conduct monitoring and evaluation activities, auditing and implementation progress reporting

Components 2 and 3 were implemented fully by the Government of Zimbabwe while on Component 1, Empowerment for Women and Youth (E4WAY), the ILO was the technical implementing partner in collaboration with the Government of Zimbabwe. Component 1 which is the subject of this evaluation had two specific objectives defined in the AfDB Project Documents as follows:

- Promoting value addition for horticulture produce to address the dual problem of post-harvest losses and low prices during the harvesting period which results from temporary oversupply and the short shelf-life of the products¹⁵; and
- Development of an artisanal gold mining enterprise to support improvement of incomes of women involved in this activity whose economic benefits are currently trapped by large-scale mining companies with gold ore possessing facilities.

Project's Theory of Change

E4WAY supports the establishment of Anchor Processing Enterprises to strengthen the efficiency of four targeted value chains (mopane worm, honey, horticulture, and gold). The intervention promotes value addition and better performance of local enterprises and cooperatives to leverage economies of scale by supplying inputs to the Anchor Enterprises (AE) on a continuous and competitive basis. This model is based on the Market Systems Development (MSD) approach to address the core challenges of post-harvest losses, market-information asymmetry affecting rural producers and limited access to agricultural support systems. The MSD approach seeks to identify, address and remove system-level constraints inhibiting the growth of more inclusive markets. Its goal is to tackle underlying causes of market failures and to strengthen the participation of the private sector in a way that creates large-scale, lasting benefits for people living in poverty through influencing incentives and capacities of market actors.¹⁶

According to the project's Theory of Change (TOC), Annex 3, it was envisaged that the project would lead to increased income among women and youth in targeted districts. It sought to achieve this through three impact pathways:

- **Pathway 1:** increased net earnings for AEs and producers.
- **Pathway 2:** increased employee earnings (in AEs and producers).
- **Pathway 3:** Increase in number of employees (Long & Short-term).

These changes would occur if the project interventions lead to¹⁷: 1) reduced cost of sales for AEs and producers; 2) Increased sales for AEs and producers; 3) increased duration of employment; 4) increased wages; 5) increased employment opportunities; 6) Reduction in post-harvest losses for producers; and 7) increased volumes of produce by producers. Through establishing AEs and increasing their production capacity as well as improving business management capacities, the project would kick start an economic system that would lead to:

- reduction in time to sell and storage by producers;
- expansion of producers' enterprises;
- reduced costs of production and marketing (e.g. transport costs); and
- increased business for other value chain actors e.g. transporters, and input suppliers.

The growth of this economy would in turn lead to increased employment. It is the achievement of this economy that would lead to the E4WAY's achievement channels.

Status of project at the evaluation

Annex 6 shows the status of activities at each of the four AE sites. Due to significant delays caused by a variety of factors including lockdowns to mitigate the spread of COVID-19, only two AEs had started operations by 1 December 2020. The Mopane worm AE processing plant in Beitbridge started in March 2020 while the Horticulture AE processing plant in Mutoko started in September 2020. The artisanal gold milling plant is still under construction.

At the time of the evaluation the project was having discussions with the Food and Agriculture Organization (FAO) and the United Nations Office for Project Services (UNOPS) to scale up the AE model in Manicaland. AfDB is upscaling the anchor enterprises model into the next phase and had already committed to avail additional resources for a next phase of the project.

15 The YWEP document seemed to not give recognition to the Apiculture value chain.

16 For more, see ILO, 2021. [Value Chain Development for Decent Work](#); ILO, n.d. [the Lab](#)

17 These are the intermediate outcomes of the project or achievement channels in the E4WAY Toc terminology.

1.1.1 Changes to project design

The project intended to establish AEs in four markets: Mopane worm, Horticulture, Apiculture, and gold mining. However, based on findings from a rapid market assessment, the establishment of a honey processing centre in Lupane district was found to be unviable as there was not enough production of honey to support the operational scale of the proposed plant. The focus therefore shifted to only building capacity of beekeepers in the district.

2.3 Purpose and objectives of the evaluation

This final evaluation sought to assess the extent to which the project was able to facilitate economic empowerment of youth and women. According to the Terms of Reference (TOR), a key focus of the evaluation would be an assessment of the extent to which the project concept and implementation was able to create inclusive markets in target sites, especially the integration of women and youth economic activities at primary producer level into the project value chains. The TOR specified that the evaluation would cover activities undertaken up to April 2021. Given the delays at the start of the evaluation, from the envisaged timeframe, it was suggested to have started on 30 August 2021, the time of data collection, as the cut-off date for the evaluation to incorporate more activities undertaken at project sites as well as allowing more time within which to assess performance of operational AEs.

The specific objectives of the evaluation were to:

- Establish the relevance of the project design, implementation and results in relation to the national development frameworks, the final beneficiaries' needs, as well as those of the ILO and UN;
- Assess the extent to which the project has achieved its stated objectives and expected results, i.e. the planned vs. delivered progress and the supporting factors and constraints that have led to the delivered progress;
- Identify any unexpected positive results of the project;
- Assess the efficiency of the implementation strategy;
- Assess the extent to which the project outcomes will be sustainable;
- Identify the initial impacts at institutional level and regarding the final beneficiaries;
- Identify lessons learned and potential good practices, especially regarding intervention models that could be scaled up and replicated; and
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes, with consideration of the COVID-19 pandemic.

2.4 Evaluation audience

The evaluation audience and interests are presented in Table 3.

Table 2: Evaluation audience

Stakeholder	Specific stakeholder	Interests
Government	Ministry of Finance and Economic Development (MoFED), Ministry Youth, Sport, Arts and Recreation (MoYSAR), Ministry of Women Affairs, Community, Small and Medium Enterprises Development (MWACSMED), Ministry of Public Service, Labour and Social Welfare (MoPSLSW), and Ministry of Local Government and Public Works (MoLGPW)	Performance of the project Lessons learned for future similar projects
Tripartite Partners	Ministry of Public Service, Labour and Social Welfare (MoPSLSW); Employers Confederation of Zimbabwe (EMCOZ); Zimbabwe Congress of Trade Unions (ZCTU), Zimbabwe Federation of Trade Unions (ZFTU)	Performance of the project Recommendations for improving implementation Lessons learned for design and implementation of future similar projects
District level	Horticultural Farmers, Beekeepers and Artisanal and Small-Scale Miners and their respective business associations	Performance of the project
Implementer	The ILO, CO-Harare, project team	Performance of the project

Stakeholder	Specific stakeholder	Interests
		<p>Recommendations for improving implementation</p> <p>Lessons learned for design and implementation of future similar projects</p>
Backstopping offices and units	Technical backstopping offices (ILO DWT-Pretoria, ROAF) and ILO Enterprises Department (HQ)	Lessons learned and best practices for design and implementation of similar projects
Development partner (donor)	African Development Bank (AfDB).	<p>Performance of the project</p> <p>Recommendations for improving implementation</p> <p>Lessons learned for design and implementation of future similar projects such as the second phase of E4WAY</p>

3 Approach and Methodology

3.1 Approach to the evaluation

General approach: Considering the objectives and evaluation criteria set out in the ToR for the E4WAY project, the evaluation adopted a cross-sectional design using mixed methods approaches. It incorporated the use of the project theory of change to examine the logical connection between levels of results and their alignment with the national policy frameworks, the ILO's strategic objectives and outcomes at global and national levels including their alignment with relevant Sustainable Development Goals (SDGs). Incorporating the project theory of change provided lenses through which results for the intervention were framed - thus improving evaluability of the programme.

Qualitative and quantitative methods were used in data collection. Quantitative information, which was collected from both primary (interviews with stakeholders and survey) and secondary data (extracted from project documents) assisted the evaluation in ascertaining such details as number of women and youths reached by the project, economic performance of each AE operating in project sites, the amount or size of employment opportunities created by the project across the value chain, among others.

Qualitative information, which was gathered predominantly from primary data sources provided in-depth analysis of the evaluation objectives and criteria. It also explored the extent to which the mid-term review recommendations were incorporated into the project, the impact of COVID-19 on the project, factors which contributed to both expected and unexpected results, lessons learned from implementing the E4WAY project and recommendations to benefit the current project activities, future similar interventions including the proposed second phase of the project.

Evaluation guidance: The E4WAY project evaluation was guided by the UNEG principles, and the ILO Evaluation Framework and Strategy as listed below:

- ILO policy guidelines for results-based evaluation, principles, rationale, planning and managing for evaluations (2020);
- UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations (2014);
- UNEG Ethical Guidelines for Evaluation (2008); and
- UNEG Norms and Standards for Evaluation (2016).

Evaluation principles: Based on these guidance documents, the evaluation adopted the following principles: independence, impartiality, and credibility; quality; inclusiveness; fundamental principles and rights; confidentiality; tripartism and social dialogue; international labour standards; environmental sustainability; honesty and Integrity; and gender equality and social inclusion.

Ethical considerations: There were no major ethical issues regarding the conduct of this evaluation. All stakeholders had an equal opportunity to participate including men, women and youth at community level. The participants were asked to participate with their full knowledge of the purpose of the evaluation and how information they provided will be used, did so voluntarily and with full consciousness to give their consent. All participants signed consent forms.

Possible COVID-19 infection of participants or evaluation team was the greatest ethical risk. To address the infection risk, the following were done: 1) all national level discussions and interviews were held virtually; 2) interviews with district level stakeholders were also held virtually; 3) only community level discussions were held in person due to limitations of conducting virtual interviews at this level but with WHO guidelines for mitigating COVID-19 in place. The evaluation also followed ILO guidance on criteria and approaches for evaluations in the context of COVID-19.

3.1.1 Evaluation framework

The TOR, and in accordance with the ILO guidance for evaluations, framed the evaluation according to the six key evaluation criteria of relevance, coherence and strategic fit, validity of design, progress and effectiveness, efficiency, effectiveness of management arrangements, and impact orientation and sustainability. A seventh criteria of "General" was added to the questions. The sections that follow detail how the evaluation questions were addressed. This is also accompanied by a Data Collection Plan in Annex 2 and data collection tools in Annex 6.

3.2 Methodology

This section presents details of the methodology employed.

3.2.1 Inception phase

The evaluator and ILO engaged in a consensus building inception meeting on 28 July 2021. The meeting provided a deeper understanding of the evaluation assignment, the nature of the project, its scope and what it sought to accomplish. Further, the meeting allowed for discussions on expected deliverables, fieldwork logistics including sharing of key project documents, among other pertinent issues related to the task.

3.2.2 Desk review, writing of inception report and development of tools

Following the inception meeting, the evaluator reviewed key project documents – a process which informed the design of data collection instruments. The tools were shared with the ILO, feedback was obtained, and adjustments were done on the tools prior to data collection.

1.1.3 Secondary data review

Secondary data review was an important component to 1) understand the project design; 2) determine progress in implementation and challenges experienced; 3) results achieved by the project; and 4) lessons learned by implementers. Table 4 provides details of the literature reviewed and the corresponding issues. Annex 7 provides a list of documents reviewed for the evaluation.

3.2.3 Qualitative primary data collection

Data collection methods and sample size

Qualitative methods included Key Informant Interviews (KIIs), Focus Group Discussions (FGDs), Individual In-depth Interviews (IDIs) and Transact Walks. All data collection tools are presented in Annex 6. A list of people spoken to using the various methods is presented in Annex 4 while the sample sizes achieved for each method are presented in Table 3.

For consultations at the district level, a combination of cost and utility were the factors considered in sampling project sites. As only two AEs were operational at the time of the evaluation, and that they had varying performance (low and medium performance – See Table 2), visiting only the sites where AEs have been operational would be beneficial for lesson learning and recommendations for the future. Therefore, the district level consultations were restricted to Beitbridge and Mutoko, with the team spending one day in each district. The field visits were only to meet members of cooperatives, community members benefiting from the AEs and observation of the AEs as all other interviews with district stakeholders had been done virtually. Details on the performance of other sites were determined through literature review and the self-completed quantitative questionnaire that were sent to all project participants. The number of interviews conducted at each site are presented in Table 3 below.

Table 3: Sample size for the qualitative survey

Stakeholder	Type of interview	National level		Beitbridge # of interviews		Mutoko # of interviews	
		Planned	Actual	Planned	Actual	Planned	Actual
ILO Zimbabwe	KII	3	3				
ILO Pretoria	KII	3	3				
ILO HQ	KII	2	2				
ZCTU	KII	1	1	1	1		
EMCOZ	KII	1	1				
ZFTU	KII	1	1				
Ministry of Public Service, Labour and Social Welfare	KII	1	1				
Ministry of Youth	KII	1	1	1	1	1	1
Ministry of Women Affairs, Community, Small and Medium Enterprises Development	KII	1	1	1	1	1	1

Stakeholder	Type of interview	National level		Beitbridge # of interviews		Mutoko # of interviews	
		Planned	Actual	Planned	Actual	Planned	Actual
MSMEs/Cooperatives	FGD			1	1	3	3
Vocational Training Centres	KII			1	0	1	1
Local Transporters	KII			2	0	2	0
Local Horticultural Farmers/Mopane worm harvesters (Individuals)	FGD			1	1	1	1
	IDIs			2	1	2	1
Local Business Associations	KII			1	0	1	0
Anchor Enterprise Officials/Management and staff	FGD			1	2	1	2
Other businesses, residents during transact walk	Informal discussions			5	2	5	2
Total				16	10	20	12

3.2.4 Quantitative primary data collection

A self-completed tool was developed and circulated to all project stakeholders and completed online using Kobo Collect. The questionnaire sought to obtain stakeholder perceptions on relevance of the project, their level of participation in project decisions, quality of interventions, quality of management of the project including technical support and oversight, importance of the project in delivering benefits and its sustainability. Intended respondents included both implementers, and beneficiaries who completed three tools:

- **Questionnaire 1:** National stakeholders
- **Questionnaire 2:** District government stakeholders
- **Questionnaire 3:** Primary and secondary beneficiaries.

The response rate was 28% with 7 out of 25 responding to the questions. Whilst not statistically representative, the sample of 7 responses from institutional-level stakeholders does provide an indicative summary of perceptions on project performance that is crosschecked with other qualitative sources.

3.2.5 Data coding and analysis

Quantitative data: Data from the self-administered questionnaire was analysed using the Statistical Package for Social Sciences (SPSS). Descriptive statistics were used in analysing the data.

Qualitative data: All qualitative data was coded and analysed using qualitative coding software, NVivo. The transcripts were analysed to identify key themes in the data. These themes were analysed to respond to the evaluation questions. Using the software, the evaluation team conducted first-level coding to analyse the qualitative data in terms of geography, respondent type, and gender. The evaluation team then conducted a second level analysis, by using inductive coding, to better identify emerging themes and explanations.

3.2.6 Draft results presentation workshop

A preliminary findings presentation will be prepared and presented to ILO and partners. The presentation will seek to invite stakeholders' feedback on the preliminary findings and recommendations. Using responses from the meeting, the consultant will proceed to incorporate the workshop feedback into the draft report prior to finalisation.

3.3 Limitations and potential bias to the evaluation

3.3.1 Limitations

The following were the limitations of the evaluation:

1. Online interviews were affected by network challenges. This meant it took longer to complete interviews. This limitation was mitigated through scheduling a second meeting to ensure continuation and completion of interviews.
2. COVID-19 lockdowns caused delays in travelling to project sites. Visits were delayed by one and a half months. The evaluator mitigated this limitation by utilizing the lockdown period to interview those stakeholders who could be reached virtually and through telephone to gather data. This helped to minimise the number of face-to-face interviews in the wake of COVID-19 risks.

3. The reporting phase coincided with the fourth wave of COVID-19 in Zimbabwe that led to the evaluation team members and their families contracting the virus leading to further delays in the evaluation.

3.3.2 *Potential bias*

With regards to potential bias, the evaluation took cognisance of the effects on the evaluation of the following biases:

1. *Courtesy bias* wherein respondents tend to tell what they perceive researchers want to hear rather than the actual project experiences. To mitigate against courtesy bias, the evaluation used triangulation, where during both interviewing and data analysis, perspectives of different stakeholders who answered more or less similar questions were analysed for consistency. This was also verified with what the evaluation teams observed on the ground during visits to two of the sites.
2. *Researcher allegiance bias* where attachment to a particular theory causes the researcher to ignore other plausible explanations for similar phenomena. To mitigate against this bias, the evaluation was guided by an evaluation plan, designed data collection instruments and fieldwork protocols to guide the evaluator towards gathering data specific to evaluation questions.

4 Evaluation Findings

This section presents findings of the evaluation of the E4WAY project organised by evaluation criteria.

4.1 Relevance, coherence, and strategic fit

For this evaluation, relevance measured the extent to which the E4WAY project interventions were consistent with the needs and priorities of targeted beneficiaries and stakeholders (partners, government, and community structures) and its strategic fit with national, regional, and international development frameworks, ILO's comparative advantage and COVID-19 response measures.

4.1.1 Alignment to beneficiaries' problems

Finding 1: The project's interventions addressed the identified challenges faced by women and youth in the targeted districts.

At a macro level, despite women constituting the larger population in Zimbabwe (52%)¹⁸, existing patriarchal cultural and social beliefs and practices exclude them from actively participating in mainstream economic activities. Such limitations result in women's limited exposure, skills and capital to effectively engage in viable enterprises. Market access is also problematic for women because of weak capacities to negotiate and even more so when access requires travel. Discussions with informants during the evaluation, including women, verified these challenges with lack of capital, access to markets and entrepreneurship and negotiation skills being mentioned as the key barriers faced by women in advancing their enterprises.

Equally so, for young people, the evaluation gathered that annually, a figure of plus or minus 300,000 young people join the labour market yet only 10% are absorbed into the few jobs offered by the market. This leaves a huge population of youths unemployed with many youths resorting to ill practices such as drug abuse mainly attributed to stress and idleness.

At the local level, the targeted project locations are endowed with different and locally available resources which have been and continue to be the major sources of livelihood for the respective communities, yet the same communities did not benefit much from these resources. For instance, in Mutoko, the growing and selling of horticultural products is a major source of community livelihood with women being the main producers.¹⁹ However, the market is some 200km away from their farms (in Mbare market, Harare) making them prey for middlemen who offer low prices. The absence of processing capabilities and storage space made this worse as farmers had to sell their horticulture produce before it went bad. With limited access to market information, oversupply in the Mbare market is commonly leading to depressed prices and wastage.

For those women that made the 200km journey to the market (in Mbare, Harare), they were particularly disenfranchised. With no accommodation, they had to sleep outside exposing them to risks of sexual violence or robbery. Men were also reluctant to let their female partners make the long distance to the market for fear that they will enter adulterous relationships. For those women with infants, they could not leave at home as they went to the market, had to endure the ordeal of exposing their infants to ailments as they would travel on the back of trucks.

In Beitbridge, the availability of mopane worms provides a major source of income in the district however the lack of means to reach viable markets and processing (value addition) capabilities meant women (who are the main gatherers of mopane worms), would sell to middlemen who exploited them by offering low prices or offer to exchange with secondhand clothing or other household items.

Artisanal mining is a key livelihood activity for communities in Guruve, however the large investments required to invest in gold ore processing machinery resulted in women and youth being exploited and remaining at the bottom of the gold mining value chain where value for the commodity (gold ore) remained very low. It also exposed women and youth miners to exploitation by gold millers.

18 <https://www.zimstat.co.zw/wp-content/uploads/publications/Population/population/women-and-men-report2012.pdf>

19 Discussion with the District Development Officer in Mutoko

Lupane district has poor agriculture output owing to low rainfall associated with the Matabeleland region. However, the presence of large swaths of forests offers the district significant beekeeping opportunities.

Given the above, the E4WAY project was relevant in that it sought to strengthen the value chains of locally available products to improve livelihoods opportunities for the local communities. By establishing a horticulture processing plant in Mutoko, the project was able to address access to a market, the main challenge faced by women horticulture farmers in Mutoko. In Beitbridge, the processing capacity established through the mopane worm processing plant and the associated operating capital addresses market access concerns. In Guruve, the gold-ore milling plant procured by the project will empower women and youth in the gold mining sector through giving them the ability to process their own gold ore and that of other miners in the area.

Not only are the AEs creating opportunities for farmers, miners and collectors to enhance their enterprises, but they are providing opportunities for employment of women and young people in the targeted communities from construction of the AEs, their operations and the value chain of operation. Skills transfer that occurred during these stages also benefited local youths and will likely enhance their employability.²⁰ Capacity building of members of cooperatives with shareholding in the AE also contributed to skilling. These trainings included training in taking farming as a business to increase produce, business management to help the new PBCs run their operations sustainably and Board trainings to enhance governance of AEs. Further, farmers were also trained in grading of produce to improve quality of the produce. Over and above, the established AEs gave the targeted beneficiaries a rare opportunity to become shareholders of the established enterprises. In addition, the infrastructure being set up by the project (Social Overhead Capital), especially in Beitbridge, is attracting other businesses to these centres and providing access to water and electricity to other community members.

4.1.2 Alignment to stakeholder priorities, national and regional development framework

Finding 2: The E4WAY project is aligned with Zimbabwe's national development priorities as presented in the country's National Development Strategy 1 (NDS1), ZIM ASSET, the donors' priorities and SDGs.

Among the key deliverables of NDS1 are the needs to promote infrastructure development, value chain and structural transformation, infrastructure and utilities, and social inclusion. The E4WAY project provided a strategic fit to this national development trajectory in the manner that it established value chains for beneficiation of horticultural products in Mutoko, mopane worms in Beitbridge, a gold processing plant was being set up in Guruve and beekeeping in Lupane. Although not much activity in terms of production was happening in Lupane at the time of the evaluation, the capacity building initiatives that were being rendered to increase beekeeping activities were viewed as equally consistent with the country's development framework which seeks to promote industrial development in rural economies.

At district level, the project resonated well with Zimbabwe's devolution agenda given its thrust for empowering provincial and metropolitan councils and local authorities to promote rapid economic growth through localised development initiatives. The E4WAY project was viewed as contributing to the devolution needs of the four targeted districts in that it stimulated local level economic development activities thereby contributing towards the overall national development vision of an upper middle-income economy by 2030.

On the regional front, according to the African Development Bank (AfDB), the thrust of Africa's development agenda is premised on five key pillars ("High5s") namely, lighting up and powering Africa, feeding Africa, industrializing Africa, integrating Africa, and improving the quality of life of the people of Africa.²¹ The E4WAY intervention resonated well with the above regional agenda. The building of factories in the targeted areas (rural settings) brought with it industrialization, electricity energy for powering the processing plants, improved incomes and jobs, and ownership of companies which all in all lead to improvement of the quality of life of the beneficiaries.

Finding 3: The E4WAY project directly responded to Sustainable Development Goals (SDGs) number 5 and 8 which aim for gender equality and decent work and economic growth respectively.

²⁰ The evaluation does not have strong evidence on this but discussions with employees of the AE in Mutoko specifically highlighted this issue.

²¹ <https://www.afdb.org/en/high5s>

Given the circumstances of women and young people identified earlier in this report, by targeting the most disadvantaged and traditionally marginalised members of the communities in the project locations, the E4WAY project contributed to the calls of “leaving no one behind”. Traditionally, major economic activities were concentrated in major towns and cities without much meaningful industrialization of remote parts of most countries. The establishment of processing plants through the use of local resources and in rural areas, which are under-developed, contributed towards the global call for ‘leaving no one behind’.

4.1.3 Alignment to ILO’s objectives and initiatives at national, regional and global levels

Finding 4: The project is well aligned to the ILO’s global strategic framework for developing the rural economy and the country’s Decent Work Country Programme (DCWP).

Rural economic development has taken renewed focus in ILO making the E4WAY a strategic project in this strategic thrust by supporting and modernising small-scale farming systems, empowering women, and recognising the important role played by enhancing commercialisation of rural enterprises for promoting decent employment and poverty reduction among the rural population. In 2019 the Global Commission on the Future of Work produced the “*Work for a brighter future*” report which identified the rural economy as a key area for the future of work and notes that the development of the rural economy should become a priority. This was further reinforced by the Abidjan Declaration on “*Advancing Social Justice: Shaping the future of work in Africa*” at the 14th Africa Regional Meeting. The E4WAY project is also aligned to the ILO Recommendation 189 (R189) – Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189).

At the country level, poverty reduction through productive employment and decent jobs is a key priority of the Decent Work Country Programme (DWCP) for Zimbabwe. This includes specific actions to promote entrepreneurship and implementation of livelihood improvement programmes.

4.1.4 Comparative advantage of ILO

Finding 5: The E4WAY project benefitted immensely from ILO’s vast experience in the areas of enterprise development, international labour practices and standards including tripartism and social dialogue.

Despite the project having been designed prior to onboarding of ILO, stakeholders concurred that the involvement of ILO was timely in several aspects and greatly appreciated their introduction into the project for several reasons.

First, scope of the project, in terms of number of enterprises – was too broad for the resources available. Using their (ILO’s) extensive experience in rural enterprise development and employment creation (including global standard tools that had been tested in the Zimbabwean context before²²), they played a key role in the review and re-design of the project’s technical implementation strategy. This included revising the number of AEs from an initial planned nine AEs to three AEs to fit within available resources. The MSD assessment undertaken by ILO at the beginning also revealed that a honey processing AE planned in Lupane was not viable at the time and needed to be supported by first enhancing honey production capacities of the targeted population.

Second, the involvement of the ILO enabled the project to tap into expertise and support from the ILO’s Decent Work Team (DWT) in Pretoria, support from the Regional Office for Africa and the ENTERPRISE Department and procurement unit in Geneva. The DWT in Pretoria provided specific support on enterprise development, infrastructure, and gender while the regional and global offices were instrumental in ensuring that the highly complex procurement of processing equipment for the AEs was effective. For example, the local ILO office had no prior experience in undertaking the scale and complexity of procurement required for the AEs to function. It therefore had to rely on the regional and global procurement-office expertise resulting in effective procurement as confirmed by the following statement from one of the project beneficiaries:

“On issues of enterprise development they are experienced in the field. They are masters in that area. I enjoyed the value chain development approach. It was something new to me. You could visualise your product and where you need to intervene. That really assisted in coming up with the enterprise of that kind.”
Government representative

22 ILO has developed a wide range of tools e.g. TREE methodology and SYB models, KYB tool and the MSD approach on which the anchor enterprise is based. All these tools have been used in previous rural enterprise development project such as the SKILLS for Youth project and under the Joint Programme for Gender Equality.

“Despite the processing plants being set up in the rural districts targeted by the project, they matched international standards”.

KII PBC Official

Third, ILO’s experience of working with multiple sectors of government and within the tripartite context, provided specific advantages for project coordination. For example, the work interacts with the Environmental Management Agency (EMA), Forestry Commission of Zimbabwe (FCZ), Companies Registrar, Ministry of Mines and Minerals Development (MoMMD), Ministry of Youth, Sports and Culture (MoYSC), Ministry of Women Affairs, Cooperatives and Small and Medium Enterprises Development (MWACSMED), Ministry of Local Government (MoLG) and Ministry of Finance and Economic Development (MoFED). The ILO’s (1) positioning as a UN agency (viewed as a neutral²³), (2) general experience in engagement through the tripartite partners and (3) relations developed from experience with similar multi-sectoral enterprise development projects in Zimbabwe put it at an advantage in coordinating the complex multi-sectoral relationships. This ability was especially important in the context of E4WAY as it involves testing of a model for scale up by government and other actors.

Lastly, ILO’s ability to document processes and lessons, using its global, regional, and local expertise, was especially useful to enhance the objective of disseminating the successes of the model and influence its scale up. At the time of the evaluation, ILO had produced a paper on the lessons learned from operationalizing the AE²⁴. Discussions had also been held with the Food and Agriculture Organization (FAO) and the United Nations Office for Project Services (UNOPS) to scale up the model in Manicaland for example. AfDB is upscaling the anchor enterprises model into the next phase and had committed to avail additional resources for a next phase of the project. More comprehensive discussions on these partnerships are detailed in Section 4.1.5.

4.1.5 Links with other development actors

Finding 6: The project was able to leverage partnerships with development cooperation and other partners at local and national level which enhanced the project’s relevance and contribution to SDG targets and indicators.

The E4WAY project built and leveraged on links with tripartite partners who comprised government, labour and business in designing and implementing the project and in a way that indirectly motivated other actors to contribute towards the overall goal of the project. As noted earlier, discussions with FAO and UNOPS were underway to adopt the E4WAY project concept. At local level, in Mutoko, taking advantage of the opportunities provided by the AE, SNV Netherlands Development Organisation was offering trainings to local horticultural producers to increase their farming outputs while Jairosi Jiri Association (JJA), had started community gardening projects for persons with disabilities to enable them to take advantage of the opportunity created by the established horticulture processing plant. In Beitbridge, the need to promote environmental sustainability also saw the project partnering with the Forestry Commission and SAFIRE in running a mopane nursery to not only help increase mopane worm harvesting but also promote the planting of trees which are good for the environment. Further, collaboration with the Forestry Commission strengthened the fight against destructive harvesting practices which undermine the mopane trees ecosystem. Further, links were developed through involvement of local district authorities, government ministries which include MWACSMED, MoYSCR, MoFED, Ministry of Public Service, Labour and Social Welfare (MoPSLSW), the Zimbabwe Congress of Trade Unions (ZCTU), the Zimbabwe Federation of Trade Unions (ZFTU) and Employers Confederation of Zimbabwe (EMCoZ), among others.

The partnership with Tabudirira Vocational Training Centre in Mutoko during the construction of the packhouse afforded students at the centre an opportunity to gain practical experience in construction for those studying towards being builders and electricians.

4.1.6 Inclusiveness, adherence to labour standards and environmental consciousness of the project

Finding 7: By targeting women, the project was highly inclusive of women and achieving gender equality. However, there is need for more focus on gender relations and their impact on women’s participation.

23 The relationship between government and bilateral agencies and CSOs is fraught with suspicion on the intentions of the other. The UN is considered as neutral due its institutional structure.

24 The paper is titled: “The Anchor Enterprise”: An intervention model for achieving more inclusive value chains and produced in 2021.

E4WAY's specific targeting of women meant they formed the larger proportion of direct beneficiaries (women comprise 60% of the direct beneficiaries). Women benefited across all project activities, from construction of processing plants to operations of the AE (as shop floor workers). Such participation increased women's access to income as well as providing them the platform to learn or practice new skills and knowledge in male dominated fields. Women participated as builders in the construction of AEs, a field normally dominated by men with women having very little opportunities to participate. Given this deliberate approach, the project was responsive towards addressing traditional gender imbalances and conformed to the universal call for addressing gender imbalances through increasing the active participation of women in economic development initiatives. Further, women became shareholders of the established AEs through either registered cooperatives or Private Business Corporations (PBC) an empowering initiative on its own.

While women make up majority of project participants there is need for the project to recognize and mitigate the potential effects of the project on gender relations and how these can in turn affect women's participation. For example, studies have shown that economic empowerment of women can lead to men feeling disempowered and can lead them to force the women's withdrawal from the project or worse still experience gender-based violence.


Finding 8: Although youth are targeted their participation is less than women's.

The project caseload is skewed towards women than youth. This is primarily a result of the entry point for participation – existing cooperatives for targeted value chains. These cooperatives are made up of primarily women because of the nature of the value chains. Interviews with stakeholders indicate that the targeted value chains (especially horticulture, and mopane worms) are traditionally unattractive to youths. Youth participation may also have been affected by the nature of the enterprise where cooperatives were formed. Other evaluations of ILO projects in Zimbabwe, especially the Skills for Youth project, showed that whilst youth prefer horticulture projects since the crop cycles are short and they can quickly earn profits, once enterprises involve forming cooperatives, youths are not eager to be members of these cooperatives. However, youth participation is greater in Mutoko than Beitbridge but is limited to construction, and employment in the AE²⁵. Further studies would need to be undertaken to understand further the bottlenecks for youth participation (male and females) in supported value chains.

Finding 9: Despite recognition by the project of the need for disability inclusiveness, the project interventions remain largely exclusive of persons with disabilities.

On disability inclusion, the project recognizes the inclusion of persons with disability in project activities as important. This recognition led to enhancements at the AE entry points to allow those with physical disabilities easier entry. However, beyond this the project lacks an inclusion strategy. This includes supporting cooperatives and PBCs to be inclusive of persons with disabilities and building capacities of AE management to accommodate persons with disabilities. The absence of such a strategy has led to the exclusion of persons with disabilities in project activities. Results of the quantitative survey support findings from key informant interviews as 4 out of 7 respondents noted that the project included persons with disabilities to a lesser extent. The reasons proffered for this are presented in **Figure 1**.

Figure 1: Stakeholder perceptions on project's disability inclusion

Disability Inclusiveness  4 of 7 stakeholders perceive project addressed disability to a lesser extent	Government Representatives	Workers Representatives
	"Communities always exclude people with disabilities"	
	"The project worked with people that were already in the project and most of them didn't involve people with disabilities"	"Personnel running the Company not trained to cater for people with disabilities"
	"No awarenesses were done to include people with disabilities"	"People with disabilities not represented in Company decision making board"
	"Personnel running the Company not trained to cater for people with disabilities"	
	"People with disabilities not represented in Company decision making board"	"Less facilities put in place to cater for people with disabilities"
	"Less facilities put in place to cater for people with disabilities"	

Finding 10: The project adhered to international labour standards and was able to increase consciousness of this need among stakeholders in project beneficiaries.

²⁵ For youth participation in Lupane and Guruve please refer to the Ex-post analysis in Annex 6.

As with any ILO project, decent employment, Occupational Safety and Health (OSH) were integral part of the interventions. Contractors and the board of AEs were tasked with meeting minimum wages and ensuring decent work standards were adhered to during construction and operations of the AE. At the time of COVID-19, support for training of staff and management on OSH (safety in the context of COVID-19) and provision of Personal Protective Equipment (PPE) ensured the AE environment was safe and mitigated the spread of COVID-19. The concept of decent work was also transferred to project beneficiaries through training of farmers and members of cooperatives and PBCs on payment of minimum wages and the need for occupational safety standards. However, limited activity caused by delays in fully operationalizing the AEs negatively affected the payment of decent wages. Nonetheless, stakeholders expressed confidence that decent wages are achievable once the AEs get into full and increased production.

Finding 11: Project interventions mainstreamed environmental sustainability in all locations. In Beitbridge, a different approach is required to ensure sustainability of the mopane worm population.

