INDEPENDENT EVALUATION

ILO's Programme of Work in Four Selected Member Countries of the Southern African Development Community (SADC) (Lesotho, Madagascar, South Africa and the United Republic of Tanzania), 2014-2018

ILO

International
Labour
Organization

100
1919·2019

Independent high-level evaluation
of the ILO's programme of work in four selected member
countries of the Southern African Development
Community (SADC) (Lesotho, Madagascar, South Africa
and the United Republic of Tanzania)

2014–18

Final Report

August 2019

EVALUATION OFFICE

International Labour Organization • Geneva

CONTENTS

APPENDIX

INDEX OF TABLES

ABBREVIATIONS

ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
AIDS	Acquired Immunodeficiency Syndrome
AU	African Union
CNT	National Labour Council (Madagascar)
CO–Antananarivo	ILO Country Office for Madagascar, Comoros, Mauritius and Seychelles
CO–Dar es Salaam	ILO Country Office for the United Republic of Tanzania, Burundi, Kenya, Rwanda and Uganda
CPO	Country Programme Outcome
DWCP	Decent Work Country Programme
DWP	Decent Work Programme
DWT	Decent Work Technical Support Team
DWT/CO–Pretoria	DWT for Eastern and Southern Africa and Country Office for Botswana, Lesotho, South Africa and Eswatini
ELS	Employment and Labour Sector
EPWP	Expanded Public Works Programmes (South Africa)
EU	European Union
EVAL	ILO Evaluation Office
HIMO	Employment-Intensive Investment Programme
HIV	Human Immunodeficiency Virus
ILO	International Labour Organization
ILO/ITC	ILO International Training Centre
LFS	Labour Force Survey
LMIS	labour market information systems
MDG	Millennium Development Goals
MR	Management and Reform
MTR	Mid-Term Review
NACOLA	National Advisory Committee on Labour (Lesotho)

NEDLAC	National Economic Development and Labour Council (South Africa)
NSC	National Steering Committee
OECD	Organisation for Economic Cooperation and Development
ONEF	National Office on Employment and Training (Madagascar)
OSH	Occupational Safety and Health
P&B	Programme and Budget
PMO-LYED	Prime Minister's Office Ministry of Labour, Youth, Employment and People with Disability
PROGRAM	Strategic Programming and Management
RBM	results-based management
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
ROAF	Regional Office for Africa
RPL	recognition of prior learning
SADC	Southern African Development Community
SDG	Sustainable Development Goal
SME	small and medium-sized enterprise
SPF	Strategic Policy Framework
ToC	Theory of Change
TUCTA	Trade Union Congress of Tanzania
TVET	Technical and Vocational Education and Training
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
XBTC	extra-budgetary technical cooperation
ZATUC	Zanzibar Trade Union Congress

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY[1]

A. PURPOSE AND SCOPE

Each region is the subject of a Decent Work Country Programme (DWCP) evaluation once every five years. In 2019, an evaluation of Africa was due and EVAL examined the ILO's programme of work in four selected member countries of the SADC, namely Lesotho, Madagascar, South Africa and the United Republic of Tanzania, from 2014 to 2018. In an effort to ensure validity and reliability, the findings were verified using multiple methods and sources as described in the methodology section.

B. RELEVANCE

> **Key finding 1:** The four DWCPs were relevant to stakeholders' needs, to regional, national and international development frameworks and to the ILO's strategic plans and programme and budget for the period under review. Improvements are possible.
>
> **Key finding 2:** While there was alignment of the DWCPs with the SDGs, it was often circumstantial.
>
> **Key finding 3:** There is a lack of constituent ownership and some stakeholders have unrealistic expectations of the DWCPs.

Through document review and interviews with national stakeholders, the evaluation found that the four DWCPs were largely relevant for addressing the needs of the constituents. The high relevance was a product of extensive consultations between the national constituents: government, employers' and workers' organizations, and the ILO.

This finding is somewhat at odds with the perception of ILO staff at the subregional level (ILO Decent Work Technical Support Team (DWT) for Eastern and Southern Africa and ILO Country Office for South Africa, Botswana, Lesotho, Namibia and Eswatini (DWT/CO-Pretoria)) and at the country level (for example Lesotho, South Africa and, to some extent, the United Republic of Tanzania), who think that the ILO's DWCP approach does not fit in all circumstances with the current national models, or with the actual national priorities.

Some areas were identified where relevance could have been better adapted to meet the needs of the constituents. For example, national ownership remained a challenge, especially in relation to management and resource mobilization once the DWCP was signed.

The four DWCPs considered by this evaluation are well aligned with national, regional and international development frameworks. DWCPs in Madagascar and the United Republic of Tanzania were found to be more flexible and better able to adapt to context changes than those in Lesotho and South Africa.

---

[1]   Excutive summaries are also available in French and Spanish on ILO EVAL's website at: https://www.ilo.org/eval/Evaluationreports/lang--en/index.htm

In most cases, alignment to the SDGs was circumstantial. Nevertheless, the integration of the SDGs in the new generation of DWCPs (Lesotho and South Africa's DWCPs for 2018–23) improved. The DWCPs are aligned with the ILO's Strategic Policy Framework 2010–15 and the biennial programme and budget outcomes.

Stakeholders' expectations for comprehensive support from the ILO for DWCP implementation suggest that some perceive the DWCP as being similar to a donor project. Moreover, several stakeholders in Lesotho and South Africa expressed the opinion that the social partners tend to see the DWCP as being the ILO's country programme, rather than as being a joint programme, and thus they consider the ILO to be a donor, instead of an equal partner.