Environmental sustainability was a key consideration built into the E4WAY project. For example, in Guruve, an environmental assessment resulted in the decision to change the initial site to a new one and a complete Environmental Impact Assessment (EIA) was carried out for the new site after it was cleared by the Environmental Management Agency (EMA), Rural District Council (RDC) and MoMMD as suitable for setting up the gold-milling Plant. To conform to the Minamata Convention on elimination of mercury in artisanal small-scale mining, a decision was made from the onset to establish a mercury-free gold processing plant. The report also led to a change to a mercury free custom gold milling centre.

In Mutoko, due to waste generated during both grading and value addition of tomatoes, measures were put in place within the AE to build facilities (septic tanks) for disposal and management of waste. The evaluation further gathered that, at the time of the evaluation, plans were underway in Mutoko to invite other business players who could make use of the waste for other processes such as biogas production. An Environmental Management Plan was also developed in consultation with EMA for the AE in Mutoko. In Beitbridge, the evaluation gathered that local harvesters received training in tree propagation and by growing more mopane trees in the area, not only increased their mopane worms harvesting, but also helped in protecting the environment.

In Beitbridge the project trained mopane worm collectors who are part of the Cooperative²⁶ on sustainable harvesting as means of ensuring environmental sustainability. However, the ability for the project to influence sustainable harvesting is a more complex issue as the Cooperative supported by the project does not make up the majority of collectors. There were concerns from stakeholders and members of the Cooperative that the quantity of mopane worms was declining because of mass harvesting by “outsiders” and those members of the community not trained in sustainable harvesting. Such mass harvesting with disregard for effect on future availability of mopane worms coupled with observations of a reduction in the population of mopane worms in recent years has resulted in isolated conflicts. Without a district-wide response, training of cooperatives targeted by the project alone will have little effect on enhancing sustainability of the mopane worm population and with it, sustainability of the AE. On its part, the project engaged local leadership in Beitbridge, and work had started to establish rules, regulation, guidance, and fines on harvesting of Mopane Worms. However, this had stalled at the time of the evaluation.

4.1.7 Project’s approach and effectiveness in the context of COVID-19 or similar pandemics

Finding 12: The project’s approach was not fit for purpose in the context of COVID-19 and would require improvement in dealing with similar crises. Following the outbreak of COVID-19 pandemic in the first quarter of 2020 AEs were expected to start product beneficiation processes. The country went through successive lockdowns meant to curb the spread of the deadly virus among citizens and this posed the greatest threat to the operations of the AEs. The effects of lockdowns included restricted travel of producers to the market which was also closed to reduce COVID-19 risks. Using its expertise in occupational health, ILO was able to support AEs to institute measures that mitigated the spread of COVID-19 within their processing plants. This included training of workers on COVID-19 guidelines and provision of Personal Protective Equipment (PPE).

However, there were weaknesses in the project’s approach to addressing COVID-19. The initiatives for online SYB trainings were hampered by lack of compatible gadgets over and above limited internet access and hence the intervention did not help much. As a result, particularly for Mutoko, the evaluation gathered that the COVID-19

situation significantly stalled project implementation coupled with loss of income as large amounts of produce had been prepared in anticipation of the beginning of beneficiation processes. While the idea of offering online trainings was the only available and effective option given COVID-19 risks, similar future responses would be more effective if issues of limited access to both electronic devices and internet are built into project designs to minimize potential disruptions.

The management and oversight structure of the AEs made decision making slow in an environment where these needed to be made quickly (e.g., staff rationalization) to avoid losses that could potentially bankrupt the AEs. In Beitbridge, the COVID-19 pandemic meant limited access to markets for the processed mopane worms. However, meetings of the board were irregular, and decisions slow to employ cost saving measures. For example, recruitment of staff was in the middle of the pandemic and decisions could have been to reduce the scale of the enterprise (staffing and structure) to a more efficient structure in line with the productivity of the enterprise. The challenge was the same in Mutoko. Despite the injection of additional capital in the AEs, they are still incurring losses and are at risk of bankruptcy especially in Beitbridge²⁷.

4.2 Validity of design

4.2.1 *Validity of the Theory of Change*

Finding 13: The Theory of Change (ToC) is clear, but several underpinning assumptions have not held making the envisaged logic unlikely to be realised unless there are significant changes in the implementation approach to manage them.

The E4WAY project theory of change is premised on the AE being the trigger for value chain development. Once the AE is established and capacity utilisation is increased, demand for raw materials from producers will also increase. For producers, improved business management skills, lower costs of sales (reduced marketing costs (real and implicit costs) and reduced post-harvest losses²⁸ would increase their production capacity allowing them to meet increased demand from the AE. With increased production and sales for producers and the AE, demand for additional services (transportation), supplies (inputs and other services), and labour also increase. Viability and sustainability of the AE is supported by enhanced institutional capacities (cross-sectoral support and governance) and improved business management at the AE level. Training of producers on OSH and decent jobs will lead to improvements in the quality of jobs including increased wages. This causality logic is clear.

Further the theory of change is premised on the following key assumptions:

- AEs will find a viable market for value added products;
- Because producers are willing to sell to the AE, production will increase with increased demand for raw materials from the AE; and
- Producers and AEs will implement OSH and minimum wages.
- Government role at district level to support the AEs through continued monitoring and its role to provide social overhead capital such as powerlines and transformers. The absence of these social overhead capital meant an increase in the cost of establishing AEs.

The status of these assumptions is detailed below, however their validity has been a challenge.

Assumption 1: AEs will find a viable market for value added products

Operations of AEs in Beitbridge and Mutoko coincided with the onset of COVID-19 and national lock downs that followed to mitigate the spread of the virus. These lockdowns meant limited access to markets as well as demand resulting in subdued operations. Second, larger markets, which offer better prices, require consistent supply and large volumes. Both AEs have not been able to reach sufficient production to meet the demands of such markets and thus have depended on local markets. The low production capacity is a result of several factors that include:

²⁷ The evaluation acknowledges that there are multifaceted problems that are causing the situation of the AE in Beitbridge. However, the delayed and non-responsive decisions during the height of COVID-19 restrictions had the greatest contribution. non-aligned decisions

²⁸ As the AE provides sufficient demand to avoid the need for cold chain facilities at the farmer level.

1. **Insufficient capital to purchase large volumes of raw materials.** For example, in Mutoko the AE manager noted how he had not pursued larger markets because there is not enough capital to purchase volumes of horticulture produce that can sustain demand. The case was the same in Beitbridge where the scarcity of mopane worms requires the AE to purchase mopane worms from other districts. This requires sufficient capital to purchase enough volume to offset the increased costs of procurement;
2. **Lack of a lorry to use for purchasing produce.** Producers travel some distance to the AE. Producers interviewed in Mutoko noted that because of the distance and that they cannot hire vehicles, they resorted to limiting what they sent to the AE. In Beitbridge the need to go to further places to buy mopane worms gives credence to the need for a vehicle (see point (4) below); and
3. **Willingness of producers to sell to the AE** (see Assumption 2).
4. **Reduction in the population of mopane worms in Beitbridge.** All stakeholders and mopane worm collectors agreed that the population of mopane worm was on the decline due to climate change, recent two consecutive droughts (2018 and 2019), and over harvesting. As a result, to gather adequate quantities, the AE needs to cover more districts than Beitbridge. The cost of doing this and the challenge with payment modalities (see Assumption 2) make this a challenging or near impractical without significant changes.

Assumption 2: Because producers are willing to sell to the AE, production will increase with increased demand for raw materials from the AE.

Producers interviewed in Beitbridge and Mutoko welcomed the establishment of the AE as it shortened the distance to the market as well as guaranteeing a fair market price for their produce. However, they had several concerns which are causing them to continue with previous markets while only delivering part of their produce to the AEs. In Mutoko, inconsistent purchases by the AE caused farmers to be unsure if the AE was buying produce. This lack of predictability made producing for the AE not a viable option. The AE pays in local currency and does so after two to four weeks in most cases. This is also paid through a bank account. The high local currency inflation rate²⁹ and the non-payment on delivery were noted by producers in Mutoko as causes for their low preference of this payment method and contributing to lower deliveries. Majority of producers do not have bank accounts and payment via mobile transfers attracts a premium of up to 30% when they make purchases with this money. These factors make selling to the AE unattractive. To improve the AE's appeal, producers recommended that mixed payments are better – a cash and transfer component.

In Beitbridge, the situation is different. Because the AE could not access output markets outside of Beitbridge, it meant it had to compete with local suppliers who sold at almost the same price that the AE was purchasing from collectors. As result the AE could only offer half the price³⁰ that mopane collectors were receiving from their alternative traditional markets. This has led to a majority of Cooperative members selling their mopane worms to middlemen despite the presence of the AE to which they are shareholders. This, combined with a general decline in the mopane worm population, has led to significantly low deliveries to the AE. At the time of the evaluation visit there was no processing being undertaken due to lack of mopane worms. However, the challenges in Beitbridge could be much more complex as the cooperatives preferred a warehouse than a processing plant, insisting they had a ready market for their mopane worms.

Assumption 3: Producers and AEs will implement OSH and minimum wage.

As noted under Relevance, the training on OSH and Start Your Business (SYB) trainings had increased awareness on the characteristics of and need for decent employment among PBC members. However, given limited utilisation capacity of the AEs it was not possible to assess its validity.

Assumption 4: Government role at district level to support the AEs through continued monitoring and its role to provide social overhead capital such as powerlines and transformers

Working through stakeholders in each district was commendable as it built ownership of the project. However, the project required a project officer present at each site to support all stakeholders and activities until operations of the AEs were stabilised. Nonetheless, using the AE to anchor value chain development was an appropriate approach and can be considered a promising practice for rural economic development.

²⁹ Estimated to 60.6% year on year in January 2022 (www.rbz.co.zw)

³⁰ The AE was offering up to R300 per bucket while competitors were offering between ZAR600-700 per bucket.

As all key assumptions have not held true the envisaged logic is unlikely to be realised unless there are significant changes in the implementation approach to manage them.

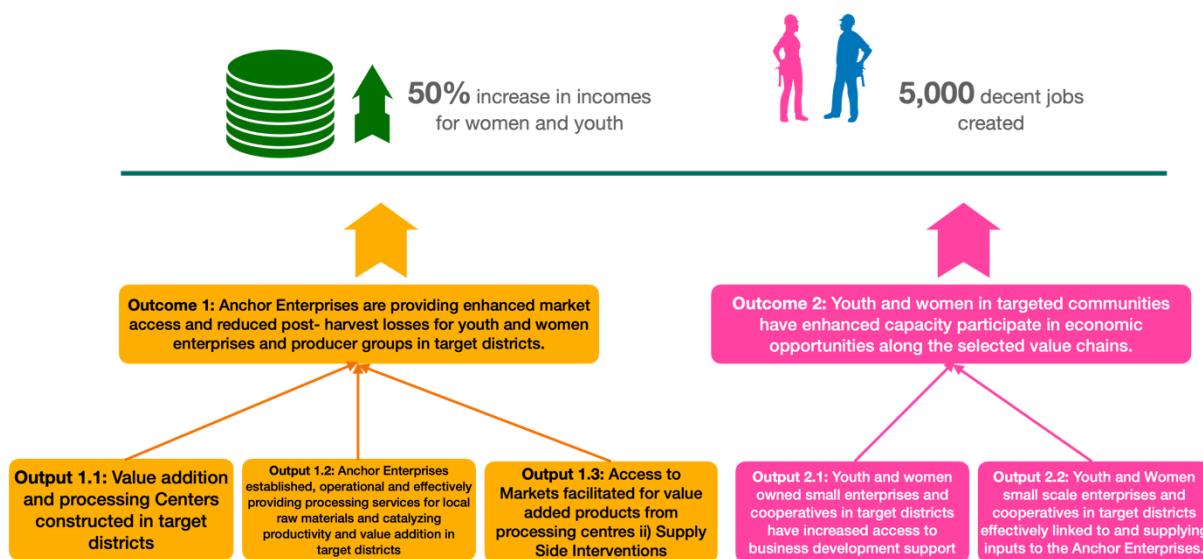
4.2.2 Validity of the outputs and outcomes of the project

Finding 14: The outputs and outcomes are largely consistent with the envisaged Theory of Change.

Figure 2 Figure 2 presents the envisaged outputs and outcomes of the project. The outputs and outcomes are clear and strongly linked to the project’s Theory of Change that:

*“If AEs are established and provide a sufficient market for local raw materials, if women and young entrepreneurs have the capacity to meet the demand from the AE across the selected value chain from enhanced skills and knowledge to grow their businesses (including improving the quality of employment), and if there is strengthened environmental management **then** there will be an increase in number of jobs and their quality and incomes of women and young entrepreneurs.”³¹*

Figure 2: Outputs and outcomes of the E4WAY project³²



While the outputs and outcomes are largely consistent with the TOC, for Beitbridge specifically, a result on sustainable supply of raw materials would have been of added value. For Mutoko, the agronomic training and capacity building of farmers is missing as the focus is mainly on business development. For Mutoko, agronomic training is particularly important to ensure the horticulture produce delivered by farmers meets market standards. Further, the tomato-paste processing plant requires special type of tomatoes to ensure the viscosity and quality meets market demands. The type of tomatoes required are not grown on a large scale in Mutoko and will require farmers to be trained on their production. Ensuring these two aspects (sustainable supply in Beitbridge and agronomic support in Mutoko) are incorporated in the envisaged outputs will ensure relevant interventions are planned and funded. Thus, the assumption made by the Government on the availability of supply at the planning stage of the project was not valid.

Finding 15: The timeframe available was insufficient to deliver the ambitious outcomes envisaged by the project.

The E4WAY project intended to achieve ambitious targets of creating 5,000 decent jobs and increasing incomes of women and youth entrepreneurs by 50% (See Figure 2). These achievements are anchored on the AEs being established, operational and marketing their value-added products. AEs are primarily medium-sized enterprises requiring complex set-up processes. These include agreeing on shareholding and registering the companies, constructing the AE, and procurement of the processing equipment. While experience of the project was conflated by delays in supply chains due to COVID-19 induced lockdowns, discussions with stakeholders showed that at least one to one year and six months is required to set up the enterprise. Project inception (market assessments, stakeholder engagement, establishing project structures, etc.) and project closure may require another six months leaving only

31 Adaptation from the project’s ToC in Annex 4.

32 Author’s impression from the output and outcome statements in the project document.

one year to support operationalisation of the AE, build capacity of producers and supporting market linkages. This time is insufficient to effectively provide support to the AE, and stakeholders to continue with support and oversight of the AE and ensuring the supply chain is mature enough to sustain production at the AE.

Finding 16: There was significant investment in procurement and works to establish the AEs. However, initial working capital was inadequate for the level of operation.

By March 2021, the project had invested US\$1,177,349.64 in establishing AEs in Beitbridge (US\$522,836.47) and Mutoko (US\$654,513.17)³³. This included construction, procurement of equipment and installation costs. The Beitbridge mopane women processing plant received US\$30,000 working capital over a two-year period. US\$8,000.00 was availed as initial stock of mopane worms and two tranches totalling US\$12,000 were disbursed in 2019 and the last tranche of US\$10,000 in 2021. While this money was disbursed during the height of COVID-19 and related lockdowns which undermined sales, the working capital injection of US\$30,000 was already inadequate. Mopane worms are seasonal (December to March) therefore to sustain all year production, the plant needs significant working capital to purchase adequate stock of the product. At the minimum this would be about 50 tonnes of mopane worms per season which would cost the company about US\$57,000.³⁴ The price doubles in the off-season, requiring significantly more working capital. When the working capital demands for procuring the raw material are juxtaposed against the scale of staffing (which consumed over US\$30,000 in the first two years), the initial working capital was grossly inadequate to sustain the operation even in a none COVID-19 context. Because of *insufficient* capital coupled by a slow take off, the Beitbridge plant had salary arrears that led to management and staff turnover. Because the seasonality of mopane worm was known from the beginning from the onset of planning for the AE, there were plans to support production and processing of other viable crops by members of the cooperative and sold offseason. However, this was not happening at the time of the evaluation.

For Mutoko, as noted earlier, the working capital constraints were undermining the AE's ability to maintain consistent supply of raw of materials and with it its viability.

There are other opportunities for AEs to raise working capital including accessing financial markets. At the time of the evaluation, there were initiatives to enable the Beitbridge AE to access a US\$10.000 loan from the Women's Bank in Zimbabwe. Such options should complement capitalisation by the project.

Finding 17: At the time of project design, Zimbabwe had monetary policy instability, and this risk was not sufficiently recognised and planned for in the project design and has had a significant impact on project implementation.

At the onset of the project, the country went through several monetary policy adjustments aimed at de-dollarising the economy which caused significant price distortions. These policy statements (Statutory Instrument (SI) 212 of 2019 and SI 85 of 2020) included:

- abolishing the fixed local currency exchange parity with the United States Dollar (USD);
- having all traders who charge in USD use the official exchange rate which was significantly lower than the value prevailing on the foreign exchange parallel market;
- introducing a 20% foreign currency retention legislation that forced business to surrender 20% of their foreign exchange earnings at the prevailing official exchange rate; and
- introduction of a foreign currency auction system (for large corporates and SMEs) for the allocation of foreign currency.

Despite these measures, foreign currency remained scarce on the formal market with the majority of small to medium businesses relying on the parallel market for their foreign currency needs for imports. Because the parallel market was still dominant, its exchange rate became the de-facto measure for pricing goods and services. At the same time, SI 212 of 2019 did not allow traders to charge goods in foreign currency. Also, economic agents were engaged in hedging activities to mitigate foreign exchange risk, further increasing prices through premiums being charged over and above the parallel market rate. This meant that the price that ILO could pay was more than double what it would ordinarily be as the exchange rate on the parallel market was twice that on the official auction system and with the added layer of premiums charged over and above the parallel rate. This led to lengthy negotiations with suppliers and seeking of

³³ ILO (2021) Quarterly Report to the Africa Development Bank, March 2021.

³⁴ During the mopane season, mopane prices are between ZAR150 to ZAR200 per 10kg bucket. We used an exchange rate of US\$1 to ZAR15.15

authority from the Reserve of Bank of Zimbabwe to pay in foreign currency. Such delays reduced the implementation period further. When traders were eventually allowed to charge in foreign currency (in 2020), a 20% retention policy was introduced which led to them considering this loss in value thus further pushing up prices of goods and services.

However, at project design Zimbabwe was well known for monetary policy instability, therefore it should have been considered as a risk with high likelihood of occurring. While the nature of the changes themselves were difficult to predict, the risk of changing monetary context was always there.

4.2.3 Appropriateness of the implementation approach

Finding 18: Using the AE to anchor value chain development was an appropriate approach and can be considered a promising practice for rural economic development.

The project concept and its potential to radically change the rural economic landscape is highly appreciated by stakeholders at all levels including the African Development Bank. In the quantitative survey 5 out of 7 stakeholders that responded to the question on appropriateness of approach noted that it is very appropriate for the objectives. This is despite the slow start up and operations of the AEs which has meant the envisaged gains were yet to be realised.

As highlighted elsewhere in this report, the AEs provide the opportunity for a stable market and the potential for enhancing the entire value chain (input suppliers, transporters, those seeking casual labour, etc.) not necessarily producers only. With increased incomes in target communities, other sectors of the rural economy will also benefit including retailers. There are other spill over effects. In Beitbridge for example, for the AE to be functional, a power line had to be established which benefited local businesses as well. It is these wide benefits, where the AE can transform the local rural economy that makes it appealing to all stakeholders including communities. Another factor that enhanced the project concept's appeal was community and district ownership of the AE.

Perhaps the greatest risk for the project concept is its overreliance on the performance of the AE as a single market option. Without investment matching the level of operation of the medium scale enterprise, the possibility of this risk becoming reality is very high. The risk is further amplified by concerns from some stakeholders (labour and district level stakeholders) about the poverty reduction potential of the model. By design the project does not target the poorest and most vulnerable in the target communities.³⁵ The people living in poverty would benefit from the trickle-down effect (local economy flourishing as a result of the AE) increasing access to employment (either casual labour on farms, or other employment opportunities). This raised concerns about the value for money from a poverty reduction perspective. Thus, such interventions require long term investments and support to ensure the trickle down occurs in order to reduce the cost per beneficiary and enhance its cost effectiveness (see further discussion in Section 4.4.2).

Finding 19: Working through stakeholders in each district was commendable as it built ownership of the project. However, the project required a project officer present at each site to support all stakeholders and activities.

In each district, the ILO worked through a district project steering committee chaired by the District Development Coordinator (DDC) with day-to-day implementation facilitated by sector focal person (gender³⁶ in Beitbridge and youth³⁷ in Mutoko). Ministerial stakeholders were also part of the board of the AE ensuring they were actively engaged in overseeing its implementation. This was confirmed by all respondents to the quantitative survey (7 out of 7) who confirmed they were participating in the project to a greater extent. This involvement has clearly led to ownership of the project as local stakeholders continuously referred to the AE as "our" enterprise. Because of this ownership some stakeholders were going to great lengths to ensure the AEs are successful. For example, in Beitbridge the focal person working with the board had engaged Mangwe Rural District Council (RDC) to expand potential suppliers of mopane worms beyond Beitbridge. In Guruve RDC supported the establishment of the Gold Milling Plant by rehabilitating the access road to the plant, as part of its contribution to this development initiative. The same was done by Beitbridge RDC which rehabilitated the access road and provided land for the AE for free.

³⁵ The direct beneficiaries were members of the PBCs. The evaluation gathered that for one to be a member of a cooperative, one had to pay a membership fee which naturally the most vulnerable and poor would struggle to afford, meant they would be excluded based on that criterion.

³⁶ Ministry of Women Affairs, Gender, Small and Medium Enterprise and Cooperative Development

³⁷ Ministry of Youth Sports and Arts

While this is positive and should be maintained, these stakeholders have other responsibilities that make it impractical for them to provide the level of effort required to fully support the AEs to be successful. One stakeholder mentioned they would only be able to visit once or twice a week or not at all, creating gaps in oversight, especially as the AEs were still finding their feet. This full-time local post, as noted by stakeholders, would enhance ILO's capacity to understand the social and other dynamics affecting the proper functioning of AEs, build trust between the AE management and cooperatives, develop capacity of producers, and assist with market linkages. ILO was viewed as a "visitor" due to their short-term visits and therefore would not have sufficient interactions to understand some of the intricate challenges. These issues included reported conflicts between management and the cooperative members with the latter wanting to have a greater say in the day-to-day decisions of the AE, as one stakeholder put *"they wanted to be the worker and the shareholder"*. In Beitbridge the selection of leaders of the Cooperative was based on their literacy levels and those chosen were not from Beitbridge (mainly daughters in law – *"varoor"*)³⁸. Being daughters in law and sometimes not from Beitbridge³⁹, they were regarded as "aliens" with little say in the significant decisions of the Cooperative. Real decision-making power was therefore vested in others not necessarily in the leadership. There were therefore complaints that some decisions made with the Cooperative leadership are later receded if these powerful individuals did not agree with it.

4.2.4 ILO tripartite constituents and their involvement in the design of the project

Finding 20: While the tripartite partners did not actively participate in the design of the E4WAY project, they were inextricably part of the implementation.

While ILO led the development of the project document it negotiated for tripartite partners to be involved in project implementation as part of ILO's implementation approach. All tripartite partners were part of the Technical Working Group (TWG) charged with providing technical direction to the project and providing advice to the Steering Committee (SC) for policy and strategic issues. By the time of the evaluation, the TWG had met eight times. The tripartite partners also participated in joint monitoring of the project and during AfDB's monitoring missions. All seven respondents to the quantitative survey confirmed that there was active participation of the tripartite partners. Tripartite partners themselves confirmed being involved and making meaningful contribution to project implementation.

"They were very effective because all members of the tripartite were present from the beginning of the project."
Government official

"[We were] in the TWG to assist with guidance on running the project and advise Technical partners on policies that speak to program and chipping in from workers perspective."

Labour official

4.2.5 The Monitoring and Evaluation (M&E) framework

Finding 21: The project had a sound monitoring and evaluation system that was implemented by district level stakeholders. While it was not consistently implemented across all AEs, additional measures by ILO have ensured the monitoring system continues to provide the necessary data.

ILO jointly developed the Results Measurement and Monitoring System (RMMS) with district level stakeholders. The system collects monitoring data from the AEs, producers and suppliers using the AE form. Additional data on employment during construction of the AEs was collected using an Employment Tracker. All this data fed into an electronic database (google docs). M&E focal persons, from ministries of youth and women affairs, were identified in each district and tasked with collecting information, updating the database, and completing reporting templates. M&E focal persons received a monthly allowance to undertake these additional tasks. Some of these measures introduced challenges. The "google docs" system did not work due to poor internet connectivity in the districts with the project resorting to completion of excel templates sent on email. The introduction of allowances introduced conflicts with the perception among peers of the M&E focal persons that they had abandoned their core responsibilities and now doing ILO work. The performance of the M&E focal persons varied by district due to inadequate time. In Mutoko, more often, most monitoring activities were carried out when there were some scheduled visits by key project partners such as ILO and African Development Bank (AFDB) officials. For Beitbridge, the evaluation gathered that M&E activities were consistently applied, tracking such indicators as employment creation and incomes. Cooperative members and staff conducted M&E activities using a tool designed by ILO.

³⁸ Majority of young men and women in Beitbridge migrate to South Africa for work leaving illiterate older persons. Married men usually leave their wives behind.

³⁹ In the Beitbridge the chairperson is from Masvingo, secretary and vice secretary are from outside Beitbridge

ILO put in additional measures to ensure availability of data including AE management contracts which mandated them to keep data on incomes, jobs created, number of people being supported etc. in accordance with the results framework indicators. ILO also undertook surveys on incomes earned for specific groups of youth including earnings from construction activities and their utilisation by benefiting individuals. Additional data was collected during ILO's own monitoring visits. Ensuring the data provided by various stakeholders was also validated.

Finding 22: The E4WAY indicators were largely sufficient to measure the project's achievements at the outcome level and were aligned to the CREAM40 criteria. Output indicators used for reporting on progress fail to measure several outputs in the project document.

The outcome indicators for the project were: (1) Number of long-term jobs created in target communities; (2) Average monthly incomes of target groups in horticulture; and (3) Average monthly incomes of target groups in artisanal mining. The three indicators are sufficient to measure the two ultimate outcomes on jobs created and the contribution to beneficiary incomes. The RMMS system discussed earlier was accompanied by an RMMS manual which provided stakeholders with clarity on definitions of these indicators, what data was to be collected and how it was to be collected to measure them.

At the output level the project had the following indicators: (1) Number of horticulture, mopane worms and honey processing units set up as Sustainable Businesses; and (2) Number of women gold ore milling service centres set up as SMEs. Both indicators only measure "Output 1.1: Value addition and processing Centers constructed in target districts". The following outputs are not being reported on:

- **Output 1.2:** Anchor Enterprises established, operational and effectively providing processing services for local raw materials and catalyzing productivity and value addition in target districts. **This output is about AE performance including volumes purchased from producers/suppliers, and value etc.**
- **Output 1.3:** Access to Markets facilitated for value added products from processing centres ii) Supply Side Interventions. **This measures value and number of value-added products sold by the AE.**
- **Output 2.1:** Youth and women owned small enterprises and cooperatives in target districts have increased access to business development support. **Indicators for this output can be those related to training of youth and women entrepreneurs and what they are trained on. This indicator is particularly important for understanding the reach of training where it is provided as stakeholders had concerns that the project was not reaching enough producers to achieve adequate and quality supplies of raw materials to the AE. Stakeholders raised the following:**

"No follow up trainings for farmers"

"Minimum involvement of the farmers."

"Lack of resources to cascade down to the farmers"

"Distances created a gap for information dissemination"

Respondents of the quantitative survey

Collecting information on the project's reach will provide stakeholders with a perspective on this performance measure which is an area of concern.

- **Output 2.2:** Youth and Women small scale enterprises and cooperatives in target districts effectively linked to and supplying inputs to the Anchor Enterprises. **Measures number of youth and women small scale enterprises supplying to the AE and the average value and volume supplied in a reporting period.**

Therefore, it can be concluded that the output indicators do not provide a complete view of the project's performance and accountability against the project document. This assessment also resonates with some stakeholders who thought that the RMMS:

The M&E system is not sufficient. [It] Doesn't cover marketing issues, and the production element in reporting as in accordance with the value chain. It also does not provide information on the many elements of the business."

40 Clear: indicators should be precise. Relevant: appropriate to the subject and evaluation. Economic: can be obtained at a reasonable cost. Adequate: the ability to provide sufficient information on performance. Monitorable: easily monitored, and amenable to independent validation.

Government representative in the quantitative questionnaire

“They were very high-level indicators. There could have had more empowerment indicators (social indicators)”

ILO representative

“There is need for a deeper analysis and measurement of the effect of the project using tools such as employment impact assessment. The matrix has only included jobs and income and some of the effects of such investments may not be seen. However, these tools may be too expensive to do them... ILO has however carried out a labour market diagnostic.”

ILO representative.

“Information was not enough – it left out some indicators especially with regards cooperative members participation in the project, extent of market penetration by the marketing officer (are they expanding the market), they could have sought out the market views with regards the product, we could hear the marketing officer asking for increased range of products... it is difficult to sell one product... but we did not have information to make these decisions”

District project focal person

4.2.6 Exit and Sustainability strategy

Finding 23: The project design incorporated an exit strategy though the beneficiaries seemed not to understand what the strategy entailed and therefore may need to be shared and agreed.

First, the idea to create PBCs and Anchor Enterprises was meant to allow the enterprises to function like any other business with potential for perpetual operations. Secondly, the project design allowed for the enhancement of capacities of local shareholders to run the enterprises professionally through business skills enhancement, integrating governance systems which comprised the creation of governing boards and share ownership structures that involved government stakeholders, local district authorities, PBCs and Cooperatives. In addition, the project design provided for the use of locally available key resources (inputs) enterprises namely horticultural produce in Mutoko, mopane worms in Beitbridge, gold in Guruve and beekeeping in Lupane to drive the AEs. The exit strategy, as per the project design, further linked the enterprises with markets, a strategy which guaranteed continuity and viability. In addition, the development of a manual as a reference for guiding implementation of the model was another attempt meant to ensure that the enterprises would continue to operate viably post the project phase while at the same time providing scope for replication of the model by other local, national, and international actors. Lastly, the AEs were organised and registered as for-profit companies to motivate and guarantee continuity.

However, despite the project exit strategy having been built into the project design, the evaluation noted that most of the stakeholders mainly direct beneficiaries demonstrated limited comprehension of the strategy. This is considering the observation that at the time of the evaluation, most felt that they needed more support particularly capacitation in administration of AEs with the view to helping them properly run their operations post E4WAY intervention. However, major reasons contributing to their desire for more support emanated from delays experienced in starting production at AEs over and above COVID-19 induced disruptions which largely undermined full establishment of their AEs. For instance, the processing plant in Mutoko had not started full scale production at the time of the evaluation because the last piece of equipment was delivered to the site just a few weeks before the visit by the evaluation team (and a day before the official launch by H.E. The President of the Republic of Zimbabwe). The Gold milling plant in Guruve was not complete at the time of the evaluation. The Mopane Worms operation in Beitbridge was not operational for a couple of months before the visit by the evaluation team and it was not operational at the time of the visit. As a result, there was not enough experience by the stakeholders on how these AEs would operate.

4.3 Progress and effectiveness

This section analyses the extent to which the project met its objectives and targets for key outcome and output indicators. Target achievements were also verified as measured by the project in its last quarterly report of the evaluation period (April to June 2021). The evaluation assessed how effective the project was in terms of promoting gender equality, inclusion of people with disability, international labour standards, social dialogue/tripartism as well as environmental management.

4.3.1 Achievement of set targets

Finding 24: At the time of the evaluation the AEs were still at their infancy, and therefore envisaged targets were far from being achieved.

The project targeted to create 5,000 long-term jobs in the target communities but only managed 732 jobs at the time of reporting (See Table 4). The failure to meet the target by the time of the evaluation is partly due to the project establishing only two of the four planned AEs in Mutoko and Beitbridge. Of the two, operations in Mutoko and Beitbridge had been subdued. The Beitbridge AE had not been operational for at least two months due to lack of raw materials and machinery challenges (see Section 4.4.2 for more details).

The project targeted to increase incomes of beneficiaries at all sites to US\$140. By the evaluation period, Beitbridge AE employees were earning US\$130 while the Mopane harvesters were only getting US\$40 equivalent. When compared to baseline figures, incomes of collectors from Beitbridge remained stagnant while that for farmers in Mutoko declined from US\$80 to US\$72.68 per month. The exchange rate and payment modalities may have attributed to this decline⁴¹. The youth involved in construction work and the Anchor Enterprise employees managed to receive US\$88.34 and US\$81.36 respectively slightly above the baseline but below the US\$140 target.

Several challenges caused this under performance including COVID-19 induced restrictions and the changing economic context in the country (see Section 4.2.2 for more details).

Finding 25: While outcomes were far from being achieved, the project had progressed well on output indicators despite the myriad of challenges it faced.

The indicator “*Number of horticulture, mopane worms & honey processing units set up as Sustainable Businesses*” had been completely met in Mutoko and Beitbridge by the time of the evaluation with all AEs’ plant installation complete. Management and board structures had also been established in the horticulture and mopane worm plant. In Lupane, the project had started training of 300 beekeepers. About 110 of these had completed the training and were being assisted to set up and bait beehives. The setting-up of 3 apiaries was also in progress. While installation was complete in Beitbridge, the AE has had challenges with the functioning of the packaging machine which has been losing timing. Stakeholders noted one of the challenges with repairing the machine is the absence of the operational manual and locally trained engineers to fix the problem⁴². It has taken over eight months to get the challenge fixed. This challenge highlights the planning for back up support on procurement. Ensuring local engineers are trained by suppliers on the operation of the machinery to ensure sustainability of operations.