National stakeholders and ILO staff in Lesotho, South Africa and the United Republic of Tanzania view the SADC's Decent Work Programme 2013–19 (SADC DWP) as having a convening power that can establish regional objectives for member States. Stakeholders in Madagascar, however, did not participate extensively in ILO-supported SADC programmes.

C. COHERENCE AND VALIDITY OF DESIGN

Key finding 4: The DWCPs were based on thorough analyses but lacked theories of change and contained some design flaws that limited their alignment with results-based management.

Key finding 5: National Steering Committees (NSCs) monitored DWCP implementation. However, several factors limited their effectiveness.

The evaluation found that the designs of DWCPs were based on thorough analyses of the countries' context and the challenges to be addressed. However, the documents did not include a theory of change to explain how proposed interventions would lead to desired outcomes.

The DWCPs' documents also contained some design flaws. Linkages or chains of causality between priorities, activities, outputs and outcomes were not always well defined. Thus, the DWCPs are only partially aligned with the ILO's results-based management approach.

Regarding monitoring and reporting arrangements, the country case studies show that, except in the case of the United Republic of Tanzania, the ILO supported the creation or the strengthening of tripartite national structures in charge of steering DWCP implementation and monitoring progress in that regard.

The different national steering committees in place organized meetings on the implementation of the national DWCPs and the regional SADC DWP. They also provided platforms for the regular monitoring of the programmes, allowing the constituents to follow implementation. However, several factors hindered effective DWCP and SADC DWP monitoring and limited evaluability.

D. EFFECTIVENESS

Key finding 6: DWCPs produced noteworthy results despite challenging circumstances.

Key finding 7: Cross-cutting policy driver results were uneven. Gender equality and non-discrimination are in need of improvement.

Key finding 8: National stakeholders' knowledge of and involvement in the implementation of the SADC DWP varied significantly, limiting potential synergies between the DWCPs and the SADC DWP.

A review of the findings of the country case studies shows that the DWCPs produced several noteworthy results. Collectively, the DWCPs addressed programme and budget outcomes 1–9. However, the level of investment and intensity of activity varied by outcome. In addition, the results of 64 CPOs were recorded in the ILO's financial software, implementation reporting and dashboards. What made these accomplishments so significant were the challenges that the DWCPs faced.

The four case study countries identified some common challenges to attaining the expected DWCP results. These included overly ambitious outcomes, constituents' limited technical capacity and budget constraints, limited management capacities of the national steering committees for DWCPs, limited understanding of tripartism by some government ministries and agencies, and limited collaboration with other government and UN agencies. The evaluation also found challenges that were unique to each country.

International labour standards and social dialogue were the cross-cutting policy drivers that achieved the most results. In regard to gender equality and non-discrimination, overall, much remains to be done. Integration of environmental sustainability, as a cross-cutting policy driver, was limited in the DWCPs.

National stakeholders' knowledge of and involvement in the implementation of the SADC DWP varied significantly. In Madagascar, stakeholders had little involvement, while in Lesotho, South Africa and the United Republic of Tanzania, there were modest levels of involvement. As for the effectiveness of the SADC DWP, progress was achieved in the areas of regional and technical work. However, little progress was made on promotional work and information-sharing.

E. EFFICIENCY

Key finding 9: The ILO financial resources were generally well managed. ILO financial resources came from a variety of different sources. However, the different types of funding did not necessarily promote or contribute to different levels of efficiency.

Key finding 10: ILO expenditures were spread unevenly across programme and budget outcomes and CPOs.

Key finding 11: With regard to the efficiency of management arrangements, the technical assistance delivered by the DWT was found to be uneven.

Key finding 12: The ILO's capacity to contribute to positive changes in national decent work agendas was not dependent on large budgets, but favourable contextual factors.

Qualitative data analysis identified two types of efficiency, relating to financial and management arrangements. The ILO's financial resources came from a variety of different sources. For example, in South Africa, much of the development cooperation funding came from the Government itself. By contrast, in other countries, much of the funding came from sub-recipient agreements with other UN agencies and ILO funding. Different types of funding did not necessarily promote or contribute to different levels of efficiency.

The ILO's financial resources were generally well managed. ILO constituents highlighted the need for higher levels of funding, but generally perceived the ILO's support to have been cost-efficient, with a few exceptions. Expenditures mainly respected biennium workplans and were focused on a limited number of CPOs. This helped to promote progress towards impact.

In all four case study countries, the ILO's expenditures were spread unevenly across programme and budget outcomes and CPOs. Resource levels were strongly influenced by donor priorities, although the extent of donor dependence varied from country to country.

With regard to the efficiency of management arrangements, the technical assistance delivered by the DWT was found to be uneven. In South Africa, where the DWT is based, the DWT's support was found to have been strong. In Madagascar, by contrast, the DWT's support was found to have been limited. Further, this suggests that the DWT may not be fully prepared to deliver technical assistance in multiple languages.

The evaluation revealed many examples of the ILO providing effective support to country stakeholders with relatively limited funding. This indicates that the ILO's capacity to contribute to positive changes in national decent work agendas was not dependent on large budgets, provided that other contextual factors (such as stakeholder buy-in) were favourable.

Conversely, in some cases, large expenditures led to relatively limited contributions to DWCP objectives. Overall, different types of funding (for example development cooperation funding, RBSA and ILO

regular budget funding) did not necessarily lead to different levels of efficiency. Each source of funding presented opportunities and constraints.