Table 4: Results framework

Outcome and Output Indicators	Baseline	Target	Actual	% achievement
Number of long-term jobs created in target communities	1,500 (40% female) by 2015	5,000 – 60% for women (35+yrs.) & female youth (up to 35-yrs.) by 2019	732 (AE employment - 30 (13 female; 17 male); Construction - 176 jobs); <i>entrepreneurs</i> - 502 (78 mopane harvesters (62 female, 16 male); <i>farmers</i> - 119 (16 female, 24 male); <i>beekeepers</i> - 305 (71 male, 234 female))	14.6%
Average monthly incomes of target groups in horticulture	USD 80/ person	USD 140 per person	Beitbridge: AE employees (US\$130) Mopane Worms Harvester (US\$40) Mutoko: Anchor Enterprise employees - US\$81.36 Anchor Enterprise income during the period Jan-Aug 2021 was – US\$17,479.58 Youth supported to get construction jobs - US\$88,34 Farmers - US\$143	
Average monthly incomes of target groups in artisanal mining	USD 60/ person (2015)	USD 90 per person	No data	

⁴¹ This is discussed further under Section 4.2.2.

⁴² ILO seconded a consultant but went before the machine could seal continuously. It can seal two packs then it loses memory.

Outcome and Output Indicators	Baseline	Target	Actual	% achievement
N° of horticulture, mopane worms & honey processing units set up as Sustainable Businesses	0	3	3 (2 fully operational and one partially operational)	50%
N° of women gold ore-milling service centres set up as SMEs	0	1	1 (in the progress of being set up)	N/A

Source: 2021 third quarter report of the E4WAY to AfDB

Finding 26: Benefits accruing to youth and women entrepreneurs included skills transfer, access to better markets and employment.

Women and youth in Mutoko confirmed that the AE had brought in a better market for their produce even though it meant moving from receiving cash to bank transfers whose delay affected their production cycles. As the AE offers prices per kilogram and quality of produce, farmers ended getting higher prices for their produce. Both youth and women noted that the challenge of transport to Mbare (the usual market) were addressed as they could sell locally to the AE. For women the ability to sell during the day and have security at the AE while selling their produce was empowering and allowing them to engage with markets without fear of repercussions at home. The availability of adequate toilets was greatly appreciated by women as they allowed effective menstrual hygiene management and baby care. Their only concern was the limited communication between the AE and farmers on the former's factory product plans as sometimes they grow crops that the AE may not be buying at the time that they are ready for selling.

The project has been instrumental in imparting technical and business skills to women and youth through the SYB training, and governance training (for board function preparation). Additional training included training on board governance, technical training in the processing of mopane worms, and bee keeping all contribute to capacities of youth and women to meet market demands. Further, the project was successful in facilitating for the active participation and involvement of women in running the AEs thereby promoting gender equality.

“The project was able to create jobs for the targeted groups and also improving these products we can see that the project was impacting positively in communities.”

Government representative

4.3.2 Success factors and challenges for project performance

Finding 27: The major success factors for the project were its participatory approach to project planning, implementation and monitoring, effective farmer engagement and leadership, and the MSD approach that built on existing value chains. Other noted factors include ILO's expertise and the quality of procurement and management.

Almost all stakeholders noted the close working relationship established between key government departments in planning, implementation, and oversight of the project. As one government representative put it, *“Coordination and planning is being done well... Whole of Government approach is bringing all stakeholders together making it a key success factor”* while another said, *“The coordination between Ministry of Finance, Ministry of Women Affairs, Ministry of Mines and so on has been very strong at the PSC and TWG level. Regular meetings and joint reviews of progress have been held to keep track of project implementation and provide necessary support.”* Such coordinated approach was not only at the national level but was reflected at the local level with government taking leadership in implementation at this level.

Another factor also mentioned by majority of stakeholders was the participation of producers in the project – decisions on structure of the enterprise, enterprise ownership, contribution to strategic decisions on the functioning of the enterprise. Farmers themselves also mentioned this as a success factor for the project. For example, in Mutoko, farmers noted that the major reason why the project has been successful and accepted in the community was because of their participation as co-owners and contributors to the operations of the enterprise. The location of the enterprises, within communities rather than the district centre, was hailed as a major factor that enabled farmers to fully participate in the operations of the enterprise.

“The major factor behind the success of this project is involvement of farmers. Farmers had the opportunity to influence the process.”

Hiring professionals with expertise to manage the AEs was also highlighted as a success factor of the project by two respondents. While this was good, it can also have the potential to cause conflict between producers who are shareholders and have a sense of ownership and therefore would want to influence day to day decisions (See section 4.2.3).

As noted earlier in this report, the MSD approach anchored on the AEs was recognised as a potential game changer for rural economic development and industrialisation. Its ability to address the entire value chain raises the possibilities of creating an economy around the AEs and could trigger other economic interventions (input support to producers, financial markets, etc.) that would enhance the wider rural economy. Building on existing value chains increases the cost effectiveness of value chain intervention as capacities to produce are already within the targeted producers. It also made the project more attractive to producers and district level stakeholders thus attracting their stronger engagement.

"The businesses were already there but one that they were doing it the way that was sustainable so it's an improvement on what they used to do, which I think is now we are blending the traditional knowledge coming with the area and the projects. I think that was a great factor."

Workers representative

The ILO brought in invaluable knowledge through their international and local expertise and their experience in building enterprises. The ILOs expertise ensured that high quality standards were maintained and that the project design was executed as per plan.

The provision of the appropriate machinery aided in enhancing the value of the farmer's produce e.g. in Beitbridge, processing machines are used for packaging and ensuring a sanitary production environment while in Mutoko the horticulture enterprise focused on tomato processing using locally grown tomatoes. The inclusion of the local farmers in the tripartite ensured ownership and buy-in for the smooth implementation of the project.

4.3.3 Challenges and obstacles encountered by the project during implementation

Factors affecting project implementation can be grouped into internal and external factors. These are discussed below.

4.3.3.1 Internal factors

Finding 28: Inadequate working capital constrained business operations of AEs.

As discussed in Section 4.2.2, working capital constraints were undermining the ability of the AEs to purchase sufficient raw materials to engage viable markets. Such working capital will enable the AEs to hedge against seasonal availability of raw materials and the agriculture production volatility.

Finding 29: The mopane worm project in Beitbridge encountered its own unique challenges that stemmed from the inception of project to execution of project activities.

The district office and mopane collectors were at odds as to establish an AE or warehouse. The later wanted a warehouse as they deemed the market for mopane to be available with reasonable prices. Members of the cooperatives have low literacy levels, mainly older women. This is a result of young and literate members of the population migrating to South Africa for employment (see earlier discussion on this under Section 4.2.3). The low literacy levels made it difficult to have them comprehend the value chain model as said by one stakeholder: *"ILO is coming from one end and the community is coming from the other and therefore understanding was definitely going to be a challenge. Literacy levels are too low [Beitbridge] but time was not enough for them to catch up with this new intervention especially the business model."* As result and as discussed earlier, there was resistance from the beneficiaries in working within the corporate structure, due to mistrust and a lack of understanding on what a corporate structure entails. The Beitbridge business model made the beneficiaries co-owners, but they also wanted to be workers and to handle their own finances. The beneficiaries did not trust the employees at the enterprise and having "their"⁴³ funds in the AE account for fear "their" funds maybe stolen. There was friction between the stakeholders which led to the beneficiaries having their own group meetings that were retrogressive to what was agreed at the broader stakeholders meeting. These issues affected full commitment of the cooperative members to

⁴³ Beneficiaries had a sense of ownership to the disbursements of working capital provided to the AE by the project. They wanted the funds in their account and have authority of how the funds are used on a daily basis.

the success of the AE. Furthermore, their commitment to the AE was also compromised as they receive higher prices when selling to their traditional markets than to the AE. To address these issues the beneficiaries felt there was need for a person who understands the community and one who understands the social context to provide support to the entity.

Finding 29: There was no clear communication on the issue of staffing and the funding for remuneration modalities.

Over staffing coupled with income gaps led to staff turnover challenges. The project design only had provision for five (5) months' worth of salary funding after which the project should have been self-financing. However, the project failed to plan and adjust staffing accordingly in line with available funds. This also led to the resignation of some critical staff during the project e.g. The pioneering manager resigned abruptly with no contingency plan.

Finding 30: Inconsistent backup support is leading to long downtime of the processing equipment.

As noted earlier the packaging machine in Beitbridge was losing timing and therefore was not in use. The local engineer engaged by ILO to fix the problem could not resolve it. The Ministry of Women Affairs have since asked for help from headquarters from which an engineer was promised but had not arrived by the time of the evaluation. The challenge is further complicated by the lack of a manual and that the Chinese company that supplied the processing plant had no after sales support. This problem was further compounded by the high staff turnover. Staff who were trained on use, handling and maintenance of the machinery had left the company.

4.3.3.2 External factors

Finding 31: The macroeconomic environment presented many challenges that led to delays and financial losses during the implementation of the project.

Procurement was impacted the most as suppliers subjectively adopted pricing policies that led to the periodic revision of set budgets throughout the course of the project implementation. The changes and introduction of various rates from exchange rate parity of the Zimbabwe dollar to the USD, multi-currency and the various SI adversely affected the costing of the project and caused delays in contracting due to lengthy contract negotiations with local suppliers. Payments to suppliers also took long including revisions of tenders to make them relevant to the prevailing context. Suppliers also adopted a cautionary approach in terms of their pricing by inflating prices to cushion themselves against any possible currency fluctuations in the market including the twenty percent (20%) retention introduced by the Government of Zimbabwe.

Finding 32: Political interference during project implementation led to some friction and a lack of concurrence during stakeholder meetings.

Some Politicians sought to use the establishment of the project to gain political mileage, by being seen as the ones having brought development. The ILO was forced to adopt a cautionary approach to navigate the political environment. In Beitbridge there were no clear roles of the company and the Beitbridge government offices.

Finding 33: COVID-19 induced lockdowns had a severe negative impact on the project's performance.

The lockdowns instituted worldwide caused significant supply chain breaks resulting in delays in contracting and delivery of equipment. Installation of the equipment was affected by COVID-19 induced restrictions and contractors were not able to convene their workers during this period. The AEs themselves began operations in this context introduced significant: (1) finding markets for products as demand was low; and (2) inability to access the raw materials needed for production. COVID-19 restrictions on gatherings also affected project steering committee meetings at the district level undermining coordination and oversight of the AE operations. Training of producers was initially delayed but adaptations were made to shift to online training but as discussed under Section 4.1.7 and 4.4.4, these approaches were not effective as beneficiaries did not have access to appropriate gadgets and stable internet connectivity.

In Beitbridge, the AE was particularly affected as the mopane worms are seasonal. The mopane worm season unfortunately coincided with COVID-19 lock downs and movement restrictions. Funds to procure the worms were also made available after the season had passed which meant the AE had to pay more to procure the off-season product. However, both AEs were forced to buy less produce during the lockdown periods in response to depressed demand.

Low productivity in the plant and limited access to markets while at the same time paying salaries of management staff led to depletion of the working capital of AEs. The AE in Beitbridge had salary arrears of up to 5 months that were cleared by an additional injection of US\$10,000. However, by this time the manager had resigned and later the marketing manager, leaving a vacuum in the day-to-day management of the enterprise.

4.3.4 *Unintended results of the project*

Finding 34: The project brought about some positive unintended results that benefited the broader community.

The infrastructure built to establish the Anchor Enterprises brought some welcome benefits to the wider communities. In particular, the drilling of boreholes and the provision of electricity, provided much intended relief to the community, local businesses were presented with various opportunities for growth and the establishment of other income generating projects. This would not have been possible without the establishment of the enterprises.

In Beitbridge the Mopane worm's enterprise was established in a rural ward that originally had no access to electricity and water. The establishment of an electricity line brought about some unexpected benefits to the local shopping centre and provided the opportunity to establish new business for example a butchery and provision of cold drinks. The drilling of the borehole provided relief to school children and other members of the community who now have access to safe drinking water. Some young women took the opportunity to start a vegetable garden, using the available water.

The upgrade of the electricity transformer in Mutoko benefited the local Vocational Training college as they were now able to upgrade their electrical training equipment to those that use three phase electricity. During the construction phase Mutoko VTC trainees got the opportunity to be attached with the contractor and receive some much-needed practical experience. The contractor was impressed by the trainees' skills and offered to engage them for other projects in the future, guaranteeing them a promise for employment beyond construction of the AE. Those specialising in agriculture training now can learn first-hand about value addition at the enterprise.

The inclusion of different stakeholders towards the success of a common goal, in particular ZCTU and ZFTU helped to foster better working relationships beyond the establishment of the enterprises. Originally viewed as competitors, the two unions realised the benefits of collaborating for better coordinated planning and implementation.

4.3.5 *Effects on gender equality, disability Inclusiveness, environmental sustainability, tripartism and social dialogue and adherence to international labour standards.*

Finding 35: Women were the main beneficiaries of the project.

The gender equality requirement was considered during the employment of workers. Three single mothers at the Tabudirira centre in Mutoko availed themselves as part of the construction team, a domain that is usually dominated by men. They highlighted how the jobs assisted them financially in looking after their children as they did not have to rely on their ex-spouses for school fees, clothing, and food. The presence of women at construction sites acted as a confidence booster for the women themselves as well as addressing the perceptions that building jobs are not meant for women. Traditionally the role of women at construction sites is that of preparing meals for the men and selling snacks and refreshments. Women were also incorporated as machine minders through equitable participation. However, it seems in both instances women were only included after prompting from the gender focal points within the communities.

There was inadequate time to create agents of change or role models to inspire other women within the community. This was mainly due to delays caused by COVID-19. The project did make strides in empowering women as female farmers are the main beneficiaries of the Tomato and Mopane worm production. While the project has taken significant steps at empowering women through greater participation in project activities, as discussed earlier under Section 4.1, there is need to ensure such empowerment enhances intimate partner relationships to avoid IPV.

Finding 36: All Anchor Enterprise facilities were designed and constructed to accommodate persons with disabilities. Environmental management and improvement in quality of jobs were also observed in the project.

As noted in Section 4.1, the project recognised the need for disability inclusion. However, no persons with disabilities benefited from the project activities due to shortcomings in the design for disability inclusiveness beyond ensuring infrastructure was accessible to persons with physical disabilities.

Benefits to environmental management included the training on mopane worm sustainable harvesting to ensure long term availability of mopane worms. Nonetheless as noted in Section 4.1, support for mopane worm sustainability needed a district wide approach than being specifically targeted to project beneficiaries (or members of the cooperatives). Additional benefits were the procurement of a mercury free gold processing plant, the conduct of

environmental impact assessments for each EA that developed plans to ensure the AEs had limited impact on the environment.

In terms of labour standards, as noted earlier in Section 4.1 and 4.3.1, the project created 371 decent jobs. The training on OSH and decent work offered to beneficiaries will likely lead to improvements in the quality of jobs once the AEs are fully operational and additional labour is required by producers to increase production.

Finding 37: Tripartism and social dialogue was a key feature of project governance.

Tripartite partners were engaged in the Technical Working Group and responsible for overseeing implementation of the project. This included conducting monitoring visits and contributing to decisions on project direction.

4.4 Efficiency

The evaluation determined how well the project was able to utilise resources to deliver activities in a cost-efficient manner. This section therefore presents the extent to which the project was efficient in terms of timeliness in implementation, quality of activities, and adequacy of the investment in activities.

4.4.1 Timeliness and efficiency in project implementation

Finding 38: There were several delays in the project launch that consequently affected the implementation of all project activities.

The three-year project was scheduled to start in March 2017 with plans to be complete by June 2020. The evaluation established there were huge delays from the day the Government of Zimbabwe (GoZ) and the AfDB signed the agreement of cooperation to the day the ILO and the GoZ also made their own local agreement.

The ILO took more time in validating the design of the project given that the scope of the project also included components such as construction which were beyond its routine scope of work. Therefore, the delay was interpreted differently, both negatively (in terms of giving short implementation time) and positively (in terms of ensuring common understanding of the project and its scope and establishing proper management systems before commencing). Other delays in project implementation were also attributed to a lack of trust and understanding of the project by the local communities, including between key line ministries and ILO. For example, the evaluation established that the key ministries initially assumed the project would ride on already existing community youth centres rather than constructing Anchor Enterprises (AEs).

Most key stakeholders who participated in the evaluation consultations indicated that there were huge delays in procurement and the decision-making processes, such as hiring of consultants which included ILO Zimbabwe having to consult the regional office. The construction of AEs took an average of 18 months, which was beyond the planned six months, thereby contributing towards the delays in project execution.

“The timelines were unrealistic. Just to develop an AE needed at least one and a half years. To monitor and provide technical support requires more additional time. Why was this not incorporated in the design...”

District government representative

“Economic challenges in the economy made the timelines unrealistic... We were in an economic depression and spent a lot of time negotiating ...”

Workers’ representative

“A period of four to five years would have been sufficient to support the system. You need time to monitor in addition”

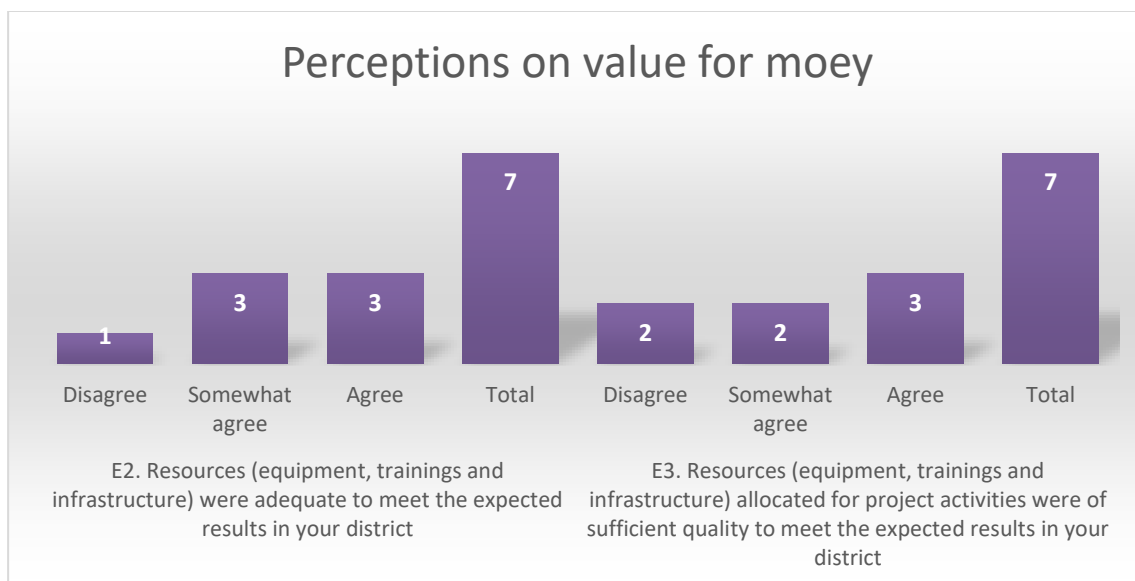
ILO representative

4.4.2 Adequacy of resources and cost effectiveness

Figure 3 shows perceptions of some stakeholders who responded to the quantitative survey on the value for money of the project. There are mixed feelings on the cost effectiveness of the project. Four out of seven respondents disagreed or somewhat agreed that resources were adequate or were of sufficient quality to meet the expected results. These sentiments of disapproval were a result of stakeholders not yet seeing the real benefits of the

enterprises, limited reach of farmers to enhance production, quality of back up support to the processing equipment in Beitbridge, etc.

Figure 3: Perception of stakeholders on E4WAY’s value for money



More details on the findings are presented below.

Finding 39: The available financial resources where not sufficient to launch all the planned Anchor Enterprises.

The evaluation established that the initial budgets had not been prepared in sync with the actual AE designs. Initial budgets were estimated for each AE to cost US\$50,000 to set up but the actual cost was 10 times this amount (See Section 4.2.2 for more details) which led to a reduction of the AEs from nine to three. Furthermore, the budget did not cater for other important activities such as farmer capacity building, power, roads, and water supply. As such, the initial budgets only managed to construct three out of the nine initially targeted AEs. The project budget could also not accommodate sufficient staffing as only one project manager and an assistant were recruited to manage all three sites, yet as discussed in Section 4.2.3, a project officer was needed at each AE site to support interventions. However, ILO was able to tap into own resources and finance support staff to the project. In addition, the ILO managed to leverage on the Pretoria DWT for technical expertise, and the Enterprise department in the ILO headquarters conducted the market assessment using ILO resources which informed the interpretation and revision of the GoZ project document. The ILO also availed a dedicated vehicle for use by the project and seconded a secretary to support the project. CO-Harare also backstpped through the programme and finance teams.

As noted in Section 4.2.2, monetary reforms led to price distortions and high inflations in USD. This was also worsened by availability of few suppliers at local level for quality goods and supplies for construction of AEs. However, the use of local suppliers was also perceived as much cheaper and cost effective in terms of decision making and delivery of work. The use of youths in the construction work was also identified as one of the most cost-effective approaches for both capacity building of youths and creation of employment. The concept of construction AEs tailormade to suit and leverage on existing practices in the respective localities was seen as cost effective in terms of reducing costs on transport and capacity building as participants already had some basic knowledge on the scope of business, i.e., mopane worms in Beitbridge, honey in Lupane, and horticulture in Mutoko. The AEs were also constructed at the most convenient and central places, easily accessible by the participating women and youths.

“The way people have benefited from the mopane worms ... it’s money that was put to good use. If we had more projects of this nature, I think we will be somewhere. Mopane worms used to be thrown away. They are going to be sold in an organised way thus gaining sustainable income. They are going to be harvesting and creating money”

Workers’ representative

“This project removed middlemen based in Mbare who used to steal and crook us even with those luggage loaders.... it was real pain going to Mbare..... the project reduced losses whilst maximizing profits e.g., no

more tomato losses since the AE takes everything ... additionally the project's training approaches were flexible to train women on skills for managing other projects as part of diversifying income generation."

AE board member.

Finding 40: The cost effectiveness of the project, given it benefited only a few beneficiary members of the cooperatives, can be questionable.

There were concerns about the cost per beneficiary and return on investment in terms of improvements in incomes and livelihoods of local communities. The project budget was about US\$3.1million creating 341 jobs while incomes from enterprises remained stagnant or increased. This translates to a cost per beneficiary of about US\$9,301 with little return on investment. By all standard measures of project cost, this could be termed a very costly project and therefore very risky from a poverty reduction perspective. The risk is even made greater by the economic environment in Zimbabwe which makes it challenging for medium to large enterprises to start-up and be effective in a short period of time⁴⁴ and the constraints on business from COVID-19 measures. The cost effectiveness is hinged on the potential multiplier effect of the AE. As has been shown earlier (See Section 4.2.2), for this to be realised it needs sufficient time and working capital (including investments in building a sustainable supply chain) and effective technical support. At the time of the evaluation neither of these conditions were being met making the likelihood of failure very high. The intervention's cost effectiveness cannot be measured in the immediate term as the AEs are still at infancy. In the long-term, as AEs increase production, begin to offer services to more primary producers, the number of beneficiaries is set to expand given the project design is meant to stimulate value chain performance.

4.4.3 Stakeholder and partnerships management

Finding 41: The project's multisectoral nature managed to bring together ministries and stakeholders supporting youths and women development benefits at grassroot levels.

This included the inclusion of the public service commission (PSC) and ministries of finance, youth and women affairs (MoFED, MoYSCR, and MWACSMED) for a common cause. As such, collaboration and networking were identified as the most critical pillars for the success of the project, throughout its cycle, from problem identification, planning, implementation, review and monitoring and indeed the evaluation (both mid-term and this end line evaluation). The TWG, comprising all the critical and key stakeholders as earlier mentioned contributed to strengthened partnerships beyond the project. The joint routine monitoring visits strengthened communication, linkages, and collaboration between the key ministries, at all levels, from national to the respective districts in matters that relate to youths and women empowerment and development. The composition of AE boards also demonstrated the key collaboration mechanisms for enhancing meaningful participation of all local level stakeholders, including beneficiaries in decision making and operations of the AEs.

"There has been strengthened collaboration and partnerships among government ministries and departments through this project, for example ... we have the rural district council, local government, Ministry of Youths, Ministry of Women Affairs, Forestry commission, agriculture and the Environmental Management Authority..."

Government representative

The participatory approach and strong partnerships enhanced ownership of the project providing efficiencies in implementation for the ILO and GoZ. For example, districts focal persons were creating their own partnerships to enhance the effectiveness of the project. In Beitbridge, a partnership was formed with the Forestry Commission to raise awareness on the presence of the AE to all mopane collecting wards of the new market presented by the AE. The partnership was also used to raise awareness on sustainable harvesting of mopane worms and explore ways of addressing over harvesting.

Partnerships in Beitbridge are improving effectiveness of interventions

"As a ministry we developed a work plan with the Forestry Commission. This intervention is new, and some communities are not aware we have infrastructure in our district. The work plan was to inform all mopane producing wards that we are now having a mopane worm producing factory. We also incorporated the issue of sustainable harvesting of mopane worm. We are now working on the mopane worm by-laws. We will have a meeting to discuss the by-laws for mopane worm harvesting. The

⁴⁴ As operation of the AE and this evaluation have shown formalised enterprises have to overcome regulatory barriers, constraining monetary policies, suppliers' preference of USD as a value reserving currency to the local currency and limited access to working capital.

harvesting was not sustainable as people were harvesting even immature mopane worm. These will be administered by the RDC. At The ministry we are just supporting the by-laws in favour of our company.

We have also spread our wings to other districts. We have held discussions with Mangwe. They want to mobilise their harvesters in Mangwe so that when mopane worms are in season we buy there. We have already given them our buying price (ZAR300) which they will use to mobilise interested collectors for us to come and pay and collect the mopane worms. This will be for the next season January to April 2022.”

Government representative

Such partnerships have enhanced the project’s effectiveness ensuring that women’s participation in the value chains is strengthened. This would in turn have a positive effect on their economic empowerment. While this was positive, the project could have also benefited from partnerships with women focused civil society and particularly those in gender-based violence to strengthen integration of GBV in the project (especially intimate partner violence (IPV)) which may become more pronounced as incomes increase.

4.4.4 Response to COVID-19

Finding 42: The project was able to respond to COVID-19 by adjusting activities and introducing measures to mitigate the spread of the virus but faced challenges in making decisions quickly to avoid significant losses on the enterprises.

As noted under Section 4.1.7, modifications made to the project activities included to move training for farmers to online platforms, purchasing of PPE for all workers at the AEs, training of cooperatives and management on COVID-19 mitigation and management protocols. As with many projects at the time, the E4WAY project was also affected by limited accessibility of PPE especially at the beginning of the pandemic. Moving the training to online platforms was undermined by limited access to gadgets and internet connectivity for farmers thus reducing the cost efficiency of this approach.

Responses from the quantitative survey show COVID-19 had multiple negative effects on the AEs that led to challenges of viability (See Figure 4). As discussed earlier (Section 4.1.7), there were concerns that the salary bill could have been rationalised earlier to offset the effects of COVID-19 that resulted in the enterprises facing constraints on income. Delays and non-rationalisation of the salary bill led to the enterprises failing to pay salaries resulting in some staff resigning. Such delays may also have been caused by the infrequent meetings of the board, which were also affected by restrictions on movement and gatherings.

“Due to COVID-19, the opening of the company was delayed. We incurred losses because people were not allowed to move around, and as a result we had no one to sell to. We also incurred losses because we could not get transport on time to ferry our produce to the market. At some times, one needed a permit to go and sell your produce, and most of us could not obtain the permits. During the COVID-19 lockdowns, the company was buying less produce than they would outside COVID-19 times.”

FGD with producers

Figure 4: Negative effects of COVID-19 on AEs



Source: Results of the quantitative survey

4.5 Effectiveness of management arrangements

Under this criterion the evaluation explored the management and governance arrangements of the project, the partnerships it established, and the technical and administrative support provided by other ILO offices to the project.

4.5.1 Effectiveness of management and governance systems

Finding 43: There was appreciation of the management and technical capabilities of the ILO to manage a project of this complexity.

“ILO has adequate technical capacity and manpower to implement the project. They have flexibility to draw on expertise from the region to complement the staff in the local office.”

Government representative

The sentiment above was reflective of all stakeholders’ perceptions on the quality of management support from ILO. ILO was viewed as a competent implementer with the technical capabilities matching the demands of the project. Their ability to bring together the whole of government (bringing together various government ministries) in implementing the project and ensuring government was in the lead of decision making and management of the project at the district level was commended.

Finding 44: The ILO technical and management team was too small for the efficient management of the project.

The three-year project budget accommodated a Technical Officer, and a Programme and finance assistant. The two officers were supported by a secretary and a driver/messenger, through ILO’s own resources. As noted earlier⁴⁵, this staffing was inadequate to effectively manage the project, particularly with providing closer support to stakeholders and the AE. While project focal persons from the ministries of women affairs and youth have played this role at district level, their level of attention is inadequate as they have other responsibilities beyond the AE.

Finding 45: The governance arrangements were adequate and contributed to effective partnerships and coordination.

The project due to its multisectoral nature established a Technical Working Group (TWG) comprising all key stakeholders’ higher-level officers. The TWG was very useful in terms of bringing the project implementers together for consensus building, planning, monitoring, and tracking of progress. The TWG was highly acknowledged by stakeholders for providing strategic guidance on challenges like changing the scope of AEs.

The TWG reported to the Project Steering Committee (PSC) which was responsible for providing strategic oversight and it was coordinated by the AfDB Project Management Unit (PMU) in the MoFED that oversaw the entire Youth and Women Empowerment (YWEP) project. Under the E4WAY, the PMU’s role was to coordinate implementation, disbursement of funds, monitoring and evaluation and progress reporting to the AfDB. The PSC has kept the E4WAY project at the forefront of Government planning as well as having it discussed at high levels including Cabinet. Such elevation led to the President of Zimbabwe visiting and officially opening the horticulture processing plant in Mutoko. Such high-level visibility achieves two things: (1) increased commitment for success of the project which emboldens stakeholder resolve; and (2) provides opportunities for project scale up through replication in other areas if successful. However, PSC has not been meeting as frequently because of changes in government and COVID-19 challenges.

“As a TWG we could make recommendations to PSC, ... I haven't witnessed any incident where we would blame each other or disagree. Going into the future the PSC should be maintained.”

Workers’ representative

Finding 46: Relationships with stakeholders were strong and led to their significant material and human resource contribution to the project.

As noted in Section 4.4.3, ILO established sound relationships with stakeholders that resulted in strong ownership leading to greater commitment. Strong relationships created by ILO also led to RDCs providing critical material support and assets. In Guruve, and Beitbridge the RDCs provided land and rehabilitated roads to the AEs.

⁴⁵ See Section 4.2.3

Finding 47: The project established and utilised the RMMS which was complemented by other measures to enhance monitoring and decision making.

As discussed in Section 4.2.5, the monitoring systems were adequate comprising: the RMMS implemented by district stakeholders; joint monitoring visits of the national TWG; and AfDB's supervision missions. Data from all these processes was used for reporting (quarterly reports by ILO and aide memoirs from the AfDB) and decision making in the TWG. The monitoring system can be strengthened by ensuring all outputs envisaged from the investment are measured as discussed in Section 4.2.5.

"The fact that we as farmers are co-owners of the company. The project showed us that we are important because the way the infrastructure at the company and the arrangements put in place, have significantly improved our lives as women (by addressing all the challenges we encountered). The fact that this project included us the youth, was a big recognition of the role of youths in development. We always saw development initiatives targeting the elderly. We now know that we can focus on farming. We no longer wish to migrate to Harare. We now have the chance to order and supply some of the produce that we may not have grown ourselves."

FGD with producers

4.5.2 Involvement and support from other ILO technical offices

Finding 48: ILO country office received significant support from all ILO technical support and backstopping offices.

The E4WAY project has received significant support from the DWT Pretoria, regional office and Headquarters. The Enterprise team provided technical support during the design and implementation of the project. The Senior Gender Specialist provided training on gender mainstreaming in the project while the infrastructure specialist supported with the setup of the enterprises and global procurement took leadership of the procurement of the processing equipment. Additional support was provided in the procurement of construction companies as this was not a common area of operation for the ILO local office.

4.6 Impact orientation and sustainability

The evaluation of impact was undertaken in a context where the project benefits are not widespread. Delays in implementation and other factors including restrictions due to COVID-19 have meant the AEs' operations were subdued at the time of the evaluation. Thus, a judgement on the project's impact was premature. However, the discussions in this section relate to a few beneficiaries that have been able to benefit from low scale activities of the AEs. Basis on this analysis, the evaluation demonstrates what impacts can be achieved if the AEs operate at optimum levels with the right supportive mechanisms.

Apart from assessing the impact on the lives of beneficiaries, the evaluation also determined the impact of the project on the environment.

On sustainability, the evaluation assessed whether the benefits derived from the project such as increased and reliable incomes, improved capacity of producers, ready market etc. will last beyond the project period. The evaluation particularly analysed the various ways in which the project is fostering long-term sustainability of the project gains and what dividends these were providing.

4.6.1 Evidence of positive changes in the life of the ultimate project beneficiaries

Finding 49: The project was successful in creating employment opportunities for women and youths with potential for reducing poverty.

Women and youth employed during construction of the AEs reported increased incomes and increased ability to meet their basic needs. Although the money could not meet all their needs, they were able to "put food on the table and pay school fees". Farmers that have been able to sell their produce to the Mutoko AE reported having their mindsets changed with regards the market for their produce, shunning the traditional market for the local one provided by the AE. Again, in Mutoko learners at a local TVET centre explained how the project was an opportunity for them to learn new skills which they would not have acquired at college.

Finding 50: The project's setting up of infrastructure and business systems as a way of increasing the productive capacity of the beneficiaries significantly transformed the lives of the ultimate project beneficiaries.

The beneficiaries became co-owners and board members of the companies as a result of the project which significantly improved their lives through addressing most the challenges they formally encountered. Some of the challenges which they faced included lack of access to loans to start their own companies or business due to lack of

collateral, lack of access to land for production purposes, as well as lack of knowledge on how to operate or run a business. Making women board members and co-owners of companies impacted patriarchal hegemony as women were perceived differently in the communities and now appreciated that women could also assume managerial or leadership roles equally as men. Also, encouragement of women to take construction work was a source of empowerment for women as this was considered a male job.

4.6.2 The effects of the project on environmental management

Finding 51: The project reviewed, monitored, and ensured environmental compliance through working with environmental agencies like EMA and the Forestry Commission. The project conducted an Environmental Impact Assessment (EIA), and at each project site developed an Environmental Management plan also involving the Environmental Management Agency (EMA) whose role is to review and monitor compliance with environmental management requirements. The project beneficiaries were of the view that, through the project awareness initiatives on the importance of environmental conservation, they could now work from an environmentally conscious perspective.

The procurement of the mercury free gold processing plant in Guruve will contribute to environmental management. It also has the potential to influence the uptake of mercury free gold processing by other enterprises once operational.

4.6.3 Effects of the project on perceptions of the role of women in the community

Finding 52: The project had an effect on the traditional gender roles as women were now seen as providers for their families. Women were the majority of beneficiaries including the company co-owners, board members and construction workforce at the different project sites. Traditional femininity or traditional gender roles dictated that a man should be the one providing for the family. Through the E4WAY project, stakeholders alluded that such mindsets were changing as more and more women choose to prioritize their businesses producing and selling mopane worms, tomatoes and other horticulture crops. Traditional gender roles, when it comes to dressing, were also impacted as women who took up construction work wore work suits and helmets just like men which was something unusual in the communities.

4.6.4 Project sustainability

The measures to ensure sustainability were anchored on partner national priorities, ownership and participation, administration and management, environmental, financial factors, as well as an exit strategy. The alignment of the project to the national development priorities, particularly the NDS1 blueprint encouraged ownership of the project components by national implementing partners as the project activities were aligned with their core mandates. In addition, the involvement of partners through implementation agreements and the use of host organization to implement components of the programme proved successful in contributing to the sustainability as opposed to setting up new structures.

Finding 53: The immediate project beneficiaries and government officials were given both knowledge and skills to ensure sustainability. The E4WAY project established formally registered AEs, provided community education for example concerning the cutting down of trees where Mopane worms live and breed, education on harvesting cycles to allow for breeding and getting buy-in from community leaders. The training material was converted to vernacular to ensure no misinterpretation. The sustainability plan was on the basis that beneficiaries received capacity building (training) to not just immediate beneficiaries but to some extent to government officials to help them carry on the projects even when the project came to an end with adequate knowledge attained from the trainings.

Finding 54: Sustainability of the project benefits was anchored in the farmers' or enterprises' ability to meet market demand and also relying on the operational skills of the management and the board of directors. The enterprise incorporation model was structured in a private business concept to facilitate continuation of operations post-E4WAY intervention. ILO has also built technical, and entrepreneurial capacity for various stakeholders and incorporated expert professionals in management structures of the companies for them to continue operating sustainably. The project set legal protection for the anchor enterprises by establishing them as private companies, while capacitating locals on an ongoing basis in preparation for exit of the E4WAY. Sustainability of the private companies is also based on the constant supply of raw materials, meeting demand and paying farmers on time.

Also, to enhance for continuity, the companies were established and integrated into the commercial value chains, therefore would function because they're profit-making entities. The project made sure that the companies were fully established as private companies with a bank account, a manager, with workers and made inroads in finding the markets. Therefore, the fact that this was a private sector business then like any other businesses should continue to perpetuate. The functionality of the companies would also attract investment e.g., the local authorities or District Council saw the functional need for water in Mutoko, and therefore bought their own rig for drilling boreholes as inspired by the project's agriculture activities.

Finding 55: ILO brought in a lot of value to the project through availing its in-house technical and logistical expertise increasing the projects' chance for sustainability. In reference to the exit strategies there were some government structures that were set up for the various anchor enterprises starting from shareholding where shares were allocated to various stakeholders in the various enterprises. The stakeholders included the beneficiaries themselves, some institutions, and the government of Zimbabwe through parent ministries, as well as agencies together with the local authorities. The partnership-based approach and share ownership of the enterprises ensured sustainability of the project.

Training was conducted for government using an approach based on a market systems development, market systems and evaluation development approach. For the government to continue to replicate the project in the absence of ILO they needed to understand the basic concepts. The capacity building component comprised of building the capacity of national, district level and headquarter level ministries, as well as monitoring and evaluation for the sustainability of the companies.

Finding 56: The project adopted environmental conservation as a sustainability measure.

As discussed in earlier sections, in Beitbridge, the project was affected by climate change. Due to droughts that occurred in the last two years (2019-2020), there have been very little to no harvests of Mopane worms in the area. There was also rampant cutting of Mopane trees for agriculture purposes in the area which is partly contributing to a decline in the availability of Mopane worms as the ecosystem is being disrupted. The unavailability of a regulatory framework that governed the harvesting and selling of Mopane worms meant the area would be prone to clandestine harvesters (called poachers) who used unorthodox means of harvesting the worms, including cutting down trees and branches as they harvested, resulting in the disruption of the eco system of Mopane worms.

This coincided with the period the processing plant was completed (2018). In response to the challenge of deforestation, the project worked with the Forestry Commission which exercised its regulatory powers by arresting people (49 people were arrested and fined in 2020 and 43 in 2021) that were selling firewood in the area without licenses to ensure sustainability of the project and the environment. However, there were still leakages, and the Forestry Commission did not have total control of the illicit cutting down of trees and distribution of firewood. As such, not many benefits have been realized by the project through the processing plant. Since 2019, as earlier alluded to as a result of limited harvests, one local organization (SAFIRE) has been working with Mopane worm harvesters in other wards in Beitbridge and beyond to link them with the processing plant as part of their 3-year project (up to 2023) aimed at supporting harvesters of Mopane worms to benefit from the facility.

4.6.5 The project's strategic orientation in systemically responding to future multifaceted crisis

Finding 57: The projects' strategic orientation makes it favourable model for use in future interventions

At the time of the evaluation, the model was being adopted by other UN agencies e.g., FAO and in the following year (2022) there was a plan to use the same concept in launching a similar project in Hauna village in Manicaland. It further emerged that government through the Ministry of Youth and Women's affairs also planned to replicate the model. An Anchor Enterprise model for replication was developed by ILO based on lessons learnt and experiences in implementing the E4WAY project. The manual developed for this purpose outlined the seven basic steps to follow in establishing an anchor enterprise. Some stakeholders alluded that although the anchor enterprise model was an unfamiliar concept to them as they were used to just selling raw commodities that were not value added, they felt the model can be replicated even in other countries.

4.7 General

This criterion assessed the extent to which recommendations of the Mid Term Review (MTR) were implemented by the project management team. Table 5 provides details of the extent to which recommendations were implemented. Majority of recommendations (5 out of 6) of the MTR were implemented which have enhanced the scope and quality of interventions. However, Recommendation 6, which was not implemented due to budgetary constraints has negatively affected management of the project at the local level as discussed in this report.

Table 5: Implementation of recommendations of the MTR.

Recommendation	Status of implementation
Recommendation 1: All stakeholders should engage in discussions concerning the strategy for the project. A trade-off has to be made either have more processing centres with low-cost design or have more comprehensive design and produce fewer plants and subsequently create fewer jobs.	The number of AEs were reduced from 9 to 3 to ensure efficiency and effectiveness in the use of resources.
Recommendation 2: The approach to beneficiary targeting must be reconsidered. The project can consider a mix of working with existing groups and new groups.	No new groups were added however, the MSD approach would lead to wider benefits to players across the value chain nodes.
Recommendation 3: Finalise the development of a holistic monitoring and evaluation framework that captures the baseline and reflects expected results and impacts.	The RMMS was developed with specific tools for data collection that were implemented by district focal persons and AE management.
Recommendation 4: A sustainable approach would be to look at the entire value chain beyond the processing centers. The project team should lead the discussion on the importance of a broader Value Chain Development strategy at both Input and Output market levels.	The eventual design of the project and in accordance with Theory of Change developed after the MTR (to fill a gap noted by the review), supported producers with business and financial literacy skills. As noted in the report, there was also need for the project to put more emphasis on production technical capacities of producers as well as targeting beyond the cooperative members.
Recommendation 5: The Government of Zimbabwe and the AfDB should consider extending the time frame of the Project and providing additional resources to allow for greater Project Impact and return on investment.	The timeframe and financial resources were extended. The project's new end date was 30 June 2022 while the budget was increased from approximately U\$2,7million to US\$3,2million.
Recommendation 6: In view of the fact that the Project is understaffed, it is recommended that an intern or long-term Consultant be employed to support project implementation, particularly for M & E interventions	This recommendation was not implemented due to constraints in the budget.

5 Conclusion, Lessons Learned and Recommendations

5.1 Conclusion

Although there are several lessons that can be learned, the E4WAY project was still at its infancy due to delays primarily as a result of COVID-19 induced disruptions which limited achievement of the anticipated outcomes on women's and youth empowerment. . There are also indications that the project has potential to transform rural value chains but needs significant changes to do so.

Relevance: The project responded to the challenges faced by women and youth producers and entrepreneurs in the targeted districts. The project created product beneficiation and better markets for producers and harvesters and contributed to improvement in incomes for target beneficiaries. The project created employment opportunities for women and youth who benefited from jobs created in the AEs and associated value chains including opportunities to own and run the AEs. This initiative aligned very well with the universal calls for promoting women empowerment, gender equality and decent work for sustainable economic development as per SDGs 5 and 8. The project further promoted rural industrialisation in the target locations through setting up state of the art process plants, attracting investment in infrastructure such as electricity and use of local resources as key inputs for established AEs. Through this development, the project was relevant to the universal call for “leaving no one behind” and Zimbabwe's devolution agenda.

Validity of design: The project concept, anchoring value chain development on the AE using the MSD approach is a promising practice. Its theory of change is sound but key assumptions have not held due to external (COVID-19, reduction in mopane worm population and economic conditions) and internal factors (insufficient working capital, payment modalities, and producer support). Because of this, the envisaged causal logic in the theory of change has experienced disruptions. The targeted outputs and outcomes were also unrealistic due to inadequate time to support project interventions, inadequate capitalisation of AEs, and the negative impact of inadequate attention to the risk of monetary policy instability in the project design.

Project effectiveness: At the time of the evaluation the AEs were still at their infancy, and therefore envisaged targets were far from being achieved. Employment creation was at less than 10% at the target (732 of 5,000 jobs) while incomes for women and youth entrepreneurs were stagnated or actually declining in the case for Beitbridge. Thus, Improvement so far has been to the quality and not quantity of the jobs. The highest earners were women and youth that participated in the construction of the AEs. The poor performance of the project on outcome indicators is attributed to subdued operations of the AEs as a result of internal and external factors. Internal factors included: 1) inadequate investment in working capital; 2) specific challenges with the Beitbridge PBC which undermine effective operations; 3) overstaffing and unsustainable salary structure; and 4) inconsistent back up support of equipment which is leading to long downtimes of equipment. The external factors included: 1) macro-economic environment challenges; 2) COVID-19 induced lockdowns; and 3) political interference led to some friction and a lack of concurrence during stakeholder meetings.

Efficiency: Stakeholders had mixed feelings about the value for money of the project. This was mainly because the envisaged benefits were not yet being observed. The major concern was on the wide scale poverty reduction potential of the AE concept given that the main beneficiaries were PBC members who were very few (less than 100 in many cases) against the level of investment. The envisaged “trickle down” or value chain wide benefits were not yet visible. Performance of the AEs was also stuttering, increasing the risk of not realising the poverty reduction potential and therefore

achieving cost effectiveness. Overall the available financial resources were not sufficient to launch all the planned Anchor Enterprises and this in turn affected the envisaged number of beneficiaries reached.

Effectiveness of management arrangements: There was appreciation of the management and technical capabilities of the ILO to manage a project of this complexity. However, the project allocated too few personnel to effectively manage the project at three sites and required additional staffing at each site to effectively support the value chain development. While the government was expected to provide this role at the three sites, the existing staff were overwhelmed with existing activities and therefore provided insufficient time and attention to the AEs.

Impact orientation and sustainability: Measures to ensure sustainability are in place. However, factors undermining viability of the AEs pose a significant threat to sustainability of project benefits. Without immediate and significant remedial action, there is a real risk that the envisaged benefits of the project will not be realised, and that AEs will not function at the intended scale.

5.2 Lessons Learnt

A. Adapting project activities in periods of restrictions due to a pandemic

- **Lesson 1: While the idea of offering online trainings and meetings was the only available and effective option given the COVID-19 context, such solutions are inherently exclusive of marginalized populations who do not have access to the platforms.** Therefore, addressing these bottlenecks (gadgets, airtime etc.) would enhance the effectiveness of virtual approaches to training with farmers in rural communities.
- **Lesson 2: Adaptations for quicker decision making in the context of a fast-changing pandemic context is important as delayed decision making can mean serious losses on the enterprise.** The AEs in Mutoko and Beitbridge suffered from delayed decision making as the board did not meet regularly due to COVID-19 gathering restrictions. Their failure to meet and take action on rising costs of operations with limited revenues led to salary areas and resignations of staff.

B. Pre-conditions for a successful AE enterprise

The evaluation also drew lessons on additional conditions necessary for AE driven value chain development. These lessons should be read in conjunction with a paper already prepared by the ILO on experiences with implementing the Anchor Enterprise model⁴⁶.

- **Lesson 3: Sufficient time (at least five years) is required to support the operationalisation and effectiveness of the Anchor Enterprise model for value chain development.** This time includes for:
 - **market assessment** to determine the product for value addition, potential output market of value-added products and the supply chain capacity to respond (*3 months*);
 - **stakeholder engagement** that includes registering the cooperatives, agreeing shareholding, registering the private company and setting the board (*3-6 months depending on ease of doing business status*); and
 - **setting up the AE which comprises acquisition of the land, rehabilitation or establishment of access roads (where needed),** construction of the AE, procurement of processing equipment and installation, establishment of the management team (*12 months*).

⁴⁶ Kanyemba Lintini, N. Christensen, J. Chanetsa, J. (2021) The Anchor Enterprise: An intervention model for achieving more inclusive value chains, A case from Zimbabwe. A paper prepared by ILO

Of the three years allocated for the project, over half the time is spent with setting up the AE. MSD projects that include the activities above require at least five years of operation - at least two years of set up and three years of supporting stakeholder capacities, addressing market system bottlenecks and transitioning the AE to viability is ideal.

- **Lesson 4: There is need for adequate investment in working capital to ensure the AE operates at scale.** The working capital should meet 12 months of full operational costs. The AE value chain development model is premised on operationalising a medium sized enterprise. For the wider value chain benefits to be realised through the “trickle down” effect the AE must operate at optimum capacity. This requires significant working capital for: 1) intensive marketing and product development; 2) ability to purchase sufficient raw materials to support optimum capacity utilisation; and 3) meet demands for salaries and other administrative for the start phase which can be up to six months of losses. It is important that sufficient working capital based on understanding of the amount needed for optimum operations for at least a 12-month period is incorporated in the design of the AE.
- **Lesson 5: The success of the AE is premised on stakeholder ownership and leadership at the district and national levels, but these need adequate capacity to manage and oversee an enterprise of the scale of the AE. This capacity includes entrepreneurship training, interpretation of financial reports and decision making for corporates.** At the district level communities, relevant government ministries and rural district councils should have full ownership and lead on decisions on strategic direction of the AE. However, these are not entrepreneurs and may need to be supported with training on entrepreneurship (including interpreting financial statements, and other performance dimensions of the business) to enhance their decision-making capacity. To support this, and to address any conflicts that arise from the initial stages of implementation which have the potential to undermine operations of the AE, a project officer based in the district will be important to be an interlocutor. The project officer would also provide specific mentorship to the district level stakeholders and the AE management on governance and management of the enterprise. National level ownership is important to provide oversight and supervision of the district level performance.
- **Lesson 6: Effective oversight and management of the AE needs to be supported by matrices that provide adequate information to district and national level stakeholders on the performance of the AE and value chain development.** District stakeholders that were tasked with overseeing operations of the AE raised concerns that they did not have adequate information to inform them on the performance of the AE which constrained evidence-based decision making. The information collected by the project was limited to jobs and incomes of suppliers (in this case producers) and workers. A comprehensive monitoring system that looks at high level results (outcomes), outputs and processes is important. There should be accompanied with capacity building that includes classroom-based training and mentorship.
- **Lesson 7: It is not enough to focus on operational aspects of the Anchor Enterprise. Similar attention, and at scale, should be provided to ensuring establishment of sustainable supply chains. The project should explore partnerships that enhance its ability to do so.** The focus of this should go beyond the cooperative members. This calls for strong partnerships with extension and other support services for producers. Strategic partnerships can also be explored such as is currently the case with discussion being held with FAO (agriculture production), and UNOPS (irrigation infrastructure) by ILO in other sites. As noted in the report, SNV and Jairos Jiri also supported their beneficiaries to increase productivity so they could take advantage of the ready market presented by the AE in Mutoko. When value chains that depend on Non timber Forest Products (NTFPs), such as was the case with mopane worms a strong focus on conservation and

environmental management is important to sustain the supply chain. This includes engaging relevant district departments, e.g., Forestry Commission for raising awareness and where possible facilitate development by-laws. Such approaches should also include engagement of traditional leaders who play a critical role on natural resource management in their communities. This strengthens traditional systems for natural resource governance as has been shown by other projects.⁴⁷ Investment in mining AE need to focus on contribution of the enterprise environmental management and sustainability and how this can also be supported in the supply chain. AEs should also link up with suppliers and businesses and this is where employers' entities such as EMCOZ can have a specific role, and workers' organizations can extend their benefits to producers such as offer trainings on negotiations and OSH. In addition to enhancing supply chains and partnership, this should also contribute to extending the organizations' membership.

- **Lesson 8: The significance of the AE model in rural communities makes it very susceptible to political interference.** The AE model invests in building medium sized enterprise in rural economies where such an enterprise may represent the largest investment. This makes it prone to political interference as was the case with E4WAY although its significance was whittled down due to the active project structures at the district level.

⁴⁷ Marimo, N (2020) Impact Assessment of the Impact of Non-Timber Forest Product Collection on Household and Community Resilience. An evaluation report prepared for Bio-Innovation Zimbabwe.

5.3 Recommendations

5.3.1 Relevance, coherence, and strategic fit

Finding	Recommendation	Priority	Responsible Agency	Timeframe and resource implication
The project was highly inclusive of women and was successful in achieving gender equality. However, there is need for more focus on gender relations and their impact on women's confidence and empowerment. This has not been done consistently by the project and is an area that could become more pronounced as the project benefits begin to be seen. participation.	Recommendation 1: Future projects that target women need to invest in partner sessions, where applicable, on gender relations to enhance couple communication and planning. There is need to ensure such empowerment contributes to enhancing gender relations to avoid Intimate Partner Violence. This could include identifying women champions to support and identify vulnerable women.	High	<u>Primary</u> ILO, MoFED <u>Secondary</u> MWACSMED	Short term Medium
Although the project also targeted the youth their participation was less than that of women	Recommendation 2: In the future, there is need for a deliberate youth promotion strategy to enhance youth participation in all the value chains of the Anchor Enterprise to enable the project to fulfil its objectives.	High	<u>Primary</u> ILO, MYSC <u>Secondary</u> MWACSMED, MoFED	Short term No resource required
Without a district wide response, training of PBCs targeted by the project alone will have little effect on enhancing sustainability of the mopane worm population and with it, sustainability of the AE.	Recommendation 3: In the future there is need for a district wide approach that engages all district stakeholders to develop a sustainability plan for mopane worm. Traditional leaders should be a key part of the engagement process to strengthen traditional natural resource governance systems.	High	<u>Primary</u> ILO, MWACSMED <u>Secondary</u> MYSC, Forestry Commission	Short term Low resources
There were weaknesses in the project's approach to addressing COVID-19. The initiatives for online trainings were hampered by lack of compatible gadgets over and above limited	Recommendation 4: For future interventions in the context of disruptions caused by pandemics or other natural disasters the future plans need to consider building in contingency budgets to cover some elements of virtual/remote interventions that may include electronic devices and internet access to facilitate continual	Low	<u>Primary</u> MoFED, AfDB <u>Secondary</u> ILO	Long term No resource required

Finding	Recommendation	Priority	Responsible Agency	Timeframe and resource implication
internet access and hence the intervention did not help much	implementation of trainings, meetings and related activities during similar disasters			

5.3.2 Validity of design

Finding	Recommendation	Priority	Responsible Agency	Timeframe and resource implication
Inadequate working capital constrained business operations of AEs and undermined their ability to purchase sufficient volumes of raw materials consistently and increase viability.	Recommendation 5: There is need to immediately consider working capital needs of AEs. Without this capital the risk of failure of the enterprises is very high. This working capital can be provided directly by the project or through linkages with financial institutions.	High	<u>Primary</u> ILO, MoFED <u>Secondary</u> AfDB	Short term Medium
The project outputs do not provide provisions for supporting increased productivity of producers. IT focuses mainly on business management and financial literacy.	Recommendation 6: There is need to establish partnerships with relevant extension services (and development organisations working on supporting producers) to strengthen provision of extension support to producers to increase production of targeted raw materials.	Medium	<u>Primary</u> ILO <u>Secondary</u> District focal persons	Short term No resources required
As all key assumptions have not held true and the envisaged logic is unlikely to be realised unless there are significant changes in the implementation approach to manage them	Recommendation 7: There is need for the current and future project to review the assumptions underpinning the theory of change and make the necessary adjustments or changes in implementation in a timely manner to ensure that the assumptions remain valid.	High	<u>Primary</u> ILO <u>Secondary</u> TWG	Short term No resources required
The project depended on government district focal persons to oversee implementation of the interventions and the AE. Due to other responsibilities, these individuals had insufficient time to provide towards the project. The ILO management was too small to effectively manage the project at three sites and required additional staffing at each site to effectively support the value chain development.	Recommendation 8: It is important to include a full-time project officer in each district to fully support the project. This full-time local post, as noted by stakeholders, would enhance ILO's capacity to understand the social and other dynamic affecting the proper functioning of AEs, build trust between the AE management and cooperatives, develop capacity of producers, and assist with market linkages.	High	<u>Primary</u> MoFED <u>Secondary</u> ILO, AfDB	Short term Medium
Output indicators used for reporting on progress fail to measure several outputs in the project	Recommendation 9: The project's M&E framework should be reviewed to 1) ensure all outputs of the project are being measured	High	<u>Primary</u> ILO	Short term

document. In addition, district focal persons bemoaned the lack of matrices to determine performance of the AEs to guide decisions on their operations.	by the indicators and data is collected by the tools; 2) the establishment of matrices of AE performance that can guide decisions by the district focal persons and the AE board; and 3) stakeholders will need to be trained on the use and interpretation of such matrices.		<u>Secondary</u> TWG members	Low
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5.3.3 Progress and effectiveness

Finding	Recommendation	Priority	Responsible Agency	Timeframe and resource implication
Inconsistent backup support is leading to long downtime of the processing equipment, especially in Beitbridge.	Recommendation 10: There is need for each AE to develop an equipment back up plan and ensure a pool of trained technicians to support maintenance of the processing equipment.	High	<u>Primary</u> ILO	Short term No resources required
	Recommendation 11: Future procurement should include twinning an international supplier with a local engineering firm that will undertake all maintenance support of the processing equipment to avoid downtime.	Low	<u>Primary</u> ILO <u>Secondary</u> MoFED	Long term No resources required

5.3.4 Impact orientation and sustainability

Finding	Recommendation	Priority	Responsible Agency	Timeframe and resource implication
While the project had sustainability measures in place, these were not knowledge by project stakeholders.	Recommendation 12: Similar project requires a sustainability plan that involve all stakeholders and is discussed jointly form the start of the project	Medium	<u>Primary</u> ILO	Short term No resources required



EMPOWERMENT FOR WOMEN AND YOUTH PROJECT IN ZIMBABWE
Independent Final Evaluation
Terms of Reference

Annexes

Annex 1: Terms of Reference

- ▶ **Terms of Reference**
- **Independent Final Evaluation**
Version 8 MARCH 2021

Project title	Empowerment for Women and Youth Project (E4WAY) in Zimbabwe (Component 1 of Zimbabwe Youth and Women Empowerment Project, YWEP)
Project code	ZWE/16/01/BAD
Country	Zimbabwe
Country Programme Outcome	ZWE103, “SMEs and cooperatives supported to access finance and business development services to facilitate their access to markets”
Programme & Budget (P&B) Outcome	Outcome 4: Sustainable enterprises as generators of employment and promoters of innovation and decent work
Implementer	ILO Country Office-Harare
Partners	African Development Bank (AfDB), Ministry of Finance and Economic Development (MoFED), Ministry Youth, Sports, Arts and Recreation (MoYSAR), Ministry of Women Affairs, Community, Small and Medium Enterprise Development (MoWACSMED), Ministry of Public Service, Labour and Social Welfare (MoPSLSW), Ministry of Local Government, Public Works and National Housing (MoLGPWNH), Employers Confederation of Zimbabwe (EMCOZ), Zimbabwe Congress of Trade Unions (ZCTU), Zimbabwe Federation of Trade Unions (ZFTU)
Technical Backstopping Units	ILO Decent Work Team for Eastern and Southern Africa (ILO DWT-Pretoria), ILO Enterprises Department (ENTERPRISES)
Donor/Development Partner	African Development Bank (AfDB)
Budget	USD 3,271,813
Project duration	06 March 2017 to 31 June 2021
Type of Evaluation	Independent Final Evaluation
Timing of Evaluation	April to June 2021

1. INTRODUCTION AND RATIONALE OF THE EVALUATION

The Youth and Women Empowerment Project (YWEP) is a partnership between the **African Development Bank (AfDB)**, the **Government of Zimbabwe** and the **International Labour Organization (ILO)** that aims to empower youth and women in situations of economic vulnerability through the development of technical and business skills, as well as the promotion of enterprise development in Zimbabwe. YWEP has three project components, namely:

1. Food Value Addition and Enterprise Development
2. Institutional Capacity Strengthening
3. Project Management (located at Ministry of Finance and Economic Development).

This document zooms in on the **Empowerment for Women and Youth (E4WAY) project**, which is implemented by the ILO and falls under Component 1: *Food Value Addition and Enterprise Development* of YWEP. The E4WAY project, which is funded by the AfDB, and has a budget of USD 3,271,813, started its implementation in March 2017, and is expected to finish at the close of June 2021.

These Terms of Reference (ToR) provide the details for which a qualified consultant or team of consultants can submit a proposal to conduct the ILO's independent final evaluation of the E4WAY project.

- **2. THE PROJECT**
- **2.1 Background**

Zimbabwe is among the countries with the lowest human development. Poverty levels in Zimbabwe are high; but they are higher in rural areas, where almost four out of five people are in situations of poverty, compared to less than one in three in urban areas.⁴⁸ Women and youth in Zimbabwe are worst affected by the high levels of poverty. This must be seen in the light of accelerating inequality, increasing levels of informality and unemployment, and weak health and social protection systems which do not provide safety nets for most of the population, especially youths and women. Zimbabwe's informal economy is vast; in 2019, three quarters of those employed were in the informal economy, and as much as 98% of the currently employed youth (aged 15-24 years).⁴⁹

In view of these development challenges and against the background of rising levels of vulnerability in the country, the Government of Zimbabwe with support from the African Development Bank (AfDB) designed an initiative – the Youth and Women Empowerment Project (YWEP) project – to increase access by youth and women to employment and economic opportunities and to finance for entrepreneurship and micro, small and medium-sized enterprises (MSME) development. The first of YWEP's three project components is *Food Value Addition and Enterprise Development* and it is implemented by the ILO through the Empowerment for Women and Youth (E4WAY) project.

- **2.2 Project objectives and rationale**

The E4WAY's project development objective is to **contribute towards the improvement of livelihoods for youth and women through the development of economic opportunities**. It aims to economically empower youth and women in situations of economic vulnerability through the development of technical and business skills, as well as the promotion of enterprise development in the horticulture, mopane worm, honey and artisanal gold milling value chains.

Women and youth involved in horticultural production face high post-harvest losses and low prices, which results from temporary, localized oversupply, absence of processing facilities and short shelf-life of products. Horticultural productivity is also compromised by reliance on unpredictable rainfall patterns. For artisanal miners, the absence of gold-milling enterprises causes high losses to women and youth, as they process their ore under unfavourable power relations and conditions, losing out to large-scale miners.

With this in mind, E4WAY supports the establishment of *Anchor Processing Enterprises* to strengthen the efficiency of the four value chains. The intervention promotes value addition and better performance of local micro-enterprises and cooperatives to leverage economies of scale by supplying inputs to the *Anchor Enterprises* on a continuous and competitive basis. The **expected outcomes** are:

employment opportunities created in targeted districts for women and youth;
increased value of sales of products by targeted women and youth groups.

The ultimate project beneficiaries are women and young entrepreneurs in targeted districts who receive business management and other skills development in the four selected value chains.

- **2.3 Project strategy**

⁴⁸ ZIMSTAT (2017). [Poverty, Income, Consumption and Expenditure Surveys Report](#)

⁴⁹ ZEPARU/LEDRIZ, 2018. [Distortions in the labour market in Zimbabwe](#)

The E4WAY project has been working closely with Government partners to mobilise women and youth to participate in local economic development initiatives in selected districts, using the *Anchor Enterprise Model* to integrate rural producers into the selected value chains (mopane worm, horticulture, artisanal gold milling and honey) and promote more inclusive business practices. This model is based on the Market Systems Development (MSD) approach to address the core challenges of post-harvest losses, market-information asymmetry affecting rural producers and limited access to agricultural support systems. The MSD approach seeks to identify, address and remove system-level constraints inhibiting the growth of more inclusive markets. Its goal is to tackle underlying causes of market failures and to strengthen the participation of the private sector in a way that creates large-scale, lasting benefits for people living in poverty through influencing incentives and capacities of market actors.⁵⁰

Under the model, the project has established medium-sized firms as value-addition hubs (*Anchor Enterprises*) that, firstly, forge forward and backward commercial linkages and, secondly, strengthen the capacity of the rural producers and other market actors to effectively participate in the operation and governance of the value chains, thereby promoting more inclusive business practices. The market actors are integrated into the value chains as co-owners of primary processing (value addition) infrastructure, employees, suppliers of feedstock and providers of business support services thereby creating multiple pathways for the economic empowerment of local communities. In addition, the primary producers are capacitated through technical, business management and financial literacy skills training, so that they can effectively engage and negotiate with other market actors and improve their productive capacity. For a detailed picture of the theory of change, scheme and results chain, see Annexes 1, 2 and 3.

These interventions seek to increase access to employment, enterprise development support and income-earning opportunities by youth and women along the value chains.

- **2.4 Fit within and contribution to ILO Strategic Framework, National Development Framework and Sustainable Development Goals**
- **ILO Strategic Framework and Decent Work Country Programme**

The project aligns with the ILO Decent Work Country Programme (DWCP) for Zimbabwe, especially to Outcome 1.2 which seeks to create decent employment opportunities for improved livelihoods and poverty alleviation. The Project also contributes to the Country Programme Outcome (CPO) ZWE103 on supporting SMEs and cooperatives' access finance and business development services to facilitate their access to markets.

The project is further aligned to Outcome 4 of the ILO Programme and Budget (P&B) on *Sustainable enterprises as generators of employment and promoters of innovation and decent work*. It contributes to the implementation of P&B Output 4.2 on *strengthened capacity of enterprises to adopt new business models, technology and techniques to enhance productivity and sustainability* and especially to indicator 4.2.1. Additionally, it aligns with the [Abidjan Declaration – Advancing Social Justice: Shaping the future of work in Africa](#) (2019). E4WAY also contributes to the promotion of international labour standards as agreed in the [Conclusions concerning the promotion of sustainable enterprises](#) (ILC 2007). Last but not least, E4WAY activities contribute to incorporating the ILO's cross-cutting policy driver (CCPD) on gender equality and non-discrimination as well as P&B Outcome 6 on *Gender equality and equal opportunities and treatment for all in the world of work*.

⁵⁰ For more, see ILO, 2021. [Value Chain Development for Decent Work](#); ILO, n.d. [the Lab](#)

- **National Development Frameworks**

E4WAY responds to key areas of strategic importance for the country's development objectives. The project is fully aligned with the recently adopted National Development Strategy (NDS, 2021-2025) which is aimed at achieving sustainable development, social equity and macro-economic stability. Among the NDS' main objectives are to achieve and sustain inclusive and equitable economic growth and promote enterprise development, employment and job creation, which E4WAY answers to by facilitating economic opportunities for women and youth, moving up the value chain. Youth and women's economic empowerment is another of the Government's top priorities which E4WAY interventions directly contribute to, and in doing so, also supporting policies on, for example, MSME development and gender equality.

- **Regional Development Frameworks**

Over and above driving implementation of the national development objectives, the project supports the achievement of regional development goals, such as the African Union's [Agenda 2063: The Africa We Want](#). E4WAY was designed contribute to the implementation of the AfDB's [High-5s priority areas](#) to support inclusive growth and green growth by scaling up investment and implementing the [2013–2022 Strategy](#), which highlights gender equality and technology, skills, private sector and fragile State development. E4WAY's interventions remain aligned to both strategies. The project also contributes to operationalising the [Rural Microenterprise flagship model](#) of AfDB's *Jobs for Youth in Africa Strategy* (2016–2025) by providing business training, start-up capital and mentorship for women and youth to launch or grow agro-based micro enterprises.

- **Sustainable Development Goals**

The project contributes to the Sustainable Development Goal (SDG) 8, *Promote inclusive and sustainable economic growth, employment and decent work for all* and SDG 5, *Achieve gender equality and empower all women and girls* of the Agenda 2030.

- **2.5 Project management arrangement**

The E4WAY project is managed by a National Project Coordinator (NPC) who is based in Harare and reports to the Director of the ILO Country Office for Zimbabwe and Namibia (CO-Harare). The Project receives support from the Senior Programme Officer in CO-Harare and the Senior Specialists for Sustainable Enterprises and Infrastructure Development, both based in the ILO Decent Work Team for Eastern and Southern Africa (DWT-Pretoria). The YWEP has a Project Steering Committee (PSC), a Technical Working Group (TWG) and designated district focal points from the Government who support district-level project activities and represent various stakeholders. The PSC provides overall supervision and advisory support to the implementation and has representatives of the Government⁵¹ and the ILO. The TWG is composed of technical representatives from the Government, the ILO and tripartite Constituents. The TWG is primarily responsible for providing technical guidance on the implementation of activities and enhancing coordination and cross-learning among organizations engaged in the implementation of the YWEP.

- **3. THE EVALUATION**

- **3.1 Evaluation background**

⁵¹ The government representatives are: the Accountant General's Office representing the Ministry of Finance and Economic Development, Ministry of Youth, Sports, Arts and Recreation and Ministry of Women Affairs, Community, Small and Medium Enterprise Development.