According to a synthesis review of 23 evaluation reports, the projects in the four case study countries used resources efficiently, which in some cases included leveraging other funds, devoting more than 60 per cent of the funds to development activities (versus overheads), and distributing the funds adequately across participating countries and component activities. This is in line with the evaluation team's findings.

F. IMPACT

Key finding 13: Developing the capacities of constituents can lead to progress towards decent work country objectives.

In the four countries considered for this evaluation, the ILO helped the constituents to better understand the Decent Work Agenda. In addition, it developed their capacities to analyse and mainstream their needs into the DWCP. This will lead to the improvement of relevant institutional capacities to generate further progress towards decent work country objectives.

At the country level, there was significant potential to advance the Decent Work Agenda, through: improved labour legislation; better alignment of national laws to international labour standards; development of social security schemes; employment promotion; improved livelihoods; constituents' capacity-building; support to skills training delivery, apprenticeships and entrepreneurship; the transition to the formal economy; minimum wages; and international migration.

G. SUSTAINABILITY

Key finding 14: The building blocks for sustainability are, to a large extent, created by the ILO's high-quality support, improved social dialogue and positive changes in legislation.

The evaluation found that the likelihood of the DWCP achievements being continued, implemented or scaled-up largely depends on full national ownership, the constituents' institutional capacities, effective governance and continued ILO support.

OVERALL ASSESSMENT

The overall scoring of the ILO's performance in the subregion was informed by a review of documents, field missions, case studies and the results of web-based surveys of ILO stakeholders (see figure 1).

Figure 1. Findings of the High-level Evaluation: Scoring
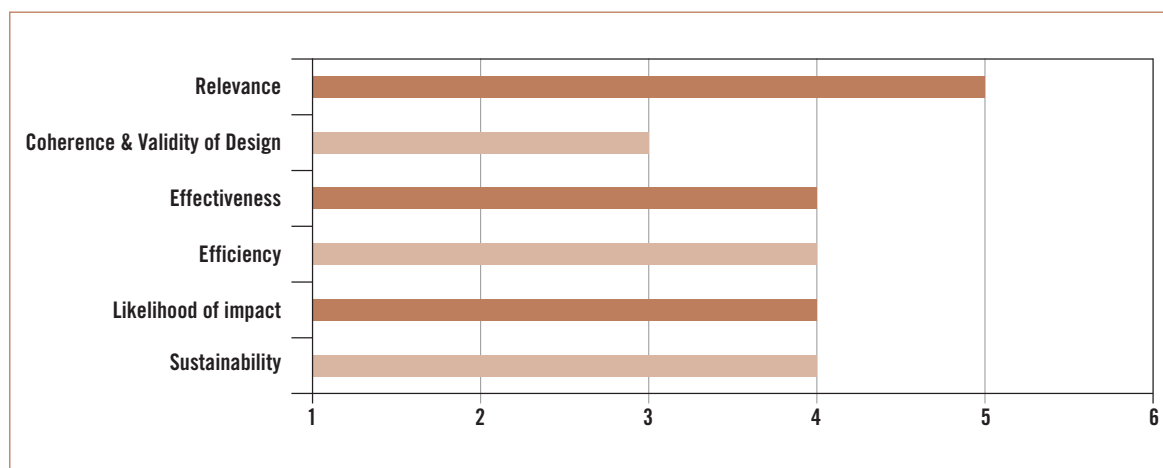
CONCLUSIONS

The DWCPs were a product of extensive consultation between the ILO and national constituents. Unfortunately, after the DWCP design phase, the level of involvement of the social partners declined during the implementation and monitoring of the programme's progress. Thus, continued relevance to the needs of the constituents was not assured.

Adapting to context appeared to be somewhat of a challenge for the DWCPs, because the absence of sound monitoring and reporting tools and processes meant that the ILO and the constituents did not know when to adjust the programmes to changes in their respective external environments.

The SADC DWP priorities continue to be important from the national perspectives. However, regional decisions need to be trickled down to the national level, with tripartite follow-up of the outcomes of regional decisions at the country level. In addition, member States need to allocate funding to implement SADC decisions, implying that higher levels of political will are needed. These two elements have been very limited up until now.

Qualitative data analysis was conducted of the challenges that the DWCPs faced. Thirteen separate challenges were identified. However, only two of the 13 – limited technical capacity (two countries) and limited financial capacity (three countries) – were shared by more than one country. This indicates that challenges to DWCPs are highly country-context specific.

ILO coordination, communication and knowledge-sharing were largely effective, based on stakeholder feedback. Stakeholders indicated that ILO communication could have been timelier on occasions and that follow-up on decisions taken during meetings could have been stronger. Some strategic partners expressed strong frustration about ILO communication and engagement, highlighting the need for attention by country office leadership.

The ILO integrated strategies to sustain its achievements supporting the DWCPs. Sustainability strategies included linking to or embedding DWCP priority outcomes and outputs in government or sectoral action plans, building the capacity of people and institutions charged with implementing the DWCP, and creating new institutions or departments within partner institutions (within national, subnational and local structures) with specific long-term missions to sustain DWCP outcomes.

Notwithstanding the positive results, stakeholders cited concerns about sustainability because of high levels of turnover, challenging political environments, lack of full national ownership, insufficient resources and weak institutional capacities among the social partners. The main constraint to sustainability is a weak enabling environment.

Furthermore, some constituents see the DWCP as being the ILO's country programme, and thus see the ILO as a donor, instead of as an equal partner.

RECOMMENDATIONS

Recommendation 1

Reinforce the capacities of social partners. Capacity development plans should identify the capacity development needs of each constituent group and suggest delivery approaches that could best address those needs.[2] The planning of capacity development should clearly prioritize the most strategic interventions based on needs assessments, the comparative advantage of the ILO, strategic selectivity, and cooperation with other external organizations providing capacity development support. Such plans should include monitoring and evaluation mechanisms to ensure that increased institutional capacities of constituents

---

[2] ILO: *An independent evaluation of ILO's capacity development efforts 2010–2017*, Geneva, 2018.

will be measured and evaluated. Internal consultation with ACT/EMP and ACTRAV to ensure buy-in from the social partners could be strengthened.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/CO-Pretoria, country offices, DDG/FOP/Turin Centre, ACT/EMP, ACTRAV	High	Mid-term	Medium

Recommendation 2

Consider a more custom-made approach to countries' DWCP design. ILO staff at the regional level (DWT/CO-Pretoria) and in selected countries thought that a more tailored approach to the design of DWCPs could be more impactful. Designs could be better adapted to countries' development status, divergent historic backgrounds and socio-economic contexts, and could incorporate a more selective approach based on selected national priorities. The custom-made approach should also take into account what other UN agencies are doing within the country.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/MR, PROGRAM, Regional Office for Africa, DWT/CO-Pretoria	High	Mid-term	Low

Recommendation 3

Improve efforts to coordinate and promote the involvement of stakeholders in all aspects of decent work country programming (for example steering, implementation, resource mobilization, and monitoring and evaluation). This would require developing the capacities of workers and employers, as well as of government ministries and agencies, to be active participants. It would then require the ILO to help create opportunities for stakeholders to become involved. Finally, the ILO would be required to support stakeholders' involvement in the DWCP.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/MR/FOP, PROGRAM, ROAF, DWT/CO-Pretoria, country offices, national constituents, DWCP national steering committees, UN agencies	High	Mid-term	Low

Recommendation 4

Make additional efforts to promote gender equality and non-discrimination. The cross-cutting policy drivers gender equality and non-discrimination are not sufficiently mainstreamed in the DWCPs. Across countries, the ILO and the national constituents should make additional efforts to ensure that gender and non-discrimination principles are integrated in DWCP design and implementation, and considered in the ILO's strategy to influence policy development, formulation and implementation.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/CO-Pretoria, country offices, national constituents, DWCP national steering committees	High	Mid-term	Low

Recommendation 5

Provide tailored technical assistance focused on both substance and process. The evaluation found that there was a demand for technical assistance with regard to content, such as labour and employment issues. In addition, the evaluation identified that demand for technical assistance with regard to processes (for example planning, budgeting, governance, and monitoring and evaluation processes), was high among national stakeholders in some countries.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/CO-Pretoria, country offices, national constituents, DWCP national steering committees	High	Mid-term	Medium

Recommendation 6

Update the SADC DWP to respond more effectively to present conditions and challenges, both at the regional level and the level of the SADC member States. Furthermore, efforts to raise awareness of the SADC DWP among workers' and employers' organizations across countries should be reinforced, including efforts to create synergies and increase coordination between both programmes.

Responsible unit(s)	Priority	Time implication	Resource implication
ROAF, DWT/CO-Pretoria, country offices, ministries of labour, workers' and employers' organizations, DWCP national steering committees, SADC secretariat	Medium	Mid-term	Medium

1. INTRODUCTION TO THE EVALUATION

In November 2018, the ILO's Governing Body approved EVAL's rolling workplan for 2019, which included an independent evaluation of a cluster of ILO Decent Work Country Programmes (DWCPs) supported by the Regional Office for Africa.

Following a review of resource allocation in the region and consultation with the Regional Office, EVAL focused the evaluation on the ILO's 2014–18 programme of work in the SADC member countries of Lesotho, South Africa, the United Republic of Tanzania and Madagascar.

1.1. DECENT WORK COUNTRY PROGRAMMES[3]

DWCPs have been established as the main vehicle for delivery of ILO support to countries. DWCPs have two basic objectives. They promote decent work as a key component of national development strategies. At the same time, they organize ILO knowledge, instruments, advocacy and cooperation for tripartite constituents in a results-based framework to advance the Decent Work Agenda within the fields of comparative advantage of the Organization. Tripartism and social dialogue are central to the planning and implementation of a coherent and integrated ILO programme of assistance to constituents in member States.

DWCPs are the distinct ILO contribution to UN Country Programmes and constitute one main instrument to better integrate regular budget and extra-budgetary technical cooperation (XBTC).

Each DWCP is organized around a limited number of Country Programme priorities and outcomes. These are further detailed in an implementation plan. Monitoring and evaluation guidelines complement this approach. A DWCP is the expression of the ILO Programme and Budget in a country. The Country Programme priorities and outcomes reflect the strategic results framework of the ILO, adapted to national situations and priorities. In turn, P&B strategic Outcomes and indicators are based on DWCP outcomes.

The DWCPs are the product of a tripartite participatory process that ensures relevance with the national Decent Work Agenda and coherence with four interrelated and mutually supportive strategic objectives of employment, social protection, social dialogue and tripartism, and fundamental principles and rights at work.[4]

The strategic objectives are complemented by ten policy outcomes and four cross-cutting policy drivers relevant to each policy outcome. They are: international labour standards, social dialogue, gender equality and non-discrimination, and a just transition to environmental sustainability.

---

[3] ILO: *Protocol 2. High-Level Evaluation (HLE) Protocol for DWCP Evaluation*, International Labour Organization – Evaluation Unit, Geneva, 2012.