The evaluation will be conducted following the [ILO Evaluation Policy](#) (2017) (see Annex 4) as well as the UN evaluation standards and norms and the *Glossary of key terms in evaluation and results-based management* (RBM) developed by the OECD's Development Assistance Committee (DAC). Evaluation in the ILO is mainly used as a management and organizational learning tool that supports programme and policy improvements and promotes accountability and learning. In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.

The evaluation will address the ILO evaluation concerns as defined in the [ILO Policy Guidelines for results-based evaluation](#). Analysis of gender-related concerns will be integrated throughout its methodology, all deliverables and the process as a whole, based on the [ILO Guidelines on integrating gender equality in monitoring and evaluation](#). The other crosscutting policy themes – gender equality and non-discrimination, promotion of labour standards, social dialogue and tripartism and just transition to environmental sustainability – will also form an important part of the evaluation.

An internal mid-term evaluation of E4WAY was conducted in September/October 2018 and its results have shaped the final part of the project.

- **3.2 Purpose of the evaluation**

The final independent evaluation has the following objectives:

Establish the relevance of the project design, implementation and results in relation to the national development frameworks, the final beneficiaries' needs, as well as those of the ILO and UN;

Assess the extent to which the project has achieved its stated objectives and expected results, i.e. the planned vs. delivered progress and the supporting factors and constraints that have led to the delivered progress;

Identify any unexpected positive results of the project;

Assess the efficiency of the implementation strategy;

Assess the extent to which the project outcomes will be sustainable;

Identify the initial impacts at institutional level and regarding the final beneficiaries;

Identify lessons learned and potential good practices, especially regarding intervention models that could be scaled up and replicated;

Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes, with consideration of the COVID-19 pandemic.

This final evaluation will cover the whole period of the E4WAY project; from its early days in March 2017, to its implementation up to present (March/April 2021). The evaluation will assess the project's contribution towards its objective of economic empowerment of women and youth in rural areas of Zimbabwe and in particular the extent to which it was able to facilitate the integration of women and youth into local value chains as a pathway for employment creation and improvement of incomes and living standards. It will also assess the extent to which the E4WAY project contributes to the ILO's strategic objectives and country and regional priorities and operations.

Over and above the general contribution to accountability and learning, this evaluation will be used to translate lessons learned into the design of future projects, thus contributing to sustainability and scale of applying systems approaches at country and district level.

- **3.3 Clients of the evaluation**

The clients of the evaluation are the ILO constituents and the project implementers and backstoppers as well as the donor:

- a) **Government:** Ministry of Finance and Economic Development (MoFED), Ministry Youth, Sports, Arts and Recreation (MoYSAR), Ministry of Women Affairs, Community, Small and Medium Enterprise Development (MoWACSMED), Ministry of Public Service, Labour and Social Welfare (MoPSLSW), and Ministry of Local Government, Public Works and National Housing (MoLGPWNH)
- b) **Organized business:** Employers Confederation of Zimbabwe (EMCOZ)
- c) **Organized labour:** Zimbabwe Congress of Trade Unions (ZCTU), Zimbabwe Federation of Trade Unions (ZFTU)
- d) **District level:** Horticultural Farmers, Beekeepers and Artisanal and Small Scale Miners and their respective business associations
- e) **Implementer:** the ILO, including the ILO CO-Harare project team
- f) **Backstopping units:** ILO Enterprises Team (HQ), as well as collaborating and supporting field offices and headquarters units (ILO DWT-Pretoria, ROAF, HQ).
- g) **Development partner (donor):** African Development Bank (AfDB)

- **4. EVALUATION CRITERIA AND METHODOLOGY**

- **4.1 Key evaluation criteria and questions**

The evaluation will examine the project along the following five criteria (as defined in the [ILO policy guidelines for results-based evaluation](#), 2020) and should address the questions below. A more detailed analytical framework of questions and sub-questions will be developed by the evaluator(s) in agreement with the evaluation manager and the project team, and be reflected in the inception report. The questions will integrate as necessary the crosscutting policy themes: gender equality and non-discrimination, promotion of labour standards, social dialogue and tripartism and just transition to environmental sustainability.

- 1. Relevance, coherence and strategic fit**

Is the project relevant to the felt needs of the beneficiaries (women and young entrepreneurs) and are its objectives consistent with beneficiaries' requirements?

Is the project consistent with national and district-level partners' requirements, the Government's development frameworks, the donor's priorities and the SDGs?

Does the project play on ILO comparative advantages and is it relevant for the ILO's strategic objectives and initiatives at national, regional and global levels?

Were the original project strategy, objectives and assumptions appropriate for achieving planned results?

Is the project's approach fit for purpose in the current context of COVID-19?

To what extent did project strategies remain flexible and responsive to emerging concerns about gender equality, non-discrimination and people with disabilities?

What links are established with development cooperation organizations (UN or non-UN) and/or Government partners' activities at local/national level?

- 2. Validity of design**

Does the project have a clear theory of change that outlines causalities?

Has the project design clearly defined achievable, realistic outcomes and outputs?

To what extent was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?

Were the ILO tripartite constituents involved in the design of the project?

Has the project planning included a useful monitoring and evaluation framework, including outcome indicators with baselines and targets?

To what extent has the project addressed gender equality, inclusion of people with disabilities and other non-discrimination issues in the project design?

Has the project design included an exit strategy and a strategy for sustainability?

3. Progress and effectiveness

To what extent has the project achieved its objectives and successfully reached its target groups (women and young entrepreneurs)?

Has the project implementation been on track as per logframe/workplans?

What have been the main success factors towards the project's achievement of set targets, outputs and outcomes?

What, if any, unintended results of the project have been identified or perceived?

What obstacles did the project encounter during implementation? Could the project have better addressed these challenges?

How effective were these measures in advancing gender equality and inclusion of people with disabilities within the context of project objectives and results?

How is the COVID-19 pandemic influencing project results and effectiveness and how has the project adapted to this changing context?

Was the intervention model effective during COVID-19 and could it be used for a similar crisis response?

4. Efficiency

How efficient was the project in utilising project resources (human, time, expertise, funds etc.) to deliver the planned results? How efficient was the project in delivering on its outputs and objectives?

Was the project cost effective and did it provide good value for money?

To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why?

To what extent did the project leverage resources (financial, partnerships, expertise) to promote gender equality and non-discrimination?

How successfully has the project been able to solicit partnerships in supporting the project implementation and the beneficiaries?

To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced the project's relevance and contribution to SDG targets and indicators? (Explicitly or implicitly)

5. Effectiveness of management arrangements

Has the management and governance arrangement of the project been adequate and facilitated project results? Has there been a clear understanding of roles and responsibilities by all parties involved?

Has the project created good relationships and cooperation with relevant local, regional and national authorities and stakeholders to implement the project?

Was there a monitoring and evaluation system in place and how effective was it? Was relevant information systematically collected and collated, disaggregated by sex (and by other relevant characteristics, such as people with disabilities)?

Have targets and indicators been sufficiently defined for the project?

Is the project receiving adequate administrative, technical and policy or political support from the ILO CO-Harare, DWT-Pretoria, and ILO Regional Office/ROAF and the responsible technical units in HQ (ENTERPRISES)?

6. Impact orientation and sustainability

To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries?

Has the intervention made a difference to specific SDGs that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)

What concrete steps have been/should have been taken to ensure sustainability?

What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crises, such as the COVID-19 pandemic?

How likely is it that the project's strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?

7. General

Have the recommendations from the mid-term evaluation been sufficiently incorporated into the project? How?

• 4.2 Methodology to be followed

The information needs and evaluation questions call for an in-depth understanding of the situation to provide a holistic assessment and interpretation of the project's achievements. The methodology should include examination of the intervention's Theory of Change (ToC) (or request, if feasible, that the evaluator reconstructs one if the ToC is not in place), including in light of the logical connect between levels of results and their alignment with the national policy frameworks, the ILO's strategic objectives and outcomes at global and national levels, as well as with the relevant SDGs and targets.

The methodology should be participatory and include a mixed-methods approach, with analysis of both quantitative and qualitative data. It should also be able to capture the intervention's contributions to the achievement of expected and unexpected outcomes. The evaluation will be carried out through a desk review and field visit to the project sites in Zimbabwe and consultations with implementing partners, beneficiaries, the donor, the ILO (with relevant ILO units and officials in Geneva, Pretoria, and Harare) and other key stakeholders. Data and information should be collected, presented and analysed with appropriate gender disaggregation. In addition, to the extent possible, the data collection, analysis and presentation should be responsive to and include issues relating to diversity and non-discrimination, including disability issues.

The evaluation must be carried out in adherence with the relevant parts of the *ILO Evaluation Framework and Strategy*; [ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations](#) (4th ed., 2020); and UNEG Principles. Recommendations emerging from the evaluation should be strongly linked to its findings and should provide clear guidance to all stakeholders on how they can address them, indicating for each one who is directed, level of priority, resources required and timeframe (long, medium or short-term).

Various types of information will be collected and triangulated during the evaluation, using, among others – to be proposed by the evaluator – the following methods:

1. Desk review

The Desk review will take place before any interviews are conducted, and it will include the following documents and information sources:

Project document

Logframe

Implementation plan

Work plans

Project monitoring plans

Progress reports

Project budget and related financial reports

Reports from various activities (including trainings, workshops, task force meetings, video conferences etc.)

Other relevant documents as required

All documents will be made available by the project manager, in coordination with the evaluation manager, in a Dropbox (or similar) at the start of the evaluation. During the desk-review phase, the evaluator(s) will firstly review and analyse project and other documentation, and thereafter produce an Inception report that will operationalise the ToR (see next section). In addition, the evaluation team will conduct initial virtual or telephone interviews with the project team and the donor. The objective of the initial consultation is to reach a common understanding regarding expectations and available data sources, and this should be reflected in the inception report.

2. Interviews:

The evaluator(s) will conduct telephone/Zoom interviews with project staff and those that the project has worked with, including staff at the ILO in the field and in headquarters as well as with other project partners. The meetings will largely be conducted during one week and will be scheduled at least one week in advance. A tentative list of individuals to be interviewed will be shared with selected consultant(s).

The current COVID-19 pandemic restricts mobility for country and field visits to international consultants. In line with these travel limitations and social distancing requirements, the evaluation data-collection methodology will combine remote/virtual (evaluation team leader) and fieldwork data collection (evaluation team member). This will require enhanced engagement and collaboration with the project team in terms of organizing the contact with stakeholders. Note that depending on how the pandemic unfolds in the country, this 'hybrid approach' may change.

3. Survey:

Respondents from the list of E4WAY stakeholders are to be invited to complete an anonymous online survey. The survey questions will be developed, disseminated and analysed by the consultant/team.

• 4.3 Steps to be followed

The evaluation will be conducted through the following five key steps:

1. Inception report:

The first deliverable of the consultant/team is an inception report, which details the selected approach and methodology, including the workplan, status of logistical arrangements, project background and materials, key evaluation questions and evaluation indicators, evaluation matrix, interview schedule based on list of stakeholders, outline of the stakeholders' workshop and of the final report, and all data collection tools following EVAL Checklist 3 (see Annex 4).

The evaluator(s) may adapt the methodology spelled out in this ToR, but any fundamental changes should be agreed between the evaluation manager and the evaluator(s), and reflected in the inception report. The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific groups of stakeholders.

The evaluator(s) will receive a list of key stakeholders consolidated by the NPC. If the evaluator requests contacting of other stakeholders, beyond those listed, this can be discussed with the evaluation manager during the preparation of the Inception report. Drafting of the Inception report forms part of the desk-review phase. The Inception report will operationalize the ToR and must be approved by the evaluation manager before moving to data collection.

2. Data collection and fieldwork:

After approval of the inception report, the data collection phase takes place. The consultant/team conducts interviews and a survey and analyses the findings. Here, the evaluator(s) will seek to apply a variety of evaluation techniques – meetings with stakeholders, focus group discussions, observations during the field visits as applicable, and a virtual survey. Triangulation of sources and techniques will be central.

In line with the travel limitations and social distancing requirements to curb the spread of the Coronavirus, the evaluation data-collection methodology will combine remote/virtual (evaluation team leader who does not have to be based in Zimbabwe) with fieldwork data collection (evaluation team member based in Zimbabwe). The face-to-face fieldwork will be carried out responsibly in the various locations of the E4WAY project implementation, in line with ILO safety and health protocols. The evaluator(s) will undertake group and/or individual discussions. The project will provide all its support in organization of these (virtual and face-to-face) interviews to the best extent possible. The evaluator(s) will ensure that opinions and perceptions of women are equally reflected in the interviews and that gender-specific questions are included.

Due to the onset of the COVID-19 pandemic and its impact on the world of work, this evaluation will be conducted in the context of criteria and approaches outlined in the ILO internal guide, [*Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation*](#) (March, 2020). It is important to note that this ‘hybrid approach’ will require enhanced engagement and collaboration with the project team in terms of organizing the interviews with stakeholders, and flexibility and adaptability will be imperative, as this planned, partly virtual, partly face-to-face data-collection approach may change. Below is more information about the two main clusters of interviews.

Interviews with ILO staff: A first meeting will be held with the ILO Director for CO-Harare and with the Project Team. The evaluator(s) will undertake group and/or individual discussions with project staff in Harare. The evaluator(s) will also interview ILO staff responsible for financial, administrative and technical backstopping of the project.

Interviews with key stakeholders in the project sites and with the donor: The evaluator(s) will meet relevant stakeholders including members of YWEP Project Steering Committee (PSC) and TWG, the donor, project beneficiaries and regional and local-level government officials and experts to examine the delivery of outcomes and outputs at local level. List of beneficiaries will be provided by the project for selection of appropriate sample respondents by the evaluator(s). The criteria and locations of data collection should be reflected in the inception report mentioned above.

As indicated above, the evaluator is encouraged to propose alternative mechanisms or techniques for the data-collection phase. These would need to be discussed with the project and the evaluation manager at the desk review/inception phase and any alternative methods should be reflected in the inception report.

3. Debriefing:

Following the conclusion of the interviews, the evaluator(s) will present preliminary findings to the E4WAY project team and other primary stakeholders at a virtual stakeholders' debriefing workshop. The evaluator(s) will discuss initial/preliminary findings and fill any data gaps with these key stakeholders, including ILO staff and representatives of the development partners. The workshop will be logistically supported by the project but organized and managed by the evaluation team. The details of the debriefing should be stated clearly in the inception report for further preparation during the data collection phase.

4. Draft and final report:

Based on the inputs from discussions and analysis of interviews with key stakeholders, the evaluator/evaluation team will draft the evaluation report. The draft report will be prepared for comments in line with ILO Evaluation Checklist No. 5 (Preparing the Evaluation Report) and Checklist No. 6 (Rating the Quality of Evaluation Reports) including completion of the ILO Templates for the Executive Summary, each lesson learned and good practices identified. Annex 4 lists all relevant checklists and templates. The draft evaluation report will be sent to the Evaluation Manager for a methodological review, and then it will be shared with all relevant key stakeholders with a request for their comments and inputs within a window of 10 working days.

The Evaluation Manager will consolidate all comments, including methodological ones, and will then share the consolidated feedback with the Evaluator(s) for consideration in finalising the report. The Evaluator(s) will finalise the report, taking into consideration the stakeholder comments, and then submit the final version. The final evaluation report will be approved by the ILO Evaluation Office (EVAL) and then published.

- **5. OUTPUTS, MANAGEMENT ARRANGEMENT AND TIME**

- **5.1 Main deliverables**

The main outputs to be delivered by the evaluator(s) are:

1. **Inception report** (with detailed work plan and data collection instruments, following EVAL Checklist 3)
2. **Final evaluation report** (a concise draft of a maximum of 30 pages plus annexes, following EVAL Checklists 5 and 6) as per the following proposed structure:

Cover page with key project and evaluation data (using ILO EVAL template)

Executive Summary

Acronyms

Description of the project

Purpose, scope and clients of the evaluation

Methodology and limitations

Clearly identified findings for each criterion

Conclusions

Recommendations

Lessons learned and good practices (briefly in the main report and a detailed in ILO EVAL template, annexed to the report)

Annexes:

- a) ToR
- b) Evaluation questions matrix
- c) Data Table on Project Progress in achieving its targets by indicators with comments
- d) Evaluation schedule

- e) Documents reviewed
- f) List of people interviewed
- g) Lessons learned and good practices (using ILO-EVAL template)
- h) Any other relevant documents

3. Evaluation Summary (using the ILO template).

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

The evaluator will produce a concise final report according to the ILO evaluation guidelines and will reflect the key evaluation questions. The quality of the report will be determined by conformance with ILO Checklist No. 5 (*Preparing the Evaluation Report*) and Checklist No. 6 (*Rating the Quality of Evaluation Reports*) including completion of the *ILO Templates for the Executive Summary*, each lesson learned and good practices identified. Adherence to these checklists will be considered a contractual requirement when submitting evaluations to ensure full remuneration of the contract. The maximum length of the final report should be no more than 30 pages, excluding annexes.

- **5.2 Timeframe and work plan**

The work will start on 15 April 2021 and will be completed no later than 25 June 2021. The total level of effort (LoE) of the evaluation process is expected (estimated) to be 19 working days for the team leader and 19 for the team member (see specific responsibilities in section 6).

The work plan table below highlights the main activities, time frame and the work days.

Activity description	Team leader no. work days	Team member no. work days	Time-frame
1. Launch of evaluation: Contracting and initial briefing Initial discussion with evaluation manager (EM) receive documents.	0.5 day		15-16 April 2021
2. Beginning of evaluation: Desk review and Inception report Review the core set of E4WAY documents and monitoring data. Request any additional documentation required. Draft evaluation questions, identify key stakeholders to interview, guided by the EM. Coordination meeting with the project manager to discuss logistics of the data collection phase, and with the donor for learning their expectations of the evaluation. Data collection preparation: Craft interview schedule in coordination with the E4WAY team. Draft and submit the inception report. Review and adjustment.	4.5 days	3 days	16-23 April 2021
3. Conduct the Evaluation: Data collection and fieldwork Conduct interviews and a survey with relevant partners and stakeholders, both virtually and face-to-face through fieldwork, including ILO staff working in and with the project, project partners, the donor and other closely related stakeholders, and analyse the data.	7 days (no fieldwork)	11 days (incl. 6 days of fieldwork)	29 April-14 May 2021
4. Debriefing via Zoom Following the interviews, the evaluator leads a short debriefing session with the project team and other primary stakeholders to	1 day	1 day	14 May 2021

Activity description	Team leader no. work days	Team member no. work days	Time-frame
clarify any issues or gaps and introduce preliminary evaluation findings.			
5. Draft report Produce a short (max 30 pages) report (templates and annexes not counted in the page numbers) addressing the above evaluation questions. Submit to EM for methodological review of the draft report and integrate feedback from the ILO, after which EM circulates with stakeholders.	5 days	3 days	14-21 May 2021
6. Consolidated feedback The EM consolidates all feedback and submits to the evaluator for their incorporation. Stakeholders will have 2 weeks to review and comment.	N/A	N/A	28 May-11 June 2021
7. Final report and presentation Incorporate and address comments from project and stakeholders and finalise the evaluation report. Submit final report for approval by EVAL. Prepare and deliver a presentation of the evaluation's results and findings at a public webinar.	1 days	1 days	18-25 June 2021
Total	19 days	19 days	

- **5.3 Assignment administration and management arrangements**

In order to ensure independence of all deliverables, all submissions will be made through the evaluation manager, Matilda Dahlquist (dahlquist@ilo.org). The consultant/team will report to the evaluation manager and work closely with the E4WAY project team, and discuss any technical and methodological matters with the evaluation manager should they arise. The evaluation will be carried out with full logistical support of the project staff, with administrative support of the ILO Office in Harare.

The evaluator(s) will abide by the EVAL's Code of Conduct for carrying out the evaluations and the UNEG ethical guidelines.

The budget of the evaluation includes:

Honoraria for the evaluation team leader and the team member

Travel cost as per ILO travel policy

Communications and logistics.

- **6. PROFILE OF EVALUATION CONSULTANT / TEAM**

- **Evaluation team responsibilities**

Evaluation team leader responsibilities
a) Desk review of project documents b) Briefing with ILO/evaluation manager c) Preliminary interviews with the project manager and the donor d) Development of the Inception report including the evaluation instrument e) Undertake interviews with stakeholders (zoom, telephone, or similar means) f) Facilitate the virtual stakeholders' workshop

- g) Draft evaluation report
- h) Finalise evaluation report

Evaluation team member responsibilities

- a) Support the desk review of programme documents
- b) Undertake interviews with stakeholders (zoom, telephone, or similar means)
- c) Field visits
- d) Support the facilitation of the virtual stakeholders workshop
- e) Provide inputs in the draft evaluation report

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- **Qualifications and requirements**

Team leader (national or international consultant, not necessarily based in Zimbabwe)

Advanced university degree in social sciences or related graduate qualifications

A minimum of 7 years' professional experience in project evaluations of social development projects, including in the role of sole evaluator or team leader

Proven understanding and experience of M&E methods and approaches (including quantitative, qualitative and participatory), logical framework, theory of change and other strategic planning approaches, information analysis and report writing

Fluency in written and spoken English and strong report-writing skills in English

Excellent consultative, communication and interviewing skills

Demonstrated ability to deliver quality results within strict deadlines

Experience of conducting evaluations for the ILO or any other UN Agency

Understanding of Decent Work concepts and the ILO's normative mandate and tripartite structure

Knowledge of the UN System and of UN evaluation norms and its programming

Experience of research in the area of livelihoods, value chain and/or market systems development

Understanding of the development context of Zimbabwe

No involvement in the project.

Team member (national consultant based in Zimbabwe)

University degree in social sciences or related graduate qualifications

A minimum of 5 years' professional experience in evaluating social development projects and initiatives or related qualitative research (i.e. data collection and analysis) as team member

Proven understanding and experience of M&E methods and approaches (including quantitative, qualitative and participatory), logical framework and other strategic planning approaches, information analysis and report writing

Fluency in written and spoken Shona and Ndebele/Venda and very good knowledge of English

Based in Zimbabwe

Excellent communication and interviewing skills

Demonstrated ability to deliver quality results within strict deadlines

Experience of conducting evaluations for the ILO or any other UN Agency as team member or sole evaluator

Understanding of Decent Work concepts and the ILO's normative mandate and tripartite structure

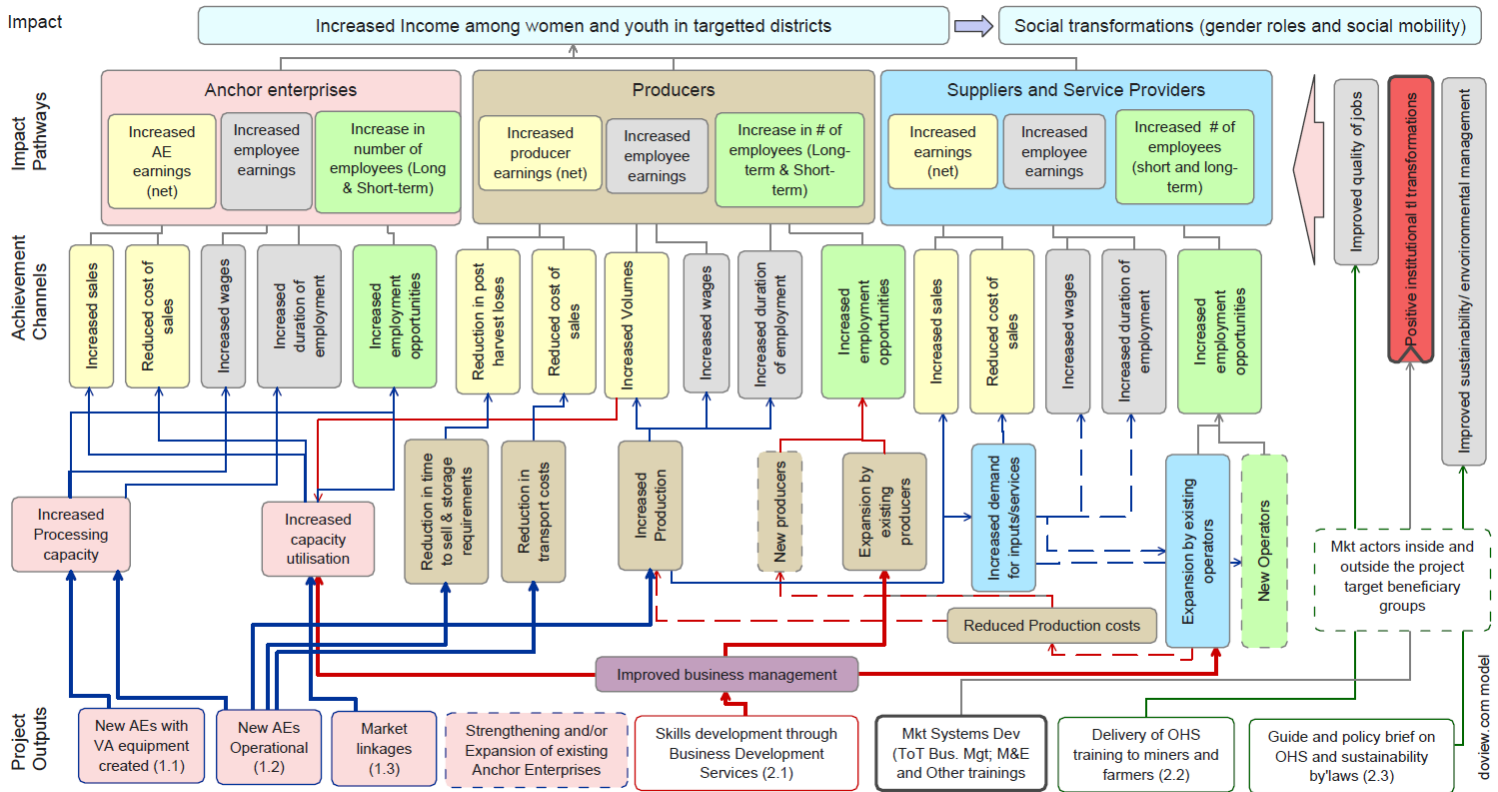
Knowledge of the UN System and of UN evaluation norms and its programming

Experience of research in the area of livelihoods, value chain and/or market systems development

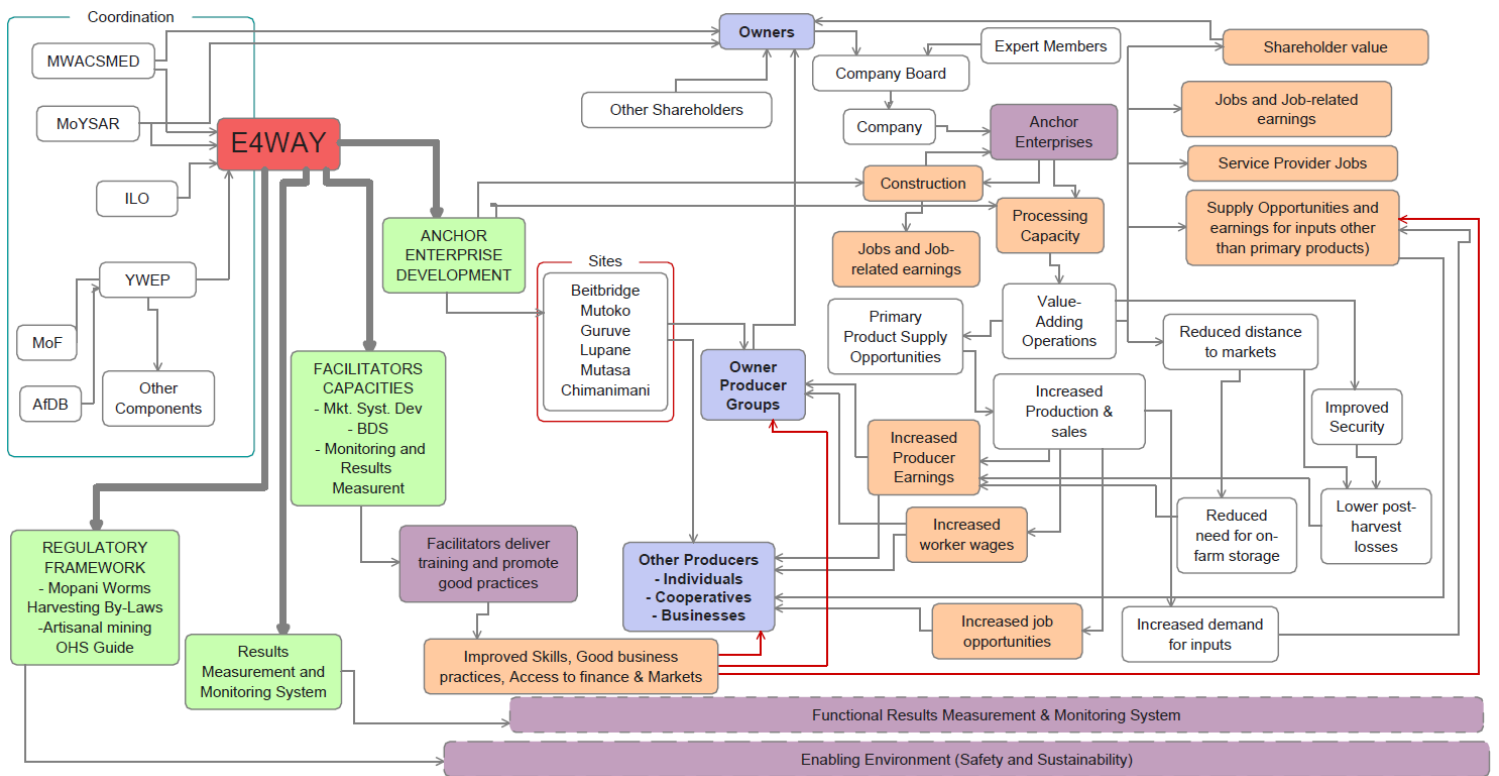
Understanding of the development context of Zimbabwe

No involvement in the project.

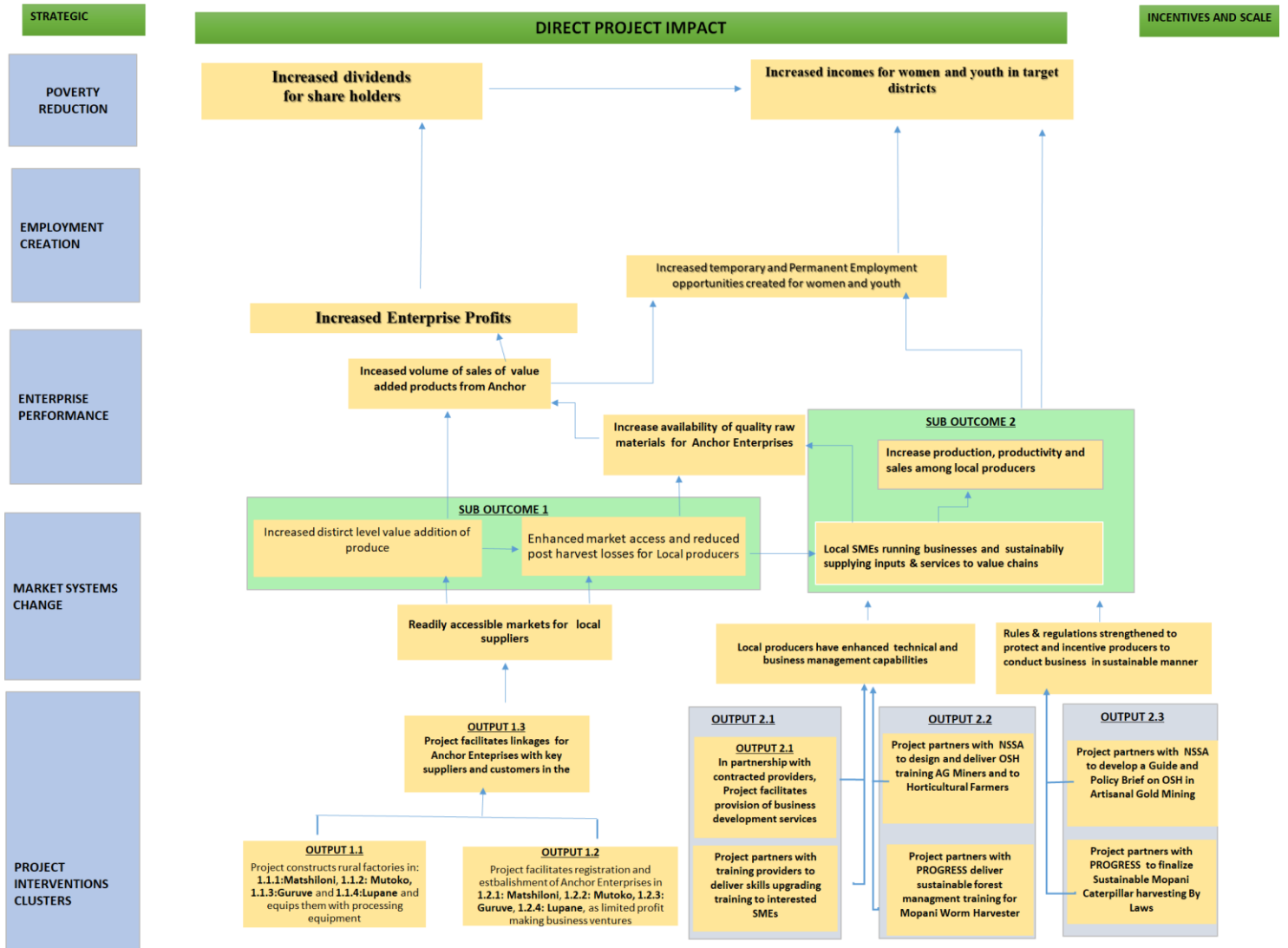
- ToRs Annex 1
- The E4WAY Theory of Change



- ToRs Annex 2
- E4WAY Schematic chart



- ToRs Annex 3
- The E4WAY results chain



- **ToRs Annex 4**
 - **Relevant documents and tools on the ILO Evaluation Policy**
1. [Code of conduct form](#) (to be signed by the evaluator)
 2. Checklist No. 3 [Writing the inception report](#)
 3. Checklist 5 [Preparing the evaluation report](#)
 4. Checklist 6 [Rating the quality of evaluation report](#)
 5. Guidance note 7 [Stakeholders participation in the ILO evaluation](#)
 6. Guidance note 4 [Integrating gender equality in M&E of projects](#)
 7. [Template for lessons learned](#)
 8. [Template for Emerging Good Practices](#)
 9. [Template for evaluation title page](#)
 10. [Template for evaluation summary](#)
 11. [Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation](#)

Annex 2: Evaluation Matrix

Relevance, coherence and strategic fit

This evaluation criterion assessed the extent to which the project aligned to beneficiary needs, ILO's comparative advantage, Government of Zimbabwe's development framework and priorities. The evaluation explored alignment of the project objectives and approaches to beneficiaries' needs. This included undertaking a problem analysis to verify how the project TOC aligned to the core problems and causes for the beneficiary target. In particular, the systemic bottlenecks undermining young people's and women entrepreneurs to engage with value chains and grow their enterprises. This analysis employed a gender lens in the assessment, ensuring the gendered bottlenecks were mirrored with project objectives and approaches.