[4] Fundamental principles and rights at work: to obtain recognition and respect for the rights of workers. All workers, and in particular disadvantaged or poor workers, need representation, participation and laws that work for their interests

1.2. DECENT WORK PROGRAMMING IN THE SADC AND ITS MEMBER COUNTRIES

The SADC is an intergovernmental organization headquartered in Gaborone, Botswana. Its goal is to further socio-economic cooperation and integration as well as political and security cooperation among 16 southern African States: Angola, Botswana, the Comoros, the Democratic Republic of the Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, the United Republic of Tanzania, Zambia and Zimbabwe.

In order to address the issues discussed above, the SADC implemented a DWP that presents a roadmap for the implementation of the Decent Work Agenda, at a regional level, over a six-year period from 2013 to 2019. Lesotho, South Africa, the United Republic of Tanzania and Madagascar are all covered by the subregional dimension of the SADC DWP; however, each of them also has its own DWCP.

1.3. EVALUATION PURPOSE AND METHODOLOGY

High-level evaluations are governance-level evaluations that aim to generate insights into organizational level performance within the context of the RBM system. Findings from high-level evaluations contribute to high-level decision-making on policies and strategies, and accountability. Senior management and the Governing Body are involved in identifying priorities for high-level evaluation, determining the timing and intended uses of each evaluation.[5]

1.3.1. Purpose

Globally, as specified in the terms of reference, the present evaluation has a dual purpose: accountability and organizational learning.

The evaluation sought to determine how well the SADC and its member countries of Lesotho, South Africa, the United Republic of Tanzania and Madagascar achieved the outcomes planned in their respective DWP and DWCPs, how they were achieved and under what conditions.

The evaluation also attempts to contribute to organizational learning by identifying lessons learned, emerging good practices and recommendations. This information may be used by the ILO and ILO constituents to formulate future strategies and the design of new DWCPs.

More precisely, using the DWP and DWCPs, respectively, as programme frameworks, the evaluation sought to assess whether the ILO's programmes are effectively serving as instruments to achieve the Decent Work Agenda in the SADC and selected member countries, and extract lessons that would lead to:

- greater relevance to constituent needs, to national and international development frameworks (including the SDGs) and to the ILO's P&B;

- improved Country Programme planning and implementation;

- improved organizational effectiveness;

- accountability for funding and for results;

- strengthening synergies among the ILO's technical advice and technical cooperation activities;

- applying lessons in future programmes and projects; and

- Identifying approaches to better support the achievement of the areas of critical importance identified as priority by the national tripartite constituents of these countries.

---

5   ILO: *Protocol 2. High-Level Evaluation (HLE) Protocol for DWCP Evaluation*, International Labour Organization – Evaluation Unit, Geneva, 2012.

1.3.2. Scope

After considering a list of the 16 SADC countries plus a few non-SADC countries, EVAL and the Regional Office selected four countries – Lesotho, South Africa, the United Republic of Tanzania and Madagascar – plus the SADC, to be included in the scope of the evaluation.

The selection criteria included a previous DWCP, a large budget, a mix of economic development and at least three thematic areas, backstopped by the same DWT.

As specified in the terms of reference, the evaluation focused on the four above-mentioned countries and the SADC, and included all the activities undertaken in the SADC DWP and the selected SADC member countries of Lesotho, South Africa, the United Republic of Tanzania and Madagascar DWCP from 2014–18.

1.3.3. Clients

The principal client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include: the Director-General and members of his Senior Management Team, the Evaluation Advisory Committee, the Regional Office for Africa and the DWT/CO–Pretoria, and tripartite constituents in SADC countries and the four target countries.

1.3.4. Evaluation criteria and questions

The evaluation addressed the general areas of focus (evaluation criteria) and specific questions (please refer to Appendix 1), as per the terms of reference: relevance, coherence and validity of design, effectiveness, efficiency, likelihood of impact, and sustainability.

Table 1. High-level Evaluation questions

Relevance
• Considering that the SADC DWP began in 2013, is the DWP still relevant today?   • Have the Lesotho, Madagascar, South Africa and United Republic of Tanzania DWCPs been relevant to the needs of the constituents?   • Are the DWCPs relevant to national, regional and international development frameworks (including to the SDGs)?   • Are the DWCPs relevant to the ILO's P&B Outcomes?   • Have the DWCPs been flexible to adapt to context changes?
Coherence and validity of design
• Are the SADC DWP and individual DWCPs under review logical and coherent?   • Was the DWP evaluable and did the SADC Employment and Labour Sector (ELS) Technical Committee carry out monitoring and evaluation as foreseen?   • Are the DWCPs under review evaluable and did they carry out monitoring and evaluation as foreseen?   • Were principles of RBM applied?
Effectiveness
• How did ILO support help the SADC DWP and individual DWCPs under review to achieve their expected results, respectively?   • How have the countries dealt with decent work issues in the absence of a DWCP?   • How have the SADC DWP and the DWCPs mutually contributed to the achievement of their objectives?   • How well did the results address the ILO's cross-cutting policy drivers – international labour standards, social dialogue, gender equality and non-discrimination, and a just transition to environmental sustainability?   • Were there any unexpected results?   • What were the key factors of success?   • What were the main internal and external constraints/challenges to attaining the expected results?

Efficiency

- How cost-efficient was the ILO's support to implement the SADC DWP and the individual DWCPs under review?
- How well did the ILO coordinate with strategic partners to support the implementation of the SADC DWP and individual DWCPs under review?
- What were their synergies among the SADC DWP and individual DWCPs under review?

Likelihood of impact

- To what extent did the SADC DWP and individual DWCPs contribute to significant positive changes in decent work?
- How was the knowledge generated from the DWCPs shared?

Sustainability

- What positive and negative recommendations and lessons could be offered to improve the sustainability of the DWP and individual DWCPs under review?
- How can the findings of the evaluation inform the region's strategic direction?
- What recommendations can be offered on the way forward?
- How did the DWCPs deal with sustainability of the DWCPs' policy outcomes and impacts?

In line with the ILO's results-based framework approach, the evaluation focused on identifying and analysing results (at strategic, regional and country levels) through addressing key questions related to the evaluation criteria and the achievement of the outcomes planned in the SADC DWP as well as in the respective DWCPs using data from the programmes' indicators.

1.3.5. Methodology

The evaluation followed the ILO's evaluation policy, which adheres to international standards and best practices, articulated in the Organisation for Economic Cooperation and Development (OECD)/Development Assistance Committee Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group. More specifically, the evaluation team will conduct the evaluation in accordance with *Protocol 2. High-Level Evaluation (HLE) Protocol for DWCP Evaluation*.[6]

As per the terms of reference, the evaluation used a mix of evaluation approaches and ensured triangulation of information. It used a goal-based approach to examine the CPO achievements; a case study approach to examine selected SADC countries; mixed methods to ensure the validity and reliability of the findings; and a participatory approach in that, to the extent possible, the evaluation involved ILO key stakeholders, such as beneficiaries, ILO tripartite constituents, ILO staff and strategic partners.

1.3.6. Data collection

Document mapping

Based on the terms of reference (Appendix 1) and in consultation with the Senior Evaluation Officer, the evaluation team conducted a document mapping of background data, relevant documents and research at the country and regional levels.

Comprehensive document review

The evaluation team reviewed a variety of documents related to the current evaluation. Examples include: DWP and DWCPs; Country Programme results; the *Synthesis Review of ILO's Programme of Support to*

---

[6]   ILO: *Protocol 2. High-Level Evaluation (HLE) Protocol for DWCP Evaluation*, International Labour Organization – Evaluation Unit, Geneva, 2012.

SADC and to Selected SADC Member Countries (University of Southern California); official development assistance-related data; information related to ILO P&B, finances and procedures; general information on SDGs, labour migration and other relevant topics; ILO Evaluation Office (EVAL) guidelines and other relevant material from secondary sources. The list of documents reviewed can be found in Appendix 5.

The evaluation team received all programme and budgetary documentation pertaining to the ILO's programme of work to the SADC DWP and country DWCPs. This includes information on: (a) regional programme planning (CPOs); (b) technical cooperation projects portfolio planning and implementation management and reporting; (c) the region's regular budget, Regular Budget Technical Cooperation (RBTC) and Regular Budget Supplementary Account (RBSA) allocations and expenditures; (d) project monitoring and evaluation frameworks and implementation strategies; and (e) a list of products that have resulted from ILO support.

Country case studies

Detailed studies of ILO's DWCPs in Lesotho, Madagascar, the United Republic of Tanzania and South Africa were a key element in the evaluation methodology. The case studies were undertaken through documentary review and in-country missions by members of the evaluation team who interacted with ILO, national constituents and external stakeholders. Also, a mission was conducted in Gaborone (Botswana) to interview SADC level stakeholders.

Workshop to review preliminary findings

At the end of the in-country work phase in Lesotho and South Africa, the evaluator responsible for these case studies, together with the ILO's DWT/CO–Pretoria, organized a workshop to communicate and discuss the preliminary findings with ILO representatives, tripartite constituents, partners and other stakeholders.

Key informant interviews and focus groups

The evaluation team conducted a series of interviews with key informants representing:

- ILO backstopping and technical officials at headquarters, regional office and country offices;
- technical cooperation projects' chief technical advisers and project teams;
- SADC secretariat representatives;
- employers' and workers' organizations;
- ministries of labour;
- other government agencies;
- other in-country implementing partners;
- relevant UN agencies/multi-bilateral agencies;
- beneficiaries, e.g. sector-related unions, employers' organizations and grass-roots organizations representing informal workers.

These meetings adopted several formats: one-to-one semi-structured interviews and group interviews during the field work phase, telephone and Skype interviews, and email exchanges.

Web-based survey

A web-based survey was conducted to better understand the results of DWCPs in Lesotho, South Africa, Madagascar and the United Republic of Tanzania. The questionnaire was administered to 96 ILO staff

members who were thought to have provided direct support or technical backstopping to the design and implementation of the DWCP. The average response rate all four SADC DWCP stood at 28 per cent.

Data analysis

Additionally, a secondary analysis of SADC DWCPs case study results was done using a collaborative qualitative approach. Two EVAL staff jointly analysed the lessons learned, conclusions and recommendations from the DWCP case studies. The secondary analysis was aided by the qualitative data analysis software NVivo.

1.3.7. Limitations

Overall, the findings are based on information collected from background documents and from key informant interviews. The accuracy of the evaluation findings is founded on an assessment of the integrity of information provided to the evaluator from these sources, and whether the information could be triangulated by the evaluation team.

An extremely large quantity of documents was provided to the evaluators, to be reviewed and analysed. This large amount of documentation, some of which was received just before, during or after the field mission, represented a challenge to the evaluators in view of the limited timeframe.

Time constraints also limited the duration of the fieldwork in the countries, which give the evaluators very little time to interview the range of key stakeholders participating with or related to the DWCPs. Particularly in Madagascar and the United Republic of Tanzania, loss of institutional memory due to high turnover among government counterparts was challenging. Also, there was very limited time for the evaluators to interact with ILO officials at DWT/CO–Pretoria, because the mission had a tight schedule.