Another level of assessment was the strategic fit of the project within the priorities of the Government of Zimbabwe at national and local level and those of the African Development Bank (AfDB). At district level, an assessment of the implementation arrangements including engagement and participation of key institutions was conducted. The analysis also explored how the project aligned with local level priorities. Additional analysis sought to determine the alignment of the project to the national development context. The project straddled two development eras for the country – the Transitional Stabilisation Programme (2018-2020) and the National Development Strategy 1 (NDS1 2021-2025). The project was designed and implemented (the first three years) under the Transition Stabilisation Programme. The assessment also evaluated the extent to which the design was aligned to the framework and other priorities of, for example, the Ministry of Youth, Sports and Recreation (MYSR) and the Ministry of Women Affairs, Community, Small and Medium Enterprises Development (MWACSMED). Alignment to SDGs and AfDB's priorities was also an area of focus of the evaluation including to AfDB's country strategy paper.

Lastly the evaluation assessed the extent to which the project was aligned to ILO's Decent Work Country Programme for Zimbabwe (DWCP). An analysis was conducted to assess the extent to which the ILO's experience, expertise, and partnerships in Zimbabwe provided a comparative advantage in facilitating enterprise development. This also included ILO's capacities to provide the skills and expertise required to support women and youth economic empowerment.

COVID-19 induced movement restrictions presented unique challenges to developmental projects that are traditionally premised on physical interaction. The E4WAY was no exception. The assessment explored how the project approaches overcame limits to physical interaction and addressed blockages in the supply chain to keep a reasonable pace on activities and established AEs functioning. Further analysis was conducted to ascertain how the project mainstreamed mitigation measures for the spread of COVID-19 among project participants.

The key questions answered as per the TOR are as follows:

- Is the project relevant to the felt needs of the beneficiaries (women and young entrepreneurs) and are its objectives consistent with beneficiaries' requirements?

- Is the project consistent with national and district-level partners' requirements, the Government of Zimbabwe's development frameworks, the donor's priorities and the SDGs?
- Does the project play on ILO comparative advantages and is it relevant to the ILO's strategic objectives and initiatives at national, regional and global levels?
- Were the original project strategy, objectives and assumptions appropriate for achieving planned results?
- Is the project's approach fit for purpose in the current context of COVID-19?
- To what extent did project strategies remain flexible and responsive to emerging concerns about gender equality, non-discrimination, social dialogue/tripartism, international labour standards, environmental sustainability and people with disabilities?
- What links are established with development cooperation organizations (UN or non-UN) and/or Government partners' activities at local/national level?

Validity of design

Under this criterion the evaluation assessed the extent to which the design of the project was relevant and coherent and addressed important cross-cutting issues. The TOC was reviewed to determine the efficacy of the causality chain, and to what extent the conditions for change were based on evidence for the logic (outputs – intermediate outcomes – outcomes). The assessment also included analysis of the validity of the assumptions underpinning the causality chain. The evaluation also verified whether the outcomes and outputs were achievable given the scale of the problem vis a vis the level of investment of the project and implementation approaches. Considerations of potential bottlenecks in the design were also checked to ascertain the extent to which they could have been better incorporated.

Important in the context of the ILO, was the extent to which the ILO tripartite constituents were involved in project design and whether the participation was viewed as meaningful by stakeholders.

The evaluation criterion sought to answer the following questions:

- Does the project have a clear theory of change that outlines causalities?
- Has the project design clearly defined achievable, realistic outcomes and outputs?
- To what extent was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?
- Were the ILO tripartite constituents involved in the design of the project?
- Has the project planning included a useful monitoring and evaluation framework, including outcome indicators with baselines and targets?
- To what extent has the project addressed gender equality, inclusion of people with disabilities and other non-discrimination issues, social dialogue/tripartism, international labour standards and environmental sustainability in the project design?
- Has the project design included an exit strategy and a strategy for sustainability?

Progress and effectiveness

Effectiveness was evaluated to assess the extent to which the project met its objectives. First there was to be a measurement of the extent to which the project met its targets for key outcome and output indicators.

In addition, the evaluation assessed how effective the project was in terms of promoting gender equality, inclusion of people with disability, international labour standards, social dialogue/tripartism as well as environmental management.

The assessment of effectiveness adopted a Theory of Change approach – determining the extent to which the causality logic was realised, and the key achievements in the logic. This analysis explored the approaches and interventions with the greatest contribution to observed results. The approach was important for the purpose of gleaning lessons for future projects, including the project's proposed phase II. Of importance was the extent to which the project was able to effectively integrate women and youth into supported value chains, not only as producers but in other value chain enterprises and in employment. Inclusion of people with disabilities in project activities was also assessed.

A special interest of the evaluation was lessons learned on the project's success in delivering results in the COVID-19 pandemic. The focus was on assessing whether the chosen interventions and approaches had positive effects in sustaining results under the restrictions brought about by COVID-19.

Key questions that sought to be answered were:

- To what extent has the project achieved its objectives and successfully reached its target groups (women and young entrepreneurs)?
- Has the project implementation been on track as per logframe/workplans?
- What have been the main success factors towards the project's achievement of set targets, outputs and outcomes?
- What, if any, unintended results of the project have been identified or perceived?
- What obstacles did the project encounter during implementation? Could the project have better addressed these challenges?
- How effective were these measures in advancing gender equality and inclusion of people with disabilities, social dialogue/tripartism, international labour standards and environmental sustainability within the context of project objectives and results?
- How is the COVID-19 pandemic influencing project results and effectiveness and how has the project adapted to this changing context?
- Was the intervention model effective during COVID-19 and could it be used for a similar crisis response?

Efficiency

Under efficiency, the evaluation determined how well the project was able to utilise resources to deliver activities in a cost-efficient manner. The analysis focused on three aspects of project implementation: timeliness in implementation, quality of activities, and adequacy of the investment in activities. In assessing timeliness of the support, the evaluation measured the extent to which the activities were implemented according to agreed timelines and explored any challenges that might have undermined adherence. Disbursement rates were also a key

assessment criterion to determine the extent of delays. The ability of the project to adjust implementation to remain cost efficient in the context of COVID-19 was assessed as well. Restrictions on movement during the heights of COVID-19 infection waves had the potential to increase overhead costs and in turn affecting the level of investment in project sites. How the project avoided this was an area of investigation to provide lessons for the future.

Quality was assessed by determining: 1) beneficiaries' satisfaction with the quality of interventions and technical support; and 2) observations of quality of equipment and infrastructure. Adequacy was measured to determine the extent to which the level of investments was sufficient to influence the scale of changes envisaged in the project document. This included a determination of project beneficiaries and other stakeholders' perceptions on the adequacy and reasons for such perceptions.

Partnerships have the potential to provide cost efficiency gains by providing opportunities for cost savings. Assessment of partnerships under efficiency was undertaken with this lens including: 1) overcoming barriers of entry; 2) opportunities for reducing transaction costs; 3) advancing gender equality and non-discrimination; and 4) improving relevance and quality of implementation.

The specific questions that needed to be answered are as follows:

- How efficient was the project in utilising project resources (human, time, expertise, funds etc.) to deliver the planned results? How efficient was the project in delivering on its outputs and objectives?
- Was the project cost effective?
- How efficiently was the project able to adjust its resources to the COVID-19 pandemic?
- To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why?
- To what extent did the project leverage resources (financial, partnerships, expertise) to promote gender equality and non-discrimination?
- How successfully has the project been able to solicit partnerships in supporting the project implementation and the beneficiaries?
- To what extent did the project leverage partnerships (with constituents, national institutions, and other UN/development agencies) that enhanced the project's relevance and contribution to SDG targets and indicators? (Explicitly or implicitly)

Effectiveness of management arrangements

The E4WAY was, for October 2017 to December 2019, led by a Chief Technical Adviser and from January 2020, led by a National Coordinator who both reported to the Director of the ILO Country Office for Zimbabwe and Namibia (CO-Harare). The Project received support from the Senior Programme Officer in CO-Harare and the Senior Specialists for Sustainable Enterprises and Infrastructure Development, both based in the ILO Decent Work Team for Eastern and Southern Africa (DWT-Pretoria) while the Finance and Procurement departments from CO-Harare, the Regional Office and HQ provided technical backstopping support. The E4WAY was governed through the YWEP governance structure that included a Project Steering Committee (PSC), a Technical Working Group (TWG) and designated district focal points from the Government of Zimbabwe who supported district-level project activities and

represented various stakeholders. The evaluation determined the extent to which these structures supported project efficiency, effective steering of the project, and addressed or unlocked institutional bottlenecks. The level of technical and political support from ILO CO-Harare, DWT-Pretoria, ILO Regional Office for Africa (ROAF) and the responsible technical units in HQ (ENTERPRISES) were also determined, including perceptions of its adequacy.

Lastly, the evaluation determined whether a monitoring and evaluation system was in place, and whether it was operational, and how its findings were used in decision making at all levels (NC, ILO CO, PSC, and TWG). The extent to which joint monitoring was conducted to facilitate a shared understanding of project performance and in turn influence collaborative efforts to enhance the project was another key area of focus.

Specific questions included:

- Has the management and governance arrangement of the project been adequate and facilitated project results? Has there been a clear understanding of roles and responsibilities by all parties involved?
- Has the project created good relationships and cooperation with relevant local, regional, and national authorities and stakeholders to implement the project?
- Was there a monitoring and evaluation system in place and how effective was it? Was relevant information systematically collected and collated, disaggregated by sex (and by other relevant characteristics, such as people with disabilities)?
- Have targets and indicators been sufficiently defined for the project?
- Is the project receiving adequate administrative, technical and policy or political support from the ILO CO-Harare, DWT-Pretoria, and ILO Regional Office/ROAF and the responsible technical units in HQ (ENTERPRISES)?

Impact orientation and sustainability

At the impact level, the project ascertained the changes the project brought to individual beneficiaries' lives in particular poverty reduction, impact on environmental management, the idea/concept of social dialogue/tripartism, international labour standards, perceptions of the community on the role of women and persons with disability including other social mobility dimensions. For women, the evaluation made additional assessments on how the project improved their confidence, and relations with their partners/families, how it helped them explore their opportunities including improving their roles in the community. For the youth, it was important to understand how the gains from the project helped them explore their opportunities for economic empowerment.

Under sustainability, the evaluation measured whether the benefits of the project (increased incomes, capacity of AEs and producers etc.) would last beyond the project period. Of particular analysis was how the project facilitated long-term sustainability of project benefits and what dividends these were providing. The assessment also explored additional support required to ensure results matured to the level where external support would not be required. This was important, especially in the context that the established AEs have been operational for a year or less within a distorted operating environment due to COVID-19 restrictions.

Key questions included:

- To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries?
- Has the intervention made a difference to specific SDGs that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)
- What have been the effects of the project on environmental management, the concept of social dialogue/tripartism, adaptation to international labour standards by value chain actors including perceptions of the community on the role of women and persons with disability?
- What concrete steps have been/should have been taken to ensure sustainability?
- What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crises, such as the COVID-19 pandemic?
- How likely is it that the project's strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?

General

This criterion mainly focused on whether the recommendations from the Mid-Term Review (MTR) were incorporated in the project design and implementation and what effect these had on project performance. The question that sought to be answered was:

Have the recommendations from the mid-term evaluation been sufficiently incorporated into the project? How? If not, why not?

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
Relevance, coherence and strategic fit	• Is the project relevant to the felt needs of the beneficiaries (women and young entrepreneurs) and are its objectives consistent with beneficiaries' requirements?	Problems faced by beneficiaries in growing their enterprises (disaggregated by women and youth); activities that align with beneficiary needs (women and youth separately);	Project document; Women and youth (cooperative and MSME members); Women and youth producers;	Literature review, FGDs, Informal discussions during transit walks	The evaluation team	Once	N/A	Evaluation team
	• Is the project consistent with national and district-level partners' requirements, the Government's development frameworks, the donor's priorities and the SDGs?	national, and donor priorities to which project contributes; district level priorities to which project contributes; SDGs addressed by the project	Country strategy paper, ZDWCP, TSP and NDS1, policies and programmes of sectoral ministries, project implementor, AfDB project officer, government ministries	Literature review, Key informant interviews.	The evaluation team	once	N/A	Evaluation team
	• Does the project play on ILO comparative advantages and is it relevant for the ILO's strategic objectives and initiatives at national, regional and global levels?	ILO comparative advantage; experience of ILO in selected value chains; ILO partnerships; ILO's experience of women and youth economic empowerment	ILO CO-Harare (Zimbabwe and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, AfDB, MoFED, government ministries, ILO Programme and Budget	Key informant interviews, literature review.	The evaluation team	once	N/a	Evaluation team
	• Is the project's approach fit for purpose in the current context of COVID-19? ·Was the intervention model effective during COVID-19 and could it be used for a similar crisis response?	Challenges brought by COVID-19 to the project; modifications to respond to COVID-19; Perceptions of stakeholders on appropriateness of approach	Project quarterly progress reports, contract extension request; project stakeholders (ILO, government, Cooperatives/MSMEs), producers)	Literature review, FGDs, Key informant interviews, self-administered structured questionnaire	The evaluation team	once	N/A	Evaluation team
	• To what extent did project strategies remain flexible and responsive to emerging concerns about gender equality, non-discrimination, inclusion of people with disabilities, adherence to international labour standards and adaptation to environmental sustainability?	changes made during project implementation; changes made to enhance gender responsiveness of the project; changes made to enhance disability inclusiveness; measures put in place to ensure adherence to international labour standards and environmental sustainability.	Project quarterly progress reports, contract extension request; project stakeholders (ILO, government, Cooperatives/MSMEs), producers), Women and youth (cooperative and MSME members); Women and youth producers;	Literature review, FGDs, Key informant interviews.	The evaluation team	once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
	<ul style="list-style-type: none"> What links are established with development cooperation organizations (UN or non-UN) and/or Government partners' activities at local/national level? ·To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced the project's relevance and contribution to SDG targets and indicators? (Explicitly or implicitly) 	links established with other UN agencies or development cooperation agencies; value of the links and partnerships	Project quarterly progress reports, contract extension request; project stakeholders (ILO, government)	Literature review, FGDs, Key informant interviews.	The evaluation team	once	N/A	Evaluation team
Validity of Design	·Does the project have a clear theory of change that outlines causalities? • Were the original project strategy, objectives and assumptions appropriate for achieving planned results?	theory change with causal links; links are clear demonstrating plausible logic with evidence supporting logic	Project document	literature review	The evaluation team	Once	N/A	Evaluation team
	·Has the project design clearly defined achievable, realistic outcomes and outputs?	Perceptions of stakeholders on achievability of outcomes and outputs; targets versus scale of investment; context factors with potential to affect (positive and negative) achievement of outcomes and outputs;	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs), producers)	Literature review, FGDs, Key informant interviews.	The evaluation team	Once	N/A	Evaluation team
	·To what extent was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?	Perceptions on the validity of the implementation approach; risks to the project; risks accounted for in project planning and implementation	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs), producers)	Literature review, FGDs, Key informant interviews.	The evaluation team	Once	N/A	Evaluation team
	·Were the ILO tripartite constituents involved in the design of the project?	Perceptions of tripartite constituents on involvement in the project design;	Government, Employers, and Workers' representatives, ILO NC	Key informant interviews, self-administered structured questionnaire	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
	·Has the project planning included a useful monitoring and evaluation framework, including outcome indicators with baselines and targets?	Monitoring and evaluation framework; relevance of outcome and output indicators; Perceptions on appropriateness of the M&E framework	Project design document; progress reports; project stakeholders (ILO, government)	Literature review, Key informant interviews, self-administered structured questionnaire	The evaluation team	Once	N/A	Evaluation team
	·To what extent has the project addressed gender equality, inclusion of people with disabilities and other non-discrimination issues, international labour standards, tripartism and environmental sustainability in the project design?	gender equality, disability and non-discrimination issues addressed in project design; perceptions of stakeholders on the appropriateness of project design to address gender equality, inclusion of people with disabilities and other non-discrimination, international labour standards, tripartism and environmental sustainability issues;	Project design document; progress reports; project stakeholders (ILO, government, ZCTU, ZFTU, EMCOZ, Cooperatives/MSMEs), producers)	Literature review, FGDs, Key informant interviews.	The evaluation team	Once	N/A	Evaluation team
	Has the project design included an exit strategy and a strategy for sustainability?	Exit strategy and sustainability strategy in the project document; Perceptions on the adequacy and appropriateness of the exit and sustainability strategy	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs), producers)	Literature review, FGDs, Key informant interviews.	The evaluation team	Once	N/A	Evaluation team
Progress and Effectiveness	·To what extent has the project achieved its objectives and successfully reached its target groups (women and young entrepreneurs)?	percent achievement of output and outcome targets	progress quarterly reports, AEs record books, producer record books,	Literature review, data extraction form	The evaluation team	Once	N/A	Evaluation team
	·What have been the main success factors towards the project's achievement of set targets, outputs and outcomes?	factors for project success	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs), producers), other value chain actors, women and youth in the vicinity of the AE	Literature review, Key informant interviews, FGDs, self-administered structured questionnaire, Transact walk informal interviews.	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
	·What, if any, unintended results of the project have been identified or perceived?	unintended results of the project (on gender, youth on local economy)	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs), producers), other value chain actors, women and youth in the vicinity of the AE	Literature review, Key informant interviews, self-administered structured questionnaire, FGDs, Transact walk informal interviews.	The evaluation team	Once	N/A	Evaluation team
	·What obstacles did the project encounter during implementation? Could the project have better addressed these challenges?	Perceptions on obstacles faced by the project; perceptions on project management's handling of challenges,	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs), producers)	Literature review, Key informant interviews, self-administered structured questionnaire, FGDs	The evaluation team	Once	N/A	Evaluation team
	·How effective were these measures in advancing gender equality and inclusion of people with disabilities, adherence to international labour standards and adaptation to environmental sustainability within the context of project objectives and results?	benefits of the project on promoting gender equality (gender relations, economic independence, self-confidence etc.); examples of achievements in disability inclusion, adherence to international labour standards eg decent working conditions, freedom of association, elimination/absence of child labour elimination of all forms of discrimination in respect to employment and occupation, right to collective bargaining etc;	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs), producers), other value chain actors, women and youth in the vicinity of the AE	Literature review, Key informant interviews, self-administered structured questionnaire, FGDs, Transact walk informal interviews.	The evaluation team	Once	N/A	Evaluation team
	In what way (s) did the involvement of tripartite partners contribute to the project objectives and results?	Contributions made by tripartite partners to project implementation, results of tripartite contributions to project implementation and management	Project design document, progress reports, project stakeholders (ILO, Government, Cooperatives/MSMEs,	Literature review, key informant interviews	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
			producers, tripartite partners					
	·How is the COVID-19 pandemic influencing project results and effectiveness and how has the project adapted to this changing context?	project activities affected by COVID-19; Perceptions on the effects of COVID-19 on project results	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs), producers), other value chain actors, women and youth in the vicinity of the AE	Literature review, Key informant interviews, self-administered structured questionnaire, FGDs, Transact walk informal interviews.	The evaluation team	Once	N/A	Evaluation team
Efficiency	·How efficient was the project in utilising project resources (human, time, expertise, funds, tripartite partners etc.) to deliver the planned results? How efficient was the project in delivering on its outputs and objectives?	timelines in project delivery; quality of project activities; adequacy of support;	ILO CO- Harare (Zimbabwe and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, AfDB, MoFED, government ministries, progress quarterly reports	Literature review, FGDs, Key informant interviews, elf administered structured questionnaire	The evaluation team	Once	N/A	Evaluation team
	·Was the project cost effective?	Perceptions of project's cost effectiveness of the project by stakeholders	Project stakeholders (ILO CO-Harare (Zimbabwe and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, government ministries, Cooperatives/MSMEs, producers, other value chain actors, women and youth in the vicinity of the AE	FGDs, Key informant interviews, elf administered structured questionnaire, Transact walk informal interviews.	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
	·How efficiently was the project able to adjust its resources to the COVID-19 pandemic?	Timeliness to adjust activities to COVID-19; Perception of project's flexibility to adjust to COVID-19.	Project stakeholders (ILO CO-Harare (Zimbabwe and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, government ministries, Cooperatives/MSMEs, producers, other value chain actors, women and youth in the vicinity of the AE	Progress quarterly reports, FGDs, Key informant interviews, self administered structured questionnaire, Transact walk informal interviews.	The evaluation team	Once	N/A	Evaluation team
	·To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why? ·Has the project implementation been on track as per logframe/workplans?	disbursement rates, proportion of activities on track annually; reasons for delays or low disbursement rates	Project design document; progress reports; financial reports; project stakeholders (ILO, government, Cooperatives/MSMEs, producers)	Literature review, Key informant interviews, self-administered structured questionnaire, FGDs,	The evaluation team	Once	N/A	Evaluation team
	·To what extent did the project leverage resources (financial, partnerships, expertise) to promote gender equality and non-discrimination?	specific technical provisions for gender equality and inclusion, and non-discrimination (ILO CO, DWT Pretoria and HQ); partnerships for gender equality and inclusion, and non-discrimination	Project stakeholders (ILO CO-Harare (Zimbabwe and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, government ministries)	FGDs, Key informant interviews, self-administered structured questionnaire,	The evaluation team	Once	N/A	Evaluation team
	·How successfully has the project been able to solicit partnerships in supporting the project implementation and the beneficiaries?	partnerships established; benefits of partnerships for project implementation and beneficiaries	Project stakeholders (ILO CO-Harare (Zimbabwe and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, government ministries)	FGDs, Key informant interviews, self-administered structured questionnaire,	The evaluation team	Once	N/A	Evaluation team
Effectiveness of management arrangements	·Has the management and governance arrangement of the project been adequate and facilitated project results? Has there been a clear understanding of roles and responsibilities by all parties involved?	Perceptions on the adequacy of the governance arrangements; Perceptions on management arrangements; Perceptions on of roles and responsibilities by all partners	Project stakeholders (ILO CO-Harare (Zimbabwe and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, government ministries, management of AE),	Literature review, FGDs, Key informant interviews, self-administered structured questionnaire,	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
	·Has the project created good relationships and cooperation with relevant local, regional and national authorities and stakeholders to implement the project?	Perceptions on relationships between the project local stakeholders	Project stakeholders (ILO CO-Harare (Zimbabwe and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, government ministries, management of AE),	Literature review, FGDs, Key informant interviews, self-administered structured questionnaire,	The evaluation team	Once	N/A	Evaluation team
	·Was there a monitoring and evaluation system in place and how effective was it? Was relevant information systematically collected and collated, disaggregated by sex (and by other relevant characteristics, such as people with disabilities)?	Perceptions on effectiveness of the monitoring system; information collected by the monitoring system; Perceptions on relevance of the Monitoring system for project management	Project stakeholders (ILO CO-Harare (and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, government ministries, management of AE),	Literature review, FGDs, Key informant interviews, self-administered structured questionnaire,	The evaluation team	Once	N/A	Evaluation team
	·Have targets and indicators been sufficiently defined for the project?	appropriateness of indicators (standing on SMART criteria); appropriateness of targets,	Project stakeholders (ILO CO-Harare (Zimbabwe and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, government ministries, Progress quarterly reports, project design document,	Literature review, FGDs, Key informant interviews, self-administered structured questionnaire,	The evaluation team	Once	N/A	Evaluation team
	Is the project receiving adequate administrative, technical and policy or political support from the ILO CO-Harare, DWT-Pretoria, and ILO Regional Office/ROAF and the responsible technical units in HQ (ENTERPRISES)?	Perceptions on support received from ILO CO-Harare, DWT-Pretoria, and ILO Regional Office/ROAF and the responsible technical units in HQ (ENTERPRISES); support provided by ILO CO-Harare, DWT-Pretoria, and ILO Regional Office/ROAF and the responsible technical units in HQ (ENTERPRISES); frequency and quality of support	Project stakeholders (ILO CO-Harare (Zimbabwe and Namibia), Programme Specialist, ILO NC, ILO DWT-Pretoria, government ministries, Progress quarterly reports, project design document,	Literature review, FGDs, Key informant interviews, self-administered structured questionnaire	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
Impact orientation and sustainability	·To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries?	positive changes noted by beneficiaries; gender effects of the project (lives of women and men)	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs), other value chain actors, women and youth in the vicinity of the AE	Literature review, Key informant interviews, FGDs, self-administered structured questionnaire, Transact walk informal interviews.	The evaluation team	Once	N/A	Evaluation team
	·Has the intervention made a difference to specific SDGs that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)	Contribution of the project to SDGs; Perceptions on how the project has made the difference	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs, producers)	Literature review, Key informant interviews, FGDs, self-administered structured questionnaire	The evaluation team	Once	N/A	Evaluation team
	What have been the effects of the project on environmental management; adaptation of international labour standards, and perceptions of the role of women in the community?	Impact on environmental management; adaptation of international labour standards by value chain actors; perceptions of community on the role of women	Project design document; progress reports; project stakeholders (ILO, Government, Cooperatives/MSMEs, producers); women and youth in the vicinity of AE	Literature review, key informant interviews, FGDs, Structured questionnaire, Transact walk	The evaluation team	Once	N/A	Evaluation team
	·What concrete steps have been/should have been taken to ensure sustainability?	Steps taken to ensure sustainability; sustainability dividends from steps taken; Perceptions of stakeholders on the effectiveness of sustainability actions	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs, producers), other value chain actors, women and youth in the vicinity of the AE	Literature review, Key informant interviews, FGDs, self-administered structured questionnaire,	The evaluation team	Once	N/A	Evaluation team
	·What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crisis, such as the COVID-19 pandemic?	Gaps in the sustainability strategy; Perceptions of stakeholders on how gaps in sustainability strategy could be addressed; Recommendations of sustainability strategies in the context of COVID-19	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs, producers), other value chain actors, women and	Literature review, Key informant interviews, FGDs, self-administered structured questionnaire, Transact walk	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
			youth in the vicinity of the AE	informal interviews.				
	•How likely is it that the project's strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?	Perceptions on likelihood of use of project strategic orientation for the future; Reasons for perceptions;	Project design document; progress reports; project stakeholders (ILO, government, Cooperatives/MSMEs, producers)	Literature review, Key informant interviews, FGDs, self-administered structured questionnaire	The evaluation team	Once	N/A	Evaluation team
General	• Have the recommendations from the mid-term evaluation been sufficiently incorporated into the project? How?	Recommendations from MTR implemented; recommendations still outstanding; reasons for outstanding recommendations.	Project design document; progress reports; project stakeholders (ILO, government)	Literature review, Key informant interviews, self-administered structured questionnaire	The evaluation team	Once	N/A	Evaluation team

Annex 3: Persons Met

Name	Location	Position	Institution
Ratidzai Machawira	Harare	M&E Specialist	Project Management Unit in the Ministry of Finance and Economic Development
Agatha Isabel Makunganya	Harare	Officer	International Cooperation Department - Ministry of Finance
Julia Mapungwana	Harare	Director of Gender	Ministry of Women Affairs, Community, Small and Medium Enterprise Development
Brian Guyo	Harare	Gender Officer	Ministry of women affairs, Community Small and Medium Enterprise Development
Maria Mutandwa	Harare	Communications Officer	ILO
Naomy Lintini	Pretoria	CTA	ILO
Jens Dyring Christensen	Pretoria	Senior Specialist for Sustainable Enterprises	ILO
Asfaw Kidanu	Pretoria	Senior Specialist for Infrastructure Development	ILO
Mwila Chigaga	Pretoria	Senior Specialist for Gender	ILO
Jairos Chanetsa	Harare	National Project Coordinator	ILO
Adolphus Chinomwe	Harare	Senior Programme Officer	ILO
Phororo Hopolang	Harare	Director CO-Harare & Namibia	ILO
Gloria Makomeke	Harare	Secretary/Project Administrative support	ILO
Moleen Zaranyika	Mutoko	Mutoko AE board member and vice Chair of the Chirukamari group	Mutoko AE Board
Agatha Chigwada	Harare	Officer	Ministry of Public Service, Labour and Social Welfare
Clevor Moyo	Beitbridge	Beitbridge Business Association Coordinator and Board Member for the AE	Beitbridge Business Association
Merjury Sikundla	Beitbridge	Mat South Provincial Development Officer	Ministry of Women Affairs, Community, SMEs Development

Name	Location	Position	Institution
Stanley Moyo	Beitbridge	Beitbridge District Program Officer	MOYSAR
Nester Mukwehwa	Harare	Executive Director	Employers' Confederation of Zimbabwe (EMCOZ)
Jokoniah Mawopa	Harare	Officer	Zimbabwe Congress of Trade Unions
Farisai Mateko	Harare	Officer	Zimbabwe Federation of Trade Union (ZFTU)
John Ng'ambi		Task manager	AfDB
Vusumuzi Siduli	Beitbridge	District Officer	Ministry of Women Affairs
Sibusiso Ndlovu	Beitbridge	Beitbridge Forestry Officer	Forestry commission
Onemus Fuzane	Mutoko	Manager	Mutoko Royal Fruits and Veggies Pvt Ltd
Stephen Chifewe	Mutoko		Ministry of Youth - District Office
Mtokozisi Bhebhe	Beitbridge	Company Manager	Mbvelelo Pvt Ltd
Thembalani Moyo	Beitbridge	Company Accountant	Mbvelelo Pvt Ltd

Annex 4: Data Collection Instruments

Annex 4.1: KII guide Project management, AfDB, Government (national level) and Tripartite partners

Relevance, coherence and strategic fit

1. What problems was the project aiming to address? Were there different problems faced by men and women; and youth entrepreneurs before the project ?
 - Did project objectives approaches address these problems? **Explore: general problems and those specific to men and women; and youth entrepreneurs.**
 - Why do you say so?
2. How does the project align to:
 - DWCP?
 - AfDB's country strategy paper?
 - Country development framework?
 - SDGs?
3. What processes were put to ensure project interventions were aligned to district level priorities?
 - Were there any change to the project to make sure this was the case? What changes were made and why?
4. What comparative advantage did the ILO have in implementing this project?
 - **Explore:** experience, expertise in enterprise development and women and youth economic empowerment, partnerships, relations with government?
5. Is the project's approach fit for purpose in the current context of COVID-19?
 - **Explore:** Challenges brought by COVID-19 to the project; modifications to respond to COVID-19.
6. To what extent did project strategies remain flexible and responsive to emerging concerns about gender equality, non-discrimination, inclusion of people with disabilities, adherence to international labour practices and environmental sustainability?
 - **Explore:**
 - changes made during project implementation;
 - changes made to enhance gender responsiveness of the project;
 - changes made to enhance disability inclusiveness;
 - Changes made to enhance adherence to internal labour standards;
 - Changes made to enhance environmental management;
 - changes brought about by the changes made during project implementation;
7. What links are established with development cooperation organizations (UN or non-UN) and/or Government partners' activities at local/national level?

Validity of design

8. Does the project have a clear theory of change that outlines causalities?
 - Is the project strategy, objectives and assumptions appropriate for achieving planned results?
 - theory change with causal links; links are clear demonstrating plausible logic with evidence supporting logic
9. To what extent were outcomes and outputs in the project document realistic and achievable? Why do you say so?
 - **Explore:** targets versus scale of investment; context factors with potential to affect (positive and negative) achievement of outcomes and outputs;
10. To what extent was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?
11. Were the ILO tripartite constituents involved in the design of the project? How?
12. How did the project design address gender equality, inclusion of people with disabilities and other non-discrimination issues, tripartism and social dialogue, international labour standards and environmental management in the project design?
 - Was this sufficient?
 - In hindsight what else could have been incorporated in the project design to address these issues?
13. Has the project design included an exit strategy and a strategy for sustainability?
 - Exit strategy and sustainability strategy in the project document;
 - Was the exit and sustainability strategy (1) adequate and (2) appropriate to sustain project benefits?
 - Why do you say so?

Progress and effectiveness

14. To what extent has the project achieved its objectives and successfully reached its target groups (women and young entrepreneurs)?
 - What have been the major achievements of the project for: 1) women, 2) youth; and 3) value chain actors?
15. What have been the main success factors towards the project's achievement of set targets, outputs and outcomes?
16. What, if any, unintended results of the project have been identified or perceived?
 - **Explore:** unintended results of the project (on gender, youth and local economy, environment)
17. What obstacles did the project encounter during implementation? Could the project have better addressed these challenges?

18. How effective were these measures in advancing gender equality, inclusion of people with disabilities, international labour standards and environmental management within the context of project objectives and results?
- **Explore:** Examples/evidence of success.
19. How is the COVID-19 pandemic influencing project results and effectiveness and how has the project adapted to this changing context?

Efficiency

20. In general, how would you rate the efficiency of the project in terms of:
- Timeliness in implementation?
 - Adequacy of the support?
 - Quality of interventions?
21. Was the project cost effective?
- Why do you say so?
22. How efficiently was the project able to adjust its resources to the COVID-19 pandemic?
- **Explore:** Timeliness to adjust activities to COVID-19;
 - Was the project flexible enough to adjust? Why?
23. To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why?
24. To what extent did the project leverage resources (financial, partnerships, expertise) to promote gender equality and non-discrimination, adherence to international labour standards, tripartism and social dialogue including environmental management?
- **Explore:** specific technical provisions for gender equality and inclusion, and non-discrimination (ILO CO, DWT Pretoria, and HQ); partnerships for gender equality and inclusion, and non-discrimination, international labour standards and environmental sustainability.
25. To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced the project's relevance and contribution to SDG targets and indicators? (Explicitly or implicitly)?