However, the interviews that were conducted do accurately represent the views of key stakeholders. Due to time and budget constraints, data collection was focused on the national level, while some ILO/DWCP activities were done at the regional level. Document review and interviews with project managers mitigated this limitation to some extent.

Finally, the lack of indicators and monitoring reports that were intended to collect evidence related to the attainment of the DWCPs' outcomes caused further challenges for a full assessment of several evaluation questions related to effectiveness, efficiency, sustainability and impact.

2. CONTEXT AND DECENT WORK PROGRAMMES

2.1. THE REGIONAL CONTEXT[7]

The Southern African Development Community (SADC) is well endowed with human and vast natural resources. Given its economic potential, the SADC is one of the most promising developing regions of the world. However, currently, the region is confronted with a number of human and social challenges that are seriously constraining social and economic development.

Some of these challenges include: high levels of poverty and inequality; high unemployment (ranging from 4.5 to 80 per cent) and underemployment; labour migration management challenges; uneven application of ratified labour standards and low productivity; and lack of access to social services by the majority of men and women, youth and children. Issues of labour migration – especially those relating to brain drain/gain, remittances of earnings by workers in the diaspora, and migrant workers' rights – are serious challenges to economic development in general and the process of regional integration in particular.

What is more, the region is the epicentre of the Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (HIV/AIDS) pandemic that is seriously affecting productivity and perpetuating poverty and vulnerability. Further, it is estimated that most of the people of the SADC region live below US$1 a day and over 40 per cent of the population lives in abject poverty.

2.2. NATIONAL CONTEXTS

Lesotho[8]

The Kingdom of Lesotho is a landlocked country surrounded by South Africa. Its population of approximately 2 million people is almost entirely mono-ethnic and mono-linguistic, known as the Basotho people. Lesotho has a young population, with 42 per cent of people under 20 years of age. Nationally, 63 per cent of households are female-headed. Lesotho is classified as a Lower Middle-Income Country.

At the inception of the DWCP, unemployment levels were estimated at 29.4 per cent. Youth unemployment in Lesotho was extremely high at 47.40 per cent. Lesotho has a relatively large and young labour force, estimated at 54 per cent of the total workforce.

Subsistence agriculture continues to be the mainstay of the country's livelihoods, with 40.6 per cent of the economically active population (15 years and above) engaged in subsistence farming. The sector is

---

7   Source: ILO Pretoria.
8   Source: Lesotho Decent Work Country Programme, Phase II, 2012–17.

characterized by extreme levels of underemployment with respect to both remuneration and a declining agricultural productivity.

Labour force participation in the informal sector is 53 per cent for men and 47 per cent for women. As with subsistence agriculture, the informal sector is characterized by non-standard employment relationships. Regulation of working conditions – such as wages, working time, social security schemes, maternity protection, etc. – is generally non-existent for informal sector workers.

At the inception of the 2012–17 Lesotho DWCP, the apparel industry was the largest formal employer in Lesotho, as it accounted for nearly 50 per cent of the formally employed workforce. Women held 80–85 per cent of jobs in the garment sector. Due to a significant number of retrenchments in the industry, employment has been declining in tandem with a decline in orders.

At the inception of the 2012–17 Lesotho DWCP, the country did not have a comprehensive contribution-based social insurance scheme covering workers and their dependants. Both the social security policy and legislation for the implementation of the long-envisaged National Social Security Scheme still remained unapproved by the Government.

The weak social dialogue mechanisms and platforms in the country make it difficult for the employers' and workers' organizations to effectively participate in the discussion and contribute to solutions for the country's socio-economic challenges. In particular, the narrowness of the existing social dialogue mechanisms implies that many key national stakeholders do not have a platform to influence the formulation and implementation of national development policies, programmes and strategies.

2.2.2. Madagascar

Madagascar has experienced repeated bouts of political instability in the last decade. The 2009 political crisis led to five years of political deadlock, international isolation and a steep drop in foreign aid. Elections in 2013 re-established international recognition of the Government, and the social and economic outlook improved.

The island nation is among the poorest countries in the world, ranking 161 out of 189 countries in the UN Human Development Index.[9] In 2017, more than three out of every four citizens of the country lived on less than US$1.90 a day. Almost half of children under five years old suffer chronic malnutrition, the fourth highest rate in the world. Every second child (under the age of five) suffers from stunting, and the country has the world's fifth highest number of out-of-school children.[10] In recent years, the country has suffered outbreaks of bubonic plague, polio and, most recently, measles.[11]

Madagascar's geographic isolation – being a francophone country in a primarily English-speaking region – the island's limited geopolitical importance, as well as its reputation for political instability, has limited the island's attraction to international donors, despite its high levels of poverty. According to the OECD 2018 edition of *Development Aid at a Glance: Statistics by Region – 2. Africa*, from 2010 to 2016, Madagascar's share of overseas development aid to Africa was 1 per cent, compared with 2.4 per cent for South Africa and 5.3 per cent for the United Republic of Tanzania.[12]

---

[9] United Nations Development Programme (UNDP), Human Development Reports, Madagascar. Available online at http://hdr.undp.org/en/countries/profiles/MDG [accessed 12 September 2019].

[10] The World Bank in Madagascar. Available online at www.worldbank.org/en/country/madagascar/overview [accessed 12 September 2019].