Effectiveness of management arrangements

26. Has the management and governance arrangement of the project been adequate and facilitated project results? Has there been a clear understanding of roles and responsibilities by all parties involved?
- **Explore:** adequacy of the governance arrangements; value addition
 - **Explore:** adequacy of management arrangements?
27. Has the project created good relationships and cooperation with relevant local, regional and national authorities and stakeholders to implement the project? **PROBE:** Examples
- What have been the benefits of these relationships?

28. Was there a monitoring and evaluation system in place and how effective was it? Was relevant information systematically collected and collated, disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other vulnerabilities)?
- **Explore:** were monitoring results used for project decision making? **PROBE:** Examples
 - Was the information collection relevant and adequate to inform project decisions?
 - What information gaps exist?
 - Does the monitoring system allow for joint monitoring? How often did this happen? What benefits were observed?
29. Have targets and indicators been sufficiently defined for the project? Why do you say so?
30. Is the project receiving adequate administrative, technical and policy or political support from the ILO CO-Harare, DWT-Pretoria, and ILO Regional Office/ROAF and the responsible technical units in HQ (ENTERPRISES)?
- How has this support been helpful to the project? Please provide examples.

Impact orientation and sustainability

31. To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries?
32. Has the project made any significant change on the way the community perceive the role of women in economic empowerment? If so, what are these changes? If not, what could be done to address community perceptions on the role of women?
33. Has the project made any positive difference on the environment?
34. Has the project made any significant change on the lives of people with disabilities? If so, how has these significant changes changed the perceptions of the community towards people with disabilities?
35. Has the intervention made a difference to specific SDGs that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)
36. What concrete steps have been/should have been taken to ensure sustainability?
37. What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crises, such as the COVID-19 pandemic?
38. How likely is it that the project's strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?

General

39. Have the recommendations from the mid-term evaluation been sufficiently incorporated into the project? How?

Explore: Recommendations from MTR implemented; recommendations still outstanding; reasons for outstanding recommendations.

Annex 4.2: KII guide ILO DWT and HQ

Relevance, coherence and strategic fit

1. What problems was the project aiming to address? Were these different problems faced by women and youth entrepreneurs before the project?
 - Did project objectives approaches address these problems?
 - Why do you say so?
2. How does the project align to:
 - ILO's regional and global priorities?
3. What comparative advantage did the ILO have in implementing this project?
 - **Explore:** experience, expertise in enterprise development and women and youth economic empowerment, partnerships, relations with government?
4. Is the project's approach fit for purpose in the current context of COVID-19?
 - **Explore:** Challenges brought by COVID-19 to the project; modifications to respond to COVID-19.
5. What links are established with development cooperation organizations (UN or non-UN) and/or Government partners' activities at local/national level?

Validity of design

6. Does the project have a clear theory of change that outlines causalities?
 - Is the project strategy, objectives and assumptions appropriate for achieving planned results?
 - theory change with causal links; links are clear demonstrating plausible logic with evidence supporting logic
7. To what extent were outcomes and outputs in project document realistic and achievable? Why do you say so?
 - **Explore:** targets versus scale of investment; context factors with potential to affect (positive and negative) achievement of outcomes and outputs;
8. To what extent was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?
9. How did the project design address gender equality, inclusion of people with disabilities and other non-discrimination issues, international labour standards, tripartism and social dialogue including environmental management in the project design?
 - Was this sufficient?
 - In hindsight what else could have been incorporated in the project design to address these issues?
10. Has the project design included an exit strategy and a strategy for sustainability?
 - Exit strategy and sustainability strategy in the project document;

- Was the exit and sustainability strategy (1) adequate and (2) appropriate to sustain project benefits?
- Why do you say so?

Progress and effectiveness

11. What have been the major achievements of the project for: 1) women, 2) youth; and 3) value chain actors?
12. What have been the main success factors towards the project's achievement of set targets, outputs and outcomes?
13. What, if any, unintended results of the project have been identified or perceived?
 - **Explore:** unintended results of the project (on gender, youth and local economy and environment)
14. How is the COVID-19 pandemic influencing project results and effectiveness and how has the project adapted to this changing context?

Efficiency

15. In general, how would you rate the efficiency of the project in terms of:
 - Timeliness in implementation?
 - Adequacy of the support?
 - Quality of interventions?
16. Was the project cost effective?
 - Why do you say so?
17. To what extent did the project leverage resources (financial, partnerships, expertise) to promote gender equality and non-discrimination, tripartism and social dialogue, international labour standards and environmental management?
 - **Explore:** specific technical provisions for gender equality and inclusion, and non-discrimination (ILO CO, DWT Pretoria, and HQ); partnerships for gender equality and inclusion, and non-discrimination, tripartism and social dialogue, international labour standards and environmental management.

Effectiveness of management arrangements

18. Was there a monitoring and evaluation system in place and how effective was it? Was relevant information systematically collected and collated, disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other vulnerabilities)?
 - **Explore:** were monitoring results used for project decision making? **PROBE:** Examples
 - Was the information collection relevant and adequate to inform project decisions?
 - What information gaps exist?
 - Does the monitoring system allow for joint monitoring? How often did this happen? What benefits were observed?

19. Have targets and indicators been sufficiently defined for the project? Why do you say so?
20. Is the project receiving adequate administrative, technical and policy or political support from the ILO CO-Harare, DWT-Pretoria, and ILO Regional Office/ROAF and the responsible technical units in HQ (ENTERPRISES)?
 - How has this support been helpful to the project? Please provide examples.

Impact orientation and sustainability

21. To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries?
22. How has the project helped change the community perceptions on the role of women in economic empowerment?
23. Has the project made any significant change on the lives and circumstances of people with disabilities? What are these changes and to what extent has the changes helped to change the perceptions of the community towards people with disabilities?
24. Has the intervention made a difference to specific SDGs that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)
25. What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crises, such as the COVID-19 pandemic?
26. How likely is it that the project's strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?

Annex 4.3: KII guide Government district level

Relevance, coherence and strategic fit

4. What problems was the project aiming to address? Were there different problems faced by men and women; and youth entrepreneurs before the project ?
 - Did project objectives approaches address these problems? **Explore: general problems and those specific to men and women; and youth entrepreneurs.**
 - Why do you say so?
5. How does the project align to your district's priorities?
6. What processes were put to ensure project interventions were aligned to district level priorities?
 - Were there any change to the project to make sure this was the case? What changes were made and why?
7. What comparative advantage did the ILO have in implementing this project in your district?
 - **Explore:** experience, expertise in enterprise development and women and youth economic empowerment, partnerships, relations with government?
8. Is the project's approach fit for purpose in the current context of COVID-19?
 - **Explore:** Challenges brought by COVID-19 to the project; modifications to respond to COVID-19.
9. To what extent did project strategies remain flexible and responsive to emerging concerns about gender equality, non-discrimination and people with disabilities?
 - **Explore:**
 - changes made during project implementation;
 - changes made to enhance gender responsiveness of the project;
 - changes made to enhance disability inclusiveness;
 - Changes made to enhance tripartism and social dialogue;
 - Changes made to enhance adherence to international labour standards;
 - Changes made to enhance environmental sustainability;
 - changes brought about by the changes made during project implementation;
10. What links are established with other development organisations to enhance the project's effects?

Validity of design

11. Does the project have a clear theory of change that outlines causalities?
 - Is the project strategy, objectives and assumptions appropriate for achieving planned results?
 - theory change with causal links; links are clear demonstrating plausible logic with evidence supporting logic

12. To what extent were outcomes and outputs in project document realistic and achievable? Why do you say so?
 - **Explore:** targets versus scale of investment; context factors with potential to affect (positive and negative) achievement of outcomes and outputs;
13. To what extent was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?
14. How did the project design address gender equality, inclusion of people with disabilities and other non-discrimination issues, international labour standards and environmental management in the project design?
 - Was this sufficient?
 - In hindsight what else could have been incorporated in the project design to address these issues?
15. Has the project design included an exit strategy and a strategy for sustainability?
 - Exit strategy and sustainability strategy in the project document;
 - Was the exit and sustainability strategy (1) adequate and (2) appropriate to sustain project benefits?
 - Why do you say so?

Progress and effectiveness

16. To what extent has the project achieved its objectives and successfully reached its target groups (women and young entrepreneurs)?
 - What have been the major achievements of the project for: 1) women, 2) youth; and 3) value chain actors.
17. What have been the main success factors towards the project's achievement of set targets, outputs and outcomes?
18. What, if any, unintended results of the project have been identified or perceived?
 - **Explore:** unintended results of the project (on gender, youth on local economy, environment)
19. What obstacles did the project encounter during implementation? Could the project have better addressed these challenges?
20. How effective were these measures in advancing gender equality and inclusion of people with disabilities, international labour standards, tripartism and social dialogue including environmental sustainability within the context of project objectives and results?
 - **Explore:** Examples/evidence of success.
21. How is the COVID-19 pandemic influencing project results and effectiveness and how has the project adapted to this changing context?

Efficiency

22. In general, how would you rate the efficiency of the project in terms of:
- Timeliness in implementation?
 - Adequacy of the support?
 - Quality of interventions?
23. Was the project cost effective?
- Why do you say so?
24. How efficiently was the project able to adjust its resources to the COVID-19 pandemic?
- **Explore:** Timeliness to adjust activities to COVID-19;
 - Was the project flexible enough to adjust? Why?
25. To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why?

Effectiveness of management arrangements

26. Has the management and governance arrangement of the project been adequate and facilitated project results? Has there been a clear understanding of roles and responsibilities by all parties involved?
- **Explore:** adequacy of the governance arrangements; value addition
 - **Explore:** adequacy of management arrangements?
27. Has the project created good relationships and cooperation with relevant local, regional and national authorities and stakeholders to implement the project? **PROBE:** Examples
- What have been the benefits of these relationships?
28. Was there a monitoring and evaluation system in place and how effective was it? Was relevant information systematically collected and collated, disaggregated by sex (and by other relevant characteristics, such as people with disabilities)?
- **Explore:** were monitoring results used for project decision making? **PROBE:** Examples
 - Was the information collection relevant and adequate to inform project decisions?
 - What information gaps exist?
 - Does the monitoring system allow for joint monitoring? How often did this happen? What benefits were observed?
29. Have targets and indicators been sufficiently defined for the project? Why do you say so?
30. Is the project receiving adequate administrative, technical and policy or political support from the ILO CO-Harare, DWT-Pretoria, and ILO Regional Office/ROAF and the responsible technical units in HQ (ENTERPRISES)?
- How has this support been helpful to the project? Please provide examples.

Impact orientation and sustainability

31. To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries?
32. In what way (s) has the project helped to change community perceptions on the role of women in economic empowerment?
33. Has the project made any significant change on the lives and circumstances of people with disabilities? If so, what are these changes? In what way (s) has these changes helped the community perceptions towards people with disabilities?
34. What impact has the project had on the environment?
35. Has the intervention made a difference to specific SDGs that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)
36. What concrete steps have been/should have been taken to ensure sustainability?
37. What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crises, such as the COVID-19 pandemic?
38. How likely is it that the project's strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?

Annex 4.4: FGD guide AE shareholders (Cooperatives/MSMEs)

Relevance, coherence and strategic fit

3. What problems was the project aiming to address? Were there different problems faced by men and women; and youth entrepreneurs before the project ?
 - Did project objectives approaches address these problems? **Explore: general problems and those specific to men and women; and youth entrepreneurs.**
 - Why do you say so?
4. Do you think the project was sufficiently flexible enough to adapt and change to COVID1-9?
 - Did it do this quickly enough?

Validity of design

5. Do you think project adequately addressed the challenges you mentioned earlier?
 - Why do you say so?
 - What else could have been done and for what change?
6. What challenges did you face in operating the enterprise?
 - Were these challenges known beforehand?
 - What plan was in place to mitigate them?
7. Does the ownership structure provide optimum capacity for the enterprise to operate? Why do you say so?

Progress and effectiveness

8. Do you think the project managed to achieve its objectives? Why?
9. Would you consider this project a success? Why?
 - **Explore:** growth in the enterprise, employment, support to the local economy.
 - What challenges has the project been able to resolve? How?
 - Which ones are still to be resolved and why?
10. What would you say are the main success factors? Why?
11. Was the project effective in enhancing gender equality, inclusion of people with disabilities, international labour standards and environmental management?
 - Explore: effectiveness in enhancing gender equality (role of women in eg leadership, equal use and control of resources, decision-making etc);
 - Effectiveness towards inclusion of persons with disabilities;
 - Effectiveness in adherence to international labour standards;
 - Effectiveness in ensuring environmental sustainability.
12. What obstacles did the project encounter during implementation? Could the project have better addressed these challenges?

13. How is the COVID-19 pandemic influencing project results and effectiveness and how has the project adapted to this changing context?

Efficiency

14. Was the project cost effective?

- Why do you say so?
- **Explore:** quality of equipment, and other support? Adequacy of support?

15. To what extent were project activities implemented on time? What were the challenges?

Effectiveness of management arrangements

16. Was the support from (1) ILO project management; (2) government stakeholders; and (3) other stakeholders adequate to achieve results?

- Were there clear roles and responsibilities for all stakeholders?

17. Is there sufficient capacity to effectively manage the enterprise? Why do you say so?

- What is required?

Impact orientation and sustainability

18. What changes has the project brought to your lives as shareholders in this company?

- Please provide examples?

19. Has the project made any significant change in the community perception on the role of women in economic empowerment? What are these changes?

20. What significant difference has the project made on the lives of people with disabilities? What are these changes? How has the project helped community perceptions on people with disabilities?

21. Do you think these benefits will be able to last in the absence of ILO?

- Why do you say so?
- What do you think should be done differently for the remainder of the project and any future similar project? **Instruction: get responses for remainder of the project and any future similar project separately.**

22. What has been done to ensure you have the capacity to sustain the project benefits?

- Was this enough?
- What else can be done?

Annex 4.5: FGD guide AE management

Relevance, coherence, strategic fit

- What challenges was the project aiming to address with the establishment of this company?
 - Have these challenges been addressed?
- Was the intervention approach the most appropriate to address these challenges why?

Validity of design

- Do you think project adequately addressed the challenges you mentioned earlier?
 - Why do you say so?
 - What else could have been done and for what change?
- What challenges did you face in operating the enterprise?
 - Were these challenges known beforehand?
 - What plan was in place to mitigate them?
- Does the ownership structure provide optimum capacity for the enterprise to operate? Why do you say so?
- How does the ownership structure address gender equality and disability inclusion?
 - Gender equality in terms of the roles?
 - Gender equality in terms of decision-making?
 - Gender equality in terms of use and control of resources?
 - Inclusion with regards to people with disabilities?
- How does the design of the operations of the AE promote emerging issues?
 - International labour standards?
 - Environmental sustainability?

Efficiency

- Would you consider this project a success? Why?
 - **Explore:** growth in the enterprise, employment, support to the local economy.
 - What challenges has the project been able to resolve? How?
 - Which ones are still to be resolved and why?

Effectiveness of management arrangements

- Was the support from (1) ILO project management; (2) government stakeholders; and (3) other stakeholders adequate to achieve results?
 - Were there clear roles and responsibilities for all stakeholders?
- Is there sufficient capacity to effectively manage the enterprise? Why do you say so?
 - What is required?

Progress and effectiveness

- Do you think the project managed to achieve its objectives? Why?
- Would you consider this project a success? Why?
 - **Explore:** growth in the enterprise, employment, support to the local economy, advancing gender equality, international labour standards, inclusion of people with disabilities and environmental management.
 - What challenges has the project been able to resolve? How?
 - Which ones are still to be resolved and why?
- What would you say are the main success factors? Why?
- What obstacles did the project encounter during implementation? Could the project have better addressed these challenges?
- How is the COVID-19 pandemic influencing project results and effectiveness and how has the project adapted to this changing context?

Impact orientation and sustainability

- What changes has the project brought to your lives as shareholders in this company?
 - Please provide examples?
- Do you think these benefits will be able to last in the absence of ILO?
 - Why do you say so?
 - What do you think should be done differently for the remainder of the project and any future similar project? **Instruction: get responses for remainder of the project and any future similar project separately.**
- What has been done to ensure you have the capacity to sustain the project benefits?
 - Was this enough?
 - What else can be done?

Annex 4.6: FGD guide primary producers (mopane worm harvesters and horticulture farmers) and transporters

Relevance, coherence and strategic fit

5. What problems did you face with your horticulture/mopane harvesting/transport businesses before the project?
 - Of these which were the most pressing for you?
 - What caused these problems? **INSTRUCTION:** for each problem try and get to the root cause?
6. Would you say the project has addressed these challenges?
 - Why do you say so?
 - Which problems remain unaddressed?
 - How do these unaddressed problems affect your business?
 - What could the project have done to address them?
7. In your opinion to what extent did the project address the specific challenges faced by women:
 - What are these challenges which were most affected?

Validity of design

8. When you look at how the project came into your area and was implemented, would you say it was doing the right things?
 - Why do you say so?
 - What do you think should be done differently for the remainder of the project and any future similar project? **Instruction: get responses for remainder of the project and any future similar project separately.**

Progress and effectiveness

9. According to your understanding what was the project aiming to achieve?
10. Do you think the project has been able to achieve this? Why do you say so?
11. Would you consider this project a success? Why?
 - **Explore:** growth in the enterprise, employment, support to the local economy.
 - What challenges has the project been able to resolve? How?
 - Which ones are still to be resolved and why?
12. What would you say are the main success factors? Why?
13. How is the COVID-19 pandemic influencing project results and effectiveness and how has the project adapted to this changing context?

Impact orientation and sustainability

14. What changes has the project brought to your lives as shareholders in this company?
 - Please provide examples?

15. Do you think these benefits will be able to last in the absence of ILO?

- Why do you say so?
- What do you think should be done differently for the remainder of the project and any future similar project? **Instruction: get responses for remainder of the project and any future similar project separately.**

Annex 4.7: Self-completed structured questionnaires

Structured Individual Tool for National Level Government and Tripartite Partners stakeholders

Introduction

Hello, the International Labour Organisation (ILO) is conducting an evaluation of the **Youth and Women Economic Empowerment (YWEP)** project. Since March 2017, the ILO Zimbabwe Office has been implementing the YWEP project in the districts of Mutoko, Beitbridge, Lupane and Guruve. The aim of the project is to contribute towards the reduction of unemployment, among the youth and women, through creation of employment opportunities in a number of areas, including agribusiness value chains and artisanal mining. Now that the project cycle is over, ILO would like to assess the overall performance of the project, appropriateness of the project approach, the process of implementation and other aspects such as project effectiveness and efficiency, impact and sustainability of project gains. You have been selected among the people to participate in this evaluation. We would like to invite you to participate in this interview. It should take about 20 minutes to complete. Please note that your participation is voluntary and all information you provide will remain confidential and your responses will not be identified with you but aggregated with those of other participants. If you are willing to participate, please kindly complete the consent form below. By typing your name and submitting the form you acknowledge that you have voluntarily accepted to take part in the survey. When answering the questions, kindly be as frank as you can in your responses. Where required, please provide as much detail as possible in your responses.

Consent Form

This evaluation involves asking you questions about the **Youth and Women Economic Empowerment** project. This will help in understanding how the project was of benefit to you, the district, the communities and/or the country as a whole. The information you provide will help in planning future programs. If you have questions about the evaluation, please contact the lead consultant **Mr. Ngoni Marimo** on mobile phone number **+263733837388** or via email on ngoni@developmentsolutions.co.zw

I have asked questions about the study and I am satisfied with the answers I obtained from the consultant. I am aware that the results of the study will remain confidential and the information will be presented to The ILO. I understand that my participation is voluntary and I can withdraw at any time during the evaluation and there will be no consequence.

By ticking the appropriate boxes and typing my name I acknowledge that I have read and understood the information provided to me about the survey and am voluntarily consenting to participate in this evaluation.

I, _____ have read (or had information read to me by _____) and understood the purpose and objectives of the evaluation.

I hereby (*tick if **Yes** and cross if **No** in appropriate boxes*)

- I agree to participate in the evaluation
- I agree to being audio recorded during interview
- I give agree to be taken pictures during the evaluation

Date: _____

Place: _____

Section A: Background

No.	Question	Responses	Code	Skip Rule
A1	Gender	1= Male 2= Female		
A2	Institution	1 = Government ministry 2= Employers representative 3= Workers representative		
A3	Have you been involved in the E4WAY project from the start?	1= Yes 2= No		Skip to Section B if "Yes"
A4	For how many years and mnths have you been involved in the E4WAY project?	Years Months		

Section B: Project relevance, coherence and strategic fit

No.	Question	Responses	Code	Skip Rule
We would like to know about how the E4WAY project aligns with the economic empowerment, employment and development needs and priorities of your district.				
B1	ONLY IF A2 IS GOVERNMENT MINISTRY Has the E4WAY project been able to address or meet the development needs and priorities of Government?	1= To a greater extent 2= partly 3=Not at all		Skip to Section C if "To a greater extent"
B2	ONLY IF A2 IS EMPLOYERS REPRESENTATIVE Has the E4WAY project been able to address or meet the development needs and priorities of employers?	1= To a greater extent 2= partly 3=Not at all		Skip to Section C if "To a greater extent"
B3	ONLY IF A2 IS WORKERS REPRESENTATIVE Has the E4WAY project been able to address or meet the development needs and priorities of workers?	1= To a greater extent 2= partly 3=Not at all		Skip to Section C if "To a greater extent"

B4	If your response to B1 above is either 2 (partly) or 3 (Not at all), list 3 reasons why the project did not address the needs and priorities?	1. 2. 3.		
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Section C: Project design and validity

No.	Question	Responses	Code	Skip Rule
We would like to ask you about your understanding of the project in terms of what it means to you, what it intends to achieve, how it is being implemented and how it has included other disadvantaged members of community in the targeted districts.				
C1	To what extent has your Ministry or Government Department, Labour organisation or Employer Organisation been involved in both the design and implementation of the project?	1=to a greater extent 2= to a lesser extent 3=Not involved at all		
C2	Were you satisfied with this level of participation?	1= Satisfied 2= Somewhat satisfied 3= Not satisfied		
C3	Do you have a clear understanding of what the project's goal, outputs and outcomes are?	1=Very clear understanding 2= Somewhat understand 3= Limited understanding 4= Very limited understanding		Skip to C5 if "very clear understanding"
C4	List 3 reasons why your understanding of the intentions of the project is not very clear	1. 2. 3.		
C5	Overall, how appropriate were the implementation approaches to achieve the intended objectives?	1=very appropriate 2. Somewhat appropriate 3. Not appropriate 4. Not quite sure		Skip to C8 if "very appropriate"
C6	List 3 reasons for your choice of response	1. 2. 3		
C7	In your opinion has the project put in place sufficient measures to ensure equal participation	1= They are sufficient 2= somewhat sufficient 3= Not sufficient		Skip to C9 if "they are sufficient"

	of men and women and inclusion of people with disabilities in the project?			
C8	Give 3 reasons why there is unequal involvement and treatment between men and women.	1. 2. 3		
C9	To what extent has the project reached out and actively included persons with disabilities within the targeted districts?	1=to a large extent 2=to a lesser extent 3=Not at all		Skip to C11 if "to a larger extent"
C10	Give 3 reasons for your choice of response	1. 2. 3		
C11	How sufficient/ adequate were the project monitoring and evaluation mechanisms in tracking and reporting on progress of planned activities?	1=Sufficient 2=Somewhat sufficient 3= Not sufficient		Skip to Section D if "sufficient"
C12	List at least 3 reasons why the monitoring and evaluation mechanisms were not sufficient	1. 2. 3.		

Section D: Progress and effectiveness

No.	Question	Responses	Code	Skip Rule
Now I would like to know about the progress of the project so far and what it has been able to achieve.				
D1	The project has been able to achieve all its objectives and targets	1=Disagree 2=Somewhat agree 3=Agree		Skip to D4 if "Agree" Skip to D3 if "somewhat agree" or "Agree"
D2	What factors contributed to the achievement of objectives and targets?	1. 2. 3		
D3	Give reasons for your choice of response	1. 2. 3		

D4	Tell if you disagree, somewhat agree or agree with the following.			
	Statement	1=Disagree 2=Somewhat agree 3=Agree		
	Women entrepreneurs have been benefiting from the project			
	Youth entrepreneurs have benefited from the project			
	Persons with disability have benefited from the project			
D5	Were there any unexpected good outcomes of the project?	1= Yes 2= No		Skip to D7 if "No"
D6	Please provide details of these good unexpected outcomes of the project.			
D7	Were they any bad unexpected outcomes of the project	1= Yes 2= No		Skip to D9 if "No"
D8	Please provide details of these bad unexpected outcomes of the project.			
D9	How has COVID-19 affected implementation of the project?	1=To a greater extent 2= moderately 3= Not at all		Skip to Section E if "not at all"
D10	What ways was the project affected?	1. 2. 3.		
D11	What could have been done to minimise the negative effects of COVID 19 on the project?	1. 2. 3.		

Section E: Efficiency

No.	Question	Responses	Code	Skip Rule
Now I would like to read some statements to you on how the project resources such as time, financial, human, knowledge/expertise in your district were optimally used to deliver the project outputs, targets and outcomes?				
E1	Resources were timeously made available for project activities	1= Disagree 2=Somewhat agree 3=Agree		
E2	Resources (equipment, trainings and infrastructure)			

	were adequate to meet the expected results			
E3	Resources (equipment, trainings and infrastructure) allocated for project activities were of sufficient quality to meet the expected results			

Section F: Impact, orientation and sustainability

No.	Question	Responses	Code	Skip Rule
Now I would like to ask you about the positive changes the project has been able to make in the lives of the beneficiaries, employers and the sustainability of the project gains going forward				
F1	Is there evidence of significant change on the lives of the beneficiaries - communities, the districts, employers and the country in general - as a result of the project?	1= Yes 2= No		Skip to F3 if "No"
F2	List these significant changes	1. 2. 3. 4.		
F3	To what extent has the project been able to contribute to specific SDGS?	1=To a large extent 2. To a lesser extent 3. Not at all		
F4	List the SDGs to which the project contributed towards	1. 2. 3.		
F5	To what extent has the project ensured continuity of the empowerment idea, employment creation, value addition etc after E4WAY intervention?	1=To a greater extent 2= To a lesser extent 3= Not at all		
F6	What measures have been put in place to ensure continuity?	1. 2. 3.		Skip F6 if your response to F5 is either 2 or 3
F7	If your response to F5 is either 2 or 3, what should have been done to ensure the continuity of the	1. 2. 3.		Skip F7 if your response to F5 is 1

	project idea beyond the intervention?			
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Section G: Effectiveness of management arrangements

No.	Question	Responses	Code	Skip Rule
Now I would like to ask you about the management arrangements of the project and their effectiveness in aiding project delivery.				
G1	How satisfied are you with ILO's management of the project	1= Satisfied 2= Somewhat satisfied 3= Not satisfied		
G2	Give me three reasons for your response	1. 2. 3. 4.		
G3	Did you find the technical working group a useful platform to make decisions	1=To a large extent 2. To a lesser extent 3. Not at all		
G4	Did you find the technical working group a useful platform to keep up to date with project progress	1=To a large extent 2. To a lesser extent 3. Not at all		
G5	Overall, did you feel you were an integral and important stakeholder of the project?	1=To a greater extent 2= To a lesser extent 3= Not at all		
G6	Why would you say so?			

Section H: Recommendations

No.	Question	Responses	Code	Skip Rule
H1.	List up to three improvements you would like to see for the project	List		

Thank you for your time

Structured Individual Tool for National Level Government and Tripartite Partners stakeholders

Introduction

Hello, the International Labour Organisation (ILO) is conducting an evaluation of the **Youth and Women Economic Empowerment (YWEP)** project. Since March 2017, the ILO Zimbabwe Office has been implementing the YWEP project in the districts of Mutoko, Beitbridge, Lupane and Guruve. The aim of the project is to contribute towards the reduction of unemployment, among the youth and women, through creation of employment opportunities in a number of areas, including agribusiness value chains and artisanal mining. Now that the project cycle is over, ILO would like to assess the overall performance of the project, appropriateness of the project approach, the process of implementation and other aspects such as project effectiveness and efficiency, impact and sustainability of project gains. You have been selected among the people to participate in this evaluation. We would like to invite you to participate in this interview. It should take about 20 minutes to complete. Please note that your participation is voluntary and all information you provide will remain confidential and your responses will not be identified with you but aggregated with those of other participants. If you are willing to participate, please kindly complete the consent form below. By typing your name and submitting the form you acknowledge that you have voluntarily accepted to take part in the survey. When answering the questions, kindly be as frank as you can in your responses. Where required, please provide as much detail as possible in your responses.

Consent Form

This evaluation involves asking you questions about the **Youth and Women Economic Empowerment** project. This will help in understanding how the project was of benefit to you, the district, the communities and/or the country as a whole. The information you provide will help in planning future programs. If you have questions about the evaluation, please contact the lead consultant **Mr. Ngoni Marimo** on mobile phone number **+263733837388** or via email on ngoni@developmentsolutions.co.zw

I have asked questions about the study and I am satisfied with the answers I obtained from the consultant. I am aware that the results of the study will remain confidential and the information will be presented to The ILO. I understand that my participation is voluntary and I can withdraw at any time during the evaluation and there will be no consequence.

By ticking the appropriate boxes and typing my name I acknowledge that I have read and understood the information provided to me about the survey and am voluntarily consenting to participate in this evaluation.

I, _____ have read (or had information read to me by _____) and understood the purpose and objectives of the evaluation.

I hereby (*tick if **Yes** and cross if **No** in appropriate boxes*)

I agree to participate in the evaluation

I agree to being audio recorded during interview

I give agree to be taken pictures during the evaluation

Date: _____

Place: _____

Section A: Background

No.	Question	Responses	Code	Skip Rule
A1	Gender	1= Male 2= Female		
A2	Institution	1 = Government ministry 2= Employers representative 3= Workers representative		
A3	Have you been involved in the E4WAY project from the start?	1= Yes 2= No		Skip to Section B if "Yes"
A4	For how many years and months have you been involved in the E4WAY project?	Years Months		

Section B: Project relevance, coherence and strategic fit

No.	Question	Responses	Code	Skip Rule
We would like to know about how the E4WAY project aligns with the economic empowerment, employment and development needs and priorities of your district.				
B1	ONLY IF A2 IS GOVERNMENT MINISTRY Has the E4WAY project been able to address or meet the development needs and priorities of Government?	1= To a greater extent 2= partly 3=Not at all		Skip to Section C if "To a greater extent"
B2	ONLY IF A2 IS EMPLOYERS REPRESENTATIVE Has the E4WAY project been able to address or meet the development needs and priorities of employers?	1= To a greater extent 2= partly 3=Not at all		Skip to Section C if "To a greater extent"
B3	ONLY IF A2 IS WORKERS REPRESENTATIVE Has the E4WAY project been able to address or meet the development needs and priorities of workers?	1= To a greater extent 2= partly 3=Not at all		Skip to Section C if "To a greater extent"

B4	List 3 reasons why the project did not address the needs and priorities?	1. 2. 3.		
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Section C: Project design and validity

No.	Question	Responses	Code	Skip Rule
We would like to ask you about your understanding of the project in terms of what it means to you, what it intends to achieve, how it is being implemented and how it has included other disadvantaged members of community in the targeted districts.				
C1	To what extent has your Ministry or Government Department, Labour organisation or Employer Organisation been involved in both the design and implementation of the project?	1=to a greater extent 2= to a lesser extent 3=Not involved at all		
C2	Were you satisfied with this level of participation?	1= Satisfied 2= Somewhat satisfied 3= Not satisfied		
C3	Do you have a clear understanding of what the project's goal, outputs and outcomes are?	1=Very clear understanding 2= Somewhat understand 3= Limited understanding 4= Very limited understanding		Skip to C5 if "very clear understanding"
C4	List 3 reasons why your understanding of the intentions of the project is not very clear	1. 2. 3.		
C5	Overall, how appropriate were the implementation approaches to achieve the intended objectives?	1=very appropriate 2. Somewhat appropriate 3. Not appropriate 4. Not quite sure		Skip to C8 if "very appropriate"
C6	List 3 reasons for your choice of response	1. 2. 3		
C7	In your opinion has the project put in place sufficient measures to ensure equal participation of men and women including people with disabilities in the project?	1= They are sufficient 2= somewhat sufficient 3= Not sufficient		Skip to C9 if "they are sufficient"

C8	Give 3 reasons why there is unequal involvement and treatment between men and women.	1. 2. 3		
C9	To what extent has the project reached out and actively included persons with disabilities within the targeted districts?	1=to a large extent 2=to a lesser extent 3=Not at al		Skip to C11 if “to a larger extent”
C10	Give 3 reasons for your choice of response	1. 2. 3		
C11	How sufficient/ adequate were the project monitoring and evaluation mechanisms in tracking and reporting on progress of planned activities?	1=Sufficient 2=Somewhat sufficient 3= Not sufficient		Skip to Section D if “sufficient”
C12	List at least 3 reasons why the monitoring and evaluation mechanisms were not sufficient	1. 2. 3.		

Section D: Progress and effectiveness

No.	Question	Responses	Code	Skip Rule
Now I would like to know about the progress of the project so far and what it has been able to achieve.				
D1	The project has been able to achieve all its objectives and targets in your district?	1=Disagree 2=Somewhat agree 3=Agree		Skip to D4 if “Agree” Skip to D3 if “somewhat agree” or “Agree”
D2	What factors contributed to the achievement of objectives and targets in your district?	1. 2. 3		
D3	What factors hampered achievement of objectives and targets in your district?	1. 2. 3		

D4	Tell if you disagree, somewhat agree or agree with the following.			
	Statement	1=Disagree 2=Somewhat agree 3=Agree		
	Women entrepreneurs have been benefiting from the project			
	Youth entrepreneurs have benefited from the project			
	Persons with disability have benefited from the project			
D5	Were there any unexpected good outcomes of the project in your district?	1= Yes 2= No		Skip to D7 if "No"
D6	Please provide details of these good unexpected outcomes of the project in your district.			
D7	Were there any bad unexpected outcomes of the project in your district	1= Yes 2= No		Skip to D9 if "No"
D8	Please provide details of these bad unexpected outcomes of the project in your district.			
D9	How has COVID-19 affected implementation of the project in your district?	1=To a greater extent 2= moderately 3= Not at all		Skip to Section E if "not at all"
D10	What ways was the project affected In your district?	1. 2. 3.		
D11	What could have been done to minimise the negative effects of COVID 19 on the project in your district?	1. 2. 3.		

Section E: Efficiency

No.	Question	Responses	Code	Skip Rule
Now I would like to read some statements to you on how the project resources such as time, financial, human, knowledge/expertise in your district were optimally used to deliver the project outputs, targets and outcomes?				
E1	Resources were timeously made available for project activities in your district	1= Disagree 2=Somewhat agree 3=Agree		

E2	Resources (equipment, trainings and infrastructure) were adequate to meet the expected results in your district			
E3	Resources (equipment, trainings and infrastructure) allocated for project activities were of sufficient quality to meet the expected results in your district			

Section F: Impact, orientation and sustainability

No.	Question	Responses	Code	Skip Rule
Now I would like to ask you about the positive changes the project has been able to make in the lives of the beneficiaries, employers and the sustainability of the project gains going forward				
F1	Is there evidence of significant change on the lives of the beneficiaries - communities, the districts, employers and the country in general - as a result of the project?	1= Yes 2= No		Skip to F3 if "No"
F2	List these significant changes	1. 2. 3. 4.		
F3	To what extent has the project been able to contribute to specific SDGs?	1=To a large extent 2. To a lesser extent 3. Not at all		
F4	List the SDGs to which the project contributed towards	1. 2. 3.		
F5	To what extent has the project ensured continuity of the empowerment idea, employment creation, value addition etc after E4WAY intervention?	1=To a greater extent 2= To a lesser extent 3= Not at all		
F6	What measures have been put in place to ensure continuity?	1. 2. 3.		Skip F6 if your response to F5 is either 2 or 3

F7	If your response to F5 is either 2 or 3, what should have been done to ensure the continuity of the project idea beyond the intervention?	1. 2. 3.		Skip F7 if your response to F5 is 1
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Section G: Effectiveness of management arrangements

No.	Question	Responses	Code	Skip Rule
Now I would like to ask you about the management arrangements of the project and their effectiveness in aiding project delivery.				
G1	How satisfied are you with ILO's management of the project	1= Satisfied 2= Somewhat satisfied 3= Not satisfied		
G2	Give me three reasons for your response	1. 2. 3.		
G3	How satisfied are you with working arrangements with other stakeholders on this project	1= Satisfied 2= Somewhat satisfied 3= Not satisfied		
G4	Give me three reasons for your response	1. 2. 3.		
G5	Overall, did you feel you were an integral and important stakeholder of the project?	1=To a greater extent 2= To a lesser extent 3= Not at all		
G6	Why would you say so?			

Section H: Recommendations

No.	Question	Responses	Code	Skip Rule
H1.	List up to three improvements you would like to see for the project	List		

Thank you for your time

Structured Individual Tool for Beneficiary level stakeholders (Women and Young Entrepreneurs)

Introduction

Hello, the International Labour Organisation (ILO) is conducting an evaluation of the **Youth and Women Economic Empowerment (YWEP)** project. Since March 2017, the ILO Zimbabwe Office has been implementing the YWEP project in the districts of Mutoko, Beitbridge, Lupane and Guruve. The aim of the project is to contribute towards the reduction of unemployment, among the youth and women, through creation of employment opportunities in a number of areas, including agribusiness value chains and artisanal mining. Now that the project cycle is over, ILO would like to assess the overall performance of the project, appropriateness of the project approach, the process of implementation and other aspects such as project effectiveness and efficiency, impact and sustainability of project gains. You have been selected among the people to participate in this evaluation. We would like to invite you to participate in this interview. It should take about 20 minutes to complete. Please note that your participation is voluntary and all information you provide will remain confidential and your responses will not be identified with you but aggregated with those of other participants. If you are willing to participate, please kindly complete the consent form below. By typing your name and submitting the form you acknowledge that you have voluntarily accepted to take part in the survey. When answering the questions, kindly be as frank as you can in your responses. Where required, please provide as much detail as possible in your responses.

Consent Form

This evaluation involves asking you questions about the **Youth and Women Economic Empowerment** project. This will help in understanding how the project was of benefit to you, the district, the communities and/or the country as a whole. The information you provide will help in planning future programs. If you have questions about the evaluation, please contact the lead consultant **Mr. Ngoni Marimo** on mobile phone number **+263733837388** or via email on ngoni@developmentsolutions.co.zw

I have asked questions about the study and I am satisfied with the answers I obtained from the consultant. I am aware that the results of the study will remain confidential and the information will be presented to The ILO. I understand that my participation is voluntary and I can withdraw at any time during the evaluation and there will be no consequence.

By ticking the appropriate boxes and typing my name I acknowledge that I have read and understood the information provided to me about the survey and am voluntarily consenting to participate in this evaluation.

I, _____ have read (or had information read to me by _____) and understood the purpose and objectives of the evaluation.

I hereby (*tick if **Yes** and cross if **No** in appropriate boxes*)

- I agree to participate in the evaluation
- I agree to being audio recorded during interview
- I give agree to be taken pictures during the evaluation

Date: _____

Place: _____

Section A: Background

No.	Question	Responses	Code	Skip Rule
A1	Gender	1= Male 2= Female		
A2	Age Group	1=Woman (25 years and above) 2=Woman (15 to 24 years) 3= Man (15 to 24 years)		
A3	In which Anchor enterprise are you involved in?	1= Mopane worm beneficiation 2= Horticultural products 3= Bee Keeping 4= Artisanal gold mining		
A4	District where your Anchor enterprise is located	1=Mutoko 2=Beitbridge 3=Guruve 4=Lupane		
A5	How long, in months have you been a member of your Anchor Enterprise?	Months:		

Section B: Project relevance, coherence and strategic fit

No.	Question	Responses	Code	Skip Rule
I would like to know about how this project was able to satisfy or address your economic empowerment needs or priorities.				
B1	Has the E4WAY project been able to address your economic empowerment needs?	1= To a greater extent 2= partly 3=Not at all		Skip to B3 if response is "partly" or "not at all"
B2	List 3 of your most important needs the project was able to address.	1. 2. 3.		
B3	Has the project adequately addressed the challenges brought by COVID-19?	1= To a greater extent 2= partly 3=Not at all		

Section C: Project design and validity

No.	Question	Responses	Code	Skip Rule
I would like to ask you about your understanding of the project in terms of what it means to you, what it intends to achieve, how it is being implemented and how it has included other disadvantaged members of your community.				
C1	Do you have a clear understanding of what the project is intended to produce?	1=Very clear understanding 2= Somewhat understand		Skip to C3 if "Very clear"

		3= Limited understanding 4= Very limited understanding		
C3	How satisfied are you with the way the project is implemented?	1=very satisfied 2. Somewhat satisfied 3. Not satisfied 4. neither satisfied nor unsatisfied		Skip to C5 if "Very satisfied"
C5	Are men and women and people with disability able to participate equally in the project?	1= there is equal involvement and treatment of women and men 2= there is unequal involvement and treatment between men and women		
C6	Are there challenges that negatively affect women from benefiting from the project activities? This includes benefits from employment, selling to the anchor enterprise, transporting goods, increased business surrounding the enterprise.	1= Yes 2= No		Skip C8 if "No"
C7	What are three biggest challenges faced by women?	1. 2. 3.		
C8	Are there challenges that negatively affect youth from benefiting from the project activities? This includes benefits from employment, selling to the anchor enterprise, transporting goods, increased business surrounding the enterprise.	1= Yes 2= No		Skip C10 if "No"
C9	What are three biggest challenges faced by youth?	1. 2. 3.		
C10	Has the project included persons with disabilities?	1=to a large extent 2=to a lesser extent 3=Not at all		

Section D: Progress and effectiveness

No.	Question	Responses	Code	Skip Rule
Now I would like to know about the progress of the project and what it has been able to achieve.				
D1	The project has met my expectations	1=Disagree 2=Somewhat agree 3=Agree		Skip to D3 if your response is "Disagree" or "Somewhat agree"
D2	What factors contributed to the achievement of objectives and targets?	1. 2. 3		Skip to D4
D3	What are your reasons?	1. 2. 3		
D4	Tell if you disagree, somewhat agree or agree with the following.			
	Statement	1=Disagree 2=Somewhat agree 3=Agree		
	In my community women have been benefiting from the project			
	In my community the youth have benefited from the project			
	In my community persons with disability have benefited from the project			
D5	Did the project activities lead to anything good that you did not expect from the beginning?	1= Yes 2= No		Skip to D7 if "No"
D6	What did it lead to that was unexpected and good?			
D7	Did the project activities lead to anything bad that you did not expect from the beginning?	1= Yes 2= No		Skip to D9 if "No"
D8	What did it lead to that was unexpected and bad?			

D9	Has COVID-19 affected the benefits you expected to receive from the project?	1=To a greater extent 2= moderately 3= Not at all		Skip to Section E if "Not at all"
D10	In what ways did it affect the benefits you expected to receive?	1. 2. 3		
D11	What could have been done to minimise the negative effects of COVID 19 on the project?	1. 2. 3		

Section E: Efficiency

No.	Question	Responses	Code	Skip Rule
Now I would like to read some statements to you on how the project resources such as time, financial, human, knowledge/expertise were optimally used to deliver the project outputs, targets and outcomes?				
E1	The project activities were implemented on time	1= Disagree 2=Somewhat agree 3=Agree		
E2	Resources (equipment, trainings and infrastructure) were adequate to meet the expected results			
E3	Resources (equipment, trainings and infrastructure) allocated for project activities were of sufficient quality to meet the expected results			

Section F: Impact, orientation and sustainability

No.	Question	Responses	Code	Skip Rule
Now I would like to ask you about the positive changes the project has been able to make to your district, to the beneficiaries and the sustainability of the project gains going forward				
F1	Has the project made significant change in your life?	1= Yes to a large extent 2=Yes to a lesser extent 3.=No significant change		Skip to F4 if "yes to a large extent" and "yes to a lesser extent"
F2	What has changed in your life?	Changes to my life.....		
F4	Has the project made significant change in your community?	1= Yes to a large extent 2=Yes to a lesser extent 3.=No significant change		Skip to F6 if "yes to a large

				extent” and “yes to a lesser extent”
F5	What has changed in your community?	Changes to my community..		
F6	How likely are you going to continue with the project after the intervention?	1=Highly likely to continue 2= Somewhat likely to continue 3= Not likely to continue		Skip to Section F if “Somewhat likely to continue” or “Not likely to continue”
F7	If your response to F4 above is either 2 or 3, what can be done to make you continue with the project idea?	1. 2. 3.		

Section G: Effectiveness of management arrangements

No.	Question	Responses	Code	Skip Rule
Now I would like to ask you about the management arrangements of the project and their effectiveness in aiding project delivery.				
G1	How satisfied are you with ILO’s management of the project	1= Satisfied 2= Somewhat satisfied 3= Not satisfied		
G2	Give me up to three reasons for your response	1. 2. 3. 4.		
G3	How satisfied are you with the support you received locally from the district stakeholders such as Department of SMEs, Women Affairs and Youth.	1= Satisfied 2= Somewhat satisfied 3= Not satisfied		
G4	Give me up to three reasons for your response	1. 2. 3. 4.		

Section H: Recommendations

No.	Question	Responses	Code	Skip Rule
H1.	List up to three improvements you would like to see for the project	List		

Thank you for your time

Annex 5: Ex Post Analysis of the E4WAY in Lupane (Apiaries) and Guruve (Mercury Free Gold Milling Plant)



Empowerment for Women and Youth Project (E4WAY) in Zimbabwe (ZWE/16/01/BAD)

Ex-post annex to the final evaluation Update report on evaluation analysis to integrate project results for October 2021-March 2022

Introduction

This document contains the update report on the analysis delivered by the final independent evaluation of the project “Empowerment for Women and Youth Project (E4WAY) in Zimbabwe”. The scope of the main evaluation report was for the period of project start up to 30 August 2021. This document provides additional and updated analysis of project results achieved for the period September 2021 to May 2022.

The document has been structured in the following sections:

- Methodology and limitations (for the update)
- Presentation of updated issues on findings
- Conclusions and Recommendations (update from the main report)

Methodology and Limitations

The approach for this additional analysis was streamlined to activities in Lupane (beekeeping) and Guruve (establishment of the gold processing plant). Mutoko (horticulture processing) and Beitbridge (Mopane worm processing) were extensively covered in the main evaluation report. No significant activities had occurred at the two sites since completion of the main evaluation.

It is important to note that this exercise has not been conceived as an update on the different evaluation questions and criteria and it will not revisit all those analyses. It will mainly concentrate on the results, conclusions and recommendations.

The exercises involved key informant interviews with officials from the Ministries of Youth, Sports and Recreation and Women Affairs, Gender, Small and Medium enterprise Development in Lupane and Guruve respectively. Focus groups discussions were held with members of cooperatives of the beekeeping enterprises in Lupane and gold processing plant in Guruve. Site visits were made at two apiaries in Lupane – Lupaka and Menyezwa while the gold processing plant site in Guruve was also visited. An update interview was held with the ILO project manager. Data from these interviews was complemented with documentary review. The main documents reviewed were progress reports for the period July 2021 to March 2022. Use of these multiple sources provided a means for validating and triangulating results.

There were no significant constraints experienced in undertaking this ex post evaluation analysis.

Findings

The findings of the ex-post analysis are presented by the enterprise.

Key findings in Lupane

An initial three apiaries benefiting 305 women and youth were planned to be set in Lupane. The three apiaries were planned to have 150 Kenyan top-bar beehives managed by three cooperatives. During the fourth quarter of 2021, ILO made an additional direct investment of US\$26,400 to increase the apiaries to four and beehives to 750 with a production capacity of 22 tonnes of honey. There was a further contribution by the Forestry department of 45 apiaries. These investments (ILO and the Forestry department) helped reduce travelling distances for cooperative members to some apiaries especially the Gwai apiary which was split into two – Gwai and Gudwane apiaries. Distances that had to be travelled by some cooperative members at Gwai apiary were too long for them to participate in the upkeep of the apiary as agreed among the cooperative members. Their inability to do so was undermining effective apiary management posing a risk of project failure. All apiaries were still at early stages of bee colonisation with less than 10% of beehives having been colonised. Therefore, there were no specific outcomes (or incomes) to observe. Despite this, the project had surpassed its output target (see Section 3.3).

The project has been well received and is supported by government stakeholders, community leaders and the communities. For example, members of the cooperatives contributed land for establishing the apiaries at all sites, they have also been contributing labour (providing water, clearing, baiting, bee capture etc), and to ensure the apiaries are functional. This is despite concerns by some cooperative members on the future of the apiaries given the low and slow bee colonisation of beehives. The provision of 75 apiaries by the forestry department demonstrated the interest of local stakeholders in the project.

There were some issues that are important to be considered for performance of the sites.

- **Training:** Training undertaken by Mopane Bee was well appreciated for its quality, easy to understand and applicability. The use of easy-to-understand language and methods was highly appreciated by cooperative members. However, there were some gaps in application of the knowledge. At Lupaka, gaps were noted by cooperative members and the Development Officer from the Ministry of Youth Sports and Recreation as poor baiting, and limited practical experience in harvesting. The latter was particularly important as the time of the evaluation visit the cooperative members were planning for their first harvest. At Menyezwa, co-operative members are facing a specific challenge of bee colonisation and require capacity for bee harvesting. Much of this is to do with the practical aspects of the knowledge and point to the need for follow up mentorship and support. At Menyezwe, new members have been included who have not yet received training. This affects quality of apiary management when it is the turn of these individuals to carryout tasks in the apiary.
- **Bee colonisation:** Bee colonisation of the beehives has been low and quite slow at all sites. There are several factors for this (although there was a request from the Menyezwa apiary to do an in-depth assessment on this). First the vegetation is a challenge for bee colonisation. At Menyezwe, the cooperative has attempted to address this by growing flowers in the apiary. However, the lack of water is proving a challenge to sustain these. The problem was observed at Lupaka although the cooperative at this site has not attempted to resolve it because of the high risk of failure due to the absence of a guaranteed water source. The water for Lupaka (see Picture 1) is situated 2km away from the apiary. It is a shallow well situated in the garden of one of the cooperative members.



Picture 1: Water source for Lupaka apiary

- **Monitoring and support to apiaries:** the Development Officer charged with monitoring and overseeing the project has no mode of transport to visit the sites. This has proved a challenge to ensure effective monitoring and support to the cooperatives. The absence or limited availability of public transport at these sites (because of their remoteness, serve for Menyezwe) make it difficult for the Development officer to access them. Using public transport for some sites e.g. Gomoza, Gwai and Lupaka will require at least two nights of travel if fortunate to find transportation.

- **Youth participation:** youth participation is high at all sites however, the slow return and that youth are highly mobile may reduce their participation in the long run. On the other hand, the cooperative members were concerned by mobility of youths which can affect continuity of the apiaries if their numbers are too large. Therefore, a balance between youth and adults is important to sustain participation in the apiaries.
- **Integration with additional activities:** Because the return from apiaries takes a long time which can affect motivation among cooperative members to continue contributing time and labour to apiary management, the possibility of integrating the apiaries with other interventions to support income generation such as community gardens were mentioned as important. This could be possible if the apiary was established with a sustainable water source.
- **Quality of beehives:** There were concerns at Menyezwe about the quality of beehives which maybe contributing to low colonisation as well. These included the holes for bee entry and exit, the gaps between planks of the bee hives being too big (which they had to close off with mud which compromises quality of the beehive etc.)

Key findings in Guruve

At the time of the ex-post analysis, significant progress had been made in establishing the Mercury free custom gold milling plant. The contract for supply and installation of the plant had been concluded and supply of equipment was underway, the site had been fenced with the contracted contractor finalising required construction for installing the plant (see Picture 2).



Picture 2: Construction works at the Mercury Free Gold Milling Plan

The approach for establishing the plant was highly appreciated by cooperative members and government stakeholders. The co-creation approach for the custom gold milling plant where cooperative members, government and ILO were involved in the design of the plant was particularly mentioned as a good practice for establishing similar enterprises.

In addition to progress on the plant (including completion of new electricity lines), the project had been able to register the operating company, the cooperative, and there was progress in finalizing the board for the company with the outstanding being the representatives from the cooperative.

As with all sites under the project, it received significant local support with the Rural District Council (RDC) constructing the road to the plant site. There is also significant interest in the project from the Provincial minister's office with several monitoring visits undertaken to check on progress undertaken by representatives from this office.

The project will benefit about 250 women, with the number likely to increase as more women are now interested to join seeing the progress being made after a long delay of three years.

The following issues were identified by the evaluation:

- **Appropriateness of the plant design:** while there was co-creation of the gold milling plant, there were modifications made to the design without the knowledge of the cooperative members. Unfortunately, these modifications have taken away the selling points for the milling plant and the very elements that made it profitable. According to cooperative members the gold in Guruve is fine gold and is difficult to capture using milling. A greater proportion of the gold is available in the silage. Therefore, the ability of a processing plant to extract the fine gold from the silage increases the profitability and competitiveness of the milling plant in comparison with already existing mills in the area. This is demotivating cooperative members who have made both financial, and labour contributions to the establishment of the plant as part of their mandated 20% contribution. The feeling among cooperative members is that as shareholders in the business they should have been consulted on the changes to the gold plant. As they have more in-depth knowledge on the local context, they could have contributed effectively to eventual changes to the plant design. The cooperative management were also fearing a rebellion from members as they have been selling the original design of the plant to mobilise for more members and to motivate payments of subscriptions which go towards the 20% contribution of the women. On the part of ILO, the changes were necessary to fit within the available budget for the plant. This issue requires careful management at the local level to avoid risk of project failure.
- **Possibility of political capture:** There were reports that significance of the project was arousing interests from political elites. Key persons in the governing political party were now directing cooperative members on who to include in the project. Significance of this will likely increase with completion of the plant and the business starts operations. This is an area that requires urgent attention to avoid political capture and project failure.

Summary of achievements – Outcome indicators.

Cumulative value until May 2022

Outcome and Output Indicators	Baseline	Target	Actual	% achievement	Status
Number of long-term jobs created in target communities	1,500 (40% female) by 2015	5,000 – 60% for women (35+yrs.) & female youth (35-yrs.) by 2019	741 jobs (AE employment - 30 (13 female; 17 Male); Construction – 185 jobs); entrepreneurs - 526 (78 mopane harvesters (62 female, 16 male); farmers - 119 (16 female & 24 males); beekeepers - 305 (71 males, 234 females))	14.8%	
Avg. monthly incomes of target groups in horticulture	\$80/ person	USD 140 per person	Beitbridge: AE employees (US\$130) Mopane Worms Harvester (US\$40) Mutoko: Anchor Enterprise employees - US\$81.36 Anchor Enterprise income during the period Jan-Aug 2021 was – US\$17,479.58 Youth supported to get construction jobs - US\$88,34 Farmers - US\$143	Beitbridge – 92% Mutoko – 75%	
Avg. monthly incomes of target groups in artisanal mining	\$60/ person (2015)	USD 90 per person	No income yet	0%	
N° of horticulture, mopane worms & honey processing units set up as Sustainable Businesses	0	3	Mutoko enterprise is complete Beitbridge mopane processing is complete Setting up 4 apiaries with 750 beehives benefiting 305 beneficiaries complete	100% 100% 100%	

Outcome and Output Indicators	Baseline	Target	Actual	% achievement	Status
			Installation of a Mercury free gold milling plant – installation underway	30%	
N° of women gold ore milling service centres set up as SMEs	0	1	1 has been set up	100%	

Conclusion and Recommendations

Conclusion

- During the period under evaluation, the project has been significant progress in completing remaining works particularly for bee keeping. Further investments from ILO's own money will guarantee increased returns for beneficiaries.
- Across all sites the project has continued with its tradition of strong stakeholder engagement and contribution to project processes which is fostering ownership. Government has taken leadership in implementation which will support sustainability. This confirms the findings of the main evaluation.
- The several issues identified that pose a threat to project success at all sites require an all-stakeholder approach in discussing an appropriate exit strategy for ILO.
- As noted in the main evaluation, the large investments in establishing the medium scale enterprise raise the prospects of political capture and need to be managed.
- By the time of the evaluation the project had managed to achieve most of its targets with the exception of job creation and income targets which were already noted in the main evaluation report as unrealistic from the onset with the timeframe available for the project.

Recommendations

The recommendations below are additional and specific to the context of the ex post analysis and restricted to the two additional sites in Guruve and Lupane.

Recommendation 1: There is need for the ILO and government counterparts to consider mentorship and support of cooperatives in the areas of bee capturing, baiting, and honey harvesting to enhance effectiveness of apiaries. This should be supported with providing transportation for the Development officer charged with overseeing the project sites.

Primary responsibility: Ministry of Youth Sports and Recreation. **Secondary:** ILO.

Recommendation 2: the risk of political capture of the Guruve Mercury Free Custom Gold Milling Plant is very high and has the likelihood of undermining its performance. There is need for stakeholders to discuss and device a strategy to avoid political capture. This might mean engaging directly political party structures and those in senior office such as the Provincial Minister's officer. **Primary responsibility:** MWACSMED. **Secondary:** MOFED

Annex 6: Status of AEs in target districts at the time of the evaluation

	Beitbridge	Mutoko	Guruve	Lupane
Objective	Reduction of unemployment among the youth and women, through the creation of employment opportunities in a number of areas, including agribusiness value chains and artisanal mining			
Target Value Chain	Mopane worm	Horticulture	Artisanal Gold milling	Honey / Apiculture
How? Mechanism to deliver objectives	Establishing a medium sized value addition hub - Mopane Worms Processing Anchor Enterprise	Establishing a medium sized value addition hub - Fruits and Vegetables Anchor Enterprise	Establishing a medium sized value addition hub - Gold milling Anchor Enterprises	Capacity building <ol style="list-style-type: none"> 1. Conducting training in beekeeping to three hundred (300) beekeeping farmers. 2. Set up three (3) apiaries at selected sites in the district, with each apiary composed of at least 50 baited beehives, small pond and enclosed with a diamond mesh fence and provide modern beekeeping equipment. 3. Supply and distribution of beehives 4. Collaborate with the Ministry of Youth, Sports, Arts and Recreation to organize the beekeeping farmers into independent groups to facilitate their registration as Private Business Corporations or Cooperatives. 5. Conduct two follow up visits to check and to help the groups with colonization.
Enterprise details	Mbvelelo Pvt Ltd has been setup and is operational. The company is providing value addition services to the Mopane worm harvesters and selling RORA branded products to the market	Mutoko Royal Fruits and Veggies Pvt Ltd has been setup. The tomato paste-processing division of the company is waiting for delivery and installation for the production line equipment.	Guruve Women in Mining Syndicate has the requisite authority to commence operations and is in the procurement stage for gold milling and recovery equipment, while the construction of ancillary and civil works is in progress.	The technical training of beekeepers in Lupane on modern beekeeping practices, apiary management and harvesting and processing of honey was completed. 305 (71 males, 234 females) beekeepers completed the training. Using the project resources, three apiary were constructed and each has 50 Kenyan Top Bar Beehives (KTB). The ILO, using its internal resources, has scaled up to construct an additional apiary and increasing the number of KTB to 750 from 150.
Operation of the company	The Company is involved in grading, processing and packaging of Mopane Worms	The Company is involved in grading, packaging, cold storage and processing of fruits and vegetables.		The apiaries are managed by Associations of the trained beekeepers
Start of Operations/ Activities	Mar-20	Sep-20	NOT STARTED	N/A
Performance (High, Medium, Low)	Low	Medium	N/A	N/A

Annex 7: Lessons Learnt

The following lessons learned has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

LESSON LEARNED ELEMENT	Viability of Anchor Enterprises during times of crises that undermine plant operations and the value chain require adaptations in decision making processes to allow for quicker decisions. To avoid losses.
Brief description of lessons learned (link to specific action or task)	Enterprise development projects that involve establishing an Anchor Enterprise (AE) require adaptations in management and decision-making arrangements in times of crises to avoid losses and failure of the enterprise. This is more important when governance and decision-making structures involve multiple stakeholders.
Context and any related preconditions	<p>Adaptations for quicker decision making in the context of a fast-changing pandemic context is important as delayed decision making can mean serious losses on the enterprise. The AEs in Mutoko and Beitbridge suffered from delayed decision making as the board did not meet regularly due to COVID-19 gathering restrictions. Their failure to meet and act on rising costs of operations with limited revenues led to salary arrears and resignations by some of the key staff of AEs.</p> <p>At planning, provisions for changing decision-making processes would be identified as part of mitigation measures for crises or emergencies outside the control of the project or enterprise.</p>
Targeted users /Beneficiaries	Government, ILO, Africa Development Bank (AfDB) other stakeholders implementing enterprise development projects that involve establishing and overseeing AEs.
Challenges /negative lessons - Causal factors	
Success / Positive Issues - Causal factors	However, the approach to allow the AEs to employ qualified and skilled personnel to take up the day to day management of the AEs was a positive move to compensate the knowledge/skills gap among community owners of AEs. The approach to include local businesspeople, local authorities and Government in the boards of the AEs was also another positive approach to harness locally available and diverse skills sets.
ILO Administrative Issues (staff, resources, design, implementation)	None.

LESSON LEARNED ELEMENT	Anchor Enterprises are medium sized enterprises and require sufficient investment in capital and time to ensure their viability. This needs to be supported with sustainable value chains, and sufficient capacity for enterprise management and oversight.
Brief description of lessons learned (link to specific action or task)	<p>For wider value chain benefits to be realised through the “trickle down” effect, the AE must operate at optimum capacity for at least 12 months before it can begin to sustain itself. To achieve this, working capital for: 1) marketing and product development; 2) purchase of raw materials and 3) salaries and other administrative costs for the start is required. Ideally, working capital to sustain operations of a budding AE may be required for a minimum of 12 months.</p> <p>Adequate capacity building of community members to manage AEs is critical, and it was provided. However, such training may only be effective when the persons being trained have a certain level of literacy to be able to cope with, comprehend and apply knowledge adequately and this level of literacy may not be available amongst those selected to be owners and Directors.</p> <p>At the district level, relevant officials from Government departments and rural district councils tasked with the responsibility of overseeing the operations of AEs are not entrepreneurs themselves and may need further training on entrepreneurship and business management to enhance their capacity to oversee the operations of AEs.</p> <p>To achieve sustainable supply chains, AEs should go beyond the cooperative members and partner with extension and other support services for producers. Other strategic partnerships can include micro-financing institutions, Employers Confederations of Zimbabwe (EMCOZ) who can organize businesses to support AEs and Trade Unions who can offer training benefits to producers such as training on negotiations, Occupational Safety and Health thereby also helping to expand their membership.</p>
Context and any related preconditions	<p>Collaborations with micro-financing institutions (MFIs) would help to mobilise working capital required by the AEs beyond what the project could invest and Government providing necessary guarantees. Collaborations with Government initiated MFIs such as Women’s Empowerment Bank and Empower Bank would make it even easier for the AEs to access financing.</p> <p>Sufficient capacity building and mentorship of government counterparts and community owners is needed for effective management and oversight.</p>
Targeted users /Beneficiaries	ILO, Government, Africa Development Bank (AfDB), local community members involved in AEs.
Challenges /negative lessons - Causal factors	Inadequate capacity among community members owning and running AEs limits their ability to steer the companies operations at strategic level.
Success / Positive Issues - Causal factors	However, the approach to allow the AEs to employ qualified and skilled personnel to take up the day-to-day management of the AEs was a positive move to compensate the knowledge/skills gap among community owners of AEs. The approach to include local businesspeople, local authorities, and Government in the boards of the AEs was also another positive approach to

	harness locally available and diverse skills sets.
ILO Administrative Issues (staff, resources, design, implementation)	There is need for ILO to support a full-time post (in addition to the AE full time staff) at the AE to support training and mentorship of stakeholders including networking and strengthening supply chains for the AE.

Annex 8: Emerging Good Practice

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

GOOD PRACTICE ELEMENT	The project’s approach to have Government leading the implementation of the project on the ground is a good practice that ensures sustainability of the interventions.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	This is because Government structures in implementation areas have a perpetual existence, and this will ensure that the Anchor Enterprises (AEs) will receive perpetual oversight beyond the life of the project. On the other hand, the practice of communities’ ownership of the enterprises was a good practice. Having Government and other stakeholders such as local authorities and local businesspersons as members of the Board ensured multi-stakeholder involvement in growing and sustaining the Anchor Enterprises. This practice aligns very well with the project design to build good relationships by bringing together cooperation between relevant local, regional, and national authorities and stakeholders in implementing the project.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The multi-stakeholder involvement in management and running of Anchor Enterprises requires high levels of trust amongst the various stakeholders , particularly community members need to trust in the arrangements. High levels of trust will ensure that target communities will do business with the enterprise, encourage others to do business through the Anchor Enterprise. Once communities lack trust, even some owners of the AE may do business outside the AE, which may then affect productivity and viability of the enterprises. Investment in trust-building would be key to the success of this arrangement.
Establish a clear cause-effect relationship	<p>Government structures already exist in the target districts. Government officials in these communities understand the communities better. Economic empowerment for communities, particularly promoting value chain development is part of Government priorities hence will continue supporting AEs. This way, there are high chances that the gains of the project will be sustained beyond the project.</p> <p>When there is trust among stakeholders, cooperation and commitment by all stakeholders ensures that everyone pulls in one direction. When such trust lacks or is weak, some stakeholders’ commitment to the work of the AE goes down, thereby affecting the operations of the enterprise.</p>
Indicate measurable impact and targeted beneficiaries	<p>Measurable impact: Government ownership and leadership (government at local level making contributions to the success of the project).</p> <p>Beneficiaries: Government, ordinary community members, particularly women, owning AEs and participating as Board members of AEs as well as those working on construction sites shifted community perceptions on the role, identify and capabilities of women.</p>
Potential for replication and by whom	The practices can be replicated, with increased trust among stakeholders and adequate consideration of local level dynamics that may (if not considered) stand in the way of the success of the AEs.

Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The good practices align to the ILO's global strategic framework for developing the rural economy and the country's Decent Work Country Programme (DWCP) on employment creation. The practices also are linked to ILO's promotion for tripartism in economic development affairs of a country.
Other documents or relevant comments	None

GOOD PRACTICE ELEMENT	Community involvement and use of existing value chains can enhance effectiveness of enterprise development.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The involvement of communities in deciding which value chains to engage in based on the market analysis was another good practice. As part of this approach, communities were provided with options which were informed by a market analysis and communities decided which of those options they could engage in. This is a good practice that promotes rural enterprise development and employment creation. The practice aligns very well with one of the project's aim for increased business for other value chain actors e.g. transporters, and input suppliers, employment creation and rural development.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>A new concept such as community ownership and multi-stakeholder involvement in both ownership and management of AEs that build on existing value chains need to consider subtle community level dynamics; social relations, community power and authority dynamics that may work against its success if not adequately considered in designing such arrangements.</p> <p>AEs will succeed only if they create better returns and conditions to local producers compared to existing parallel markets. Otherwise the AEs will struggle to outcompete the parallel markets, which may affect their viability.</p>
Establish a clear cause-effect relationship	<p>Investing in existing value chains, which already form part of the local community's economic activities means the AE enhances existing economic activities, giving them a higher chance of succeeding.</p> <p>When AEs fail to equal or surpass the returns that local producers get from alternative markets, the AEs lose their relevance and producers may continue to feed their produce into the alternative markets.</p>
Indicate measurable impact and targeted beneficiaries	<p>Measurable impact: Communities sell majority of their produce/commodities to the Anchor enterprise.</p> <p>Beneficiaries: Ordinary community members, particularly women, owning AEs and participating as Board members of AEs as well as those working on construction sites shifted community perceptions on the role, identify and capabilities of women.</p>
Potential for replication and by whom	<p>The practices can be replicated, with increased trust among stakeholders and adequate consideration of local level dynamics that may (if not considered) stand in the way of the success of the AEs.</p> <p>This can be easily replicated by those undertaking enterprise development projects – project managers and implementers.</p>
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The good practices align to the ILO's global strategic framework for developing the rural economy and the country's Decent Work Country Programme (DWCP) on employment creation. The practices also are linked to ILO's promotion for tripartism in economic development affairs of a country.
Other documents or relevant comments	None

Annex 9: Evaluation Schedule

Evaluation: "E4Way" End of project evaluation