[11] World Health Organization, Emergencies preparedness, response, Plague – Madagascar. Available online at www.who.int/csr/don/27-november-2017-plague-madagascar/en/ [accessed 12 September 2019]. World Health Organization, Emergencies preparedness, response, Measles – Madagascar. Available online at www.who.int/csr/don/17-january-2019-measles-madagascar/en/ [accessed 12 September 2019].

[12] OECD: Development Aid at a Glance: Statistics by Region – 2. Africa. Available online at www.oecd.org/dac/financing-sustainable-development/development-finance-data/Africa-Development-Aid-at-a-Glance-2018.pdf [accessed 12 September 2019].

Madagascar shares many key decent work challenges with its African neighbours. It has a predominantly rural economy that is unable to supply decent living standards for most households. There is a limited social protection programme to shield most vulnerable populations from economic shocks, such as those caused by frequent natural disasters. A large, unregulated informal sector provides irregular employment and offers little or no social security coverage. A large youth population with limited training is often engaged in low-paid, unstable employment with dangerous working conditions. There is widespread child labour, including significant numbers of children engaged in the worst forms. Labour migration is unprotected, with thousands of workers, mainly women, taking up high-risk employment abroad. And, lastly, workers' and employers' organizations have limited capacity to represent and to protect the interests of their members, and have limited opportunities to contribute to social and economic policy dialogue.

2.2.3. The United Republic of Tanzania

The United Republic of Tanzania is composed of two distinct and formerly separate countries, the Mainland (previously known as *Tanganyka*) and the semi-autonomous Government/ islands of Zanzibar. In 2016, the total population in the United Republic of Tanzania was estimated at 55 million, including 1.3 million in Zanzibar. This is notwithstanding its particular political organization and the fact that it is one of the most ethnically diverse countries in Africa (with around 130 languages spoken within its territory). Over the past two decades, the United Republic of Tanzania has experienced a liberalized market economy transition as well as political and social stability, having not faced any major internal conflicts. There are, however, differences in the legal frameworks concerning labour issues among both sides of the Union.

While the poverty rate in the country declined from 34.4 per cent in 2007 to 26.8 per cent in 2016, the absolute number of poor citizens was stable because of the high population growth rate.[13] The education system in the United Republic of Tanzania is pressured on all levels because of the country's fast-growing young population. According to the available data, 30 per cent (4.4 million) of children were not attending school in 2014 and the population has five years' education attainment on average.[14]

The United Republic of Tanzania sustained relatively high economic growth rates over the last decade, averaging 6 to 7 per cent annually. Economic development has been mainly driven by some fast-growing sectors – such as construction, mining, retail trade, tourism, telecommunications, transport and financial services – that are mainly urban-based, capital-intensive and show a relatively low employment share. While the United Republic of Tanzania's economy is growing, an important challenge is how to improve compliance with labour laws and increase the coverage of decent work to the majority of the workforce.

In 2017, the vast majority of workers in the Mainland (85 per cent) and Zanzibar (88 per cent) were engaged in the informal economy, due to insufficient job creation in the formal sector. The agricultural sector dominated the employment in the country: two out of three jobs (66 per cent) were in this sector. In the last decade, the share of agricultural employment declined, while it grew in the service sector. The industrial sector basically remained unchanged. A large majority of enterprises (97 per cent) are household "micro" enterprises (one to four employees), with 66 per cent of the total being own account (one person) activities.

The majority of the workforce in the Mainland and Zanzibar is not covered by social security or collective bargaining, among other international labour standards. While the United Republic of Tanzania has ratified 36 ILO Conventions, including the eight fundamental Conventions, labour authorities often lack resources and capacities to enforce the law.

---

[13] The World Bank in Madagascar. Available online at www.worldbank.org/en/country/madagascar/overview [accessed 11 September 2019].

[14] Please see http://ghdx.healthdata.org/record/tanzania-integrated-labour-force-survey-2014 [accessed 11 September 2019].

A large majority of the youths entering the labour market ends up in vulnerable employment in the informal economy. Around 850,000 young people enter the country's labour market annually, but only 50,000 to 60,000 formal sector jobs are created each year. Based on the latest National Child Labour Survey from 2014, around 29 per cent of children were in child labour.

Both the Mainland and Zanzibar have adopted an employment policy meant to increase job creation in the informal economy by encouraging self-employment. They also established economic processing zones, which have encouraged investment as well as promoted productivity and competitiveness.

2.2.4. South Africa[15]

At the inception of the first DWCP, South Africa was a middle-income emerging economy with an abundant supply of natural resources and a gross domestic product estimated at US$396.3 billion in 2012.

South Africa has well-developed financial, legal, communications, energy and transport sectors, a stock exchange ranked favourably in the world, and modern infrastructure. Although previously reliant on its mineral wealth, South Africa's economy has become increasingly diversified.

However, economic activity in South Africa began to slow in 2008 because of several negative factors, including unprecedented power shortages, rising interest rates, hikes in global oil and food prices, a slowdown of private consumption, and a decline in foreign investment and exports because of the global financial and economic crisis. The economic crisis impacted negatively on national efforts to reduce unemployment in the country.

Despite its middle-income status, South Africa is characterized by high levels of poverty and high-income inequality both between population (race) groups and within groups. Poverty and inequality in South Africa have race, gender and age dimensions, with high concentrations found predominantly among Africans and in woman-headed households.

South Africa is one of the countries hardest hit by the HIV/AIDS epidemic. The estimated overall HIV prevalence rate is approximately 12.6 per cent among the South African population. The total number of people living with HIV was estimated at approximately 7.06 million in 2017.[16] The epidemic has negatively impacted household income security through the loss of income caused by HIV-related deaths and illnesses. It has also put considerable strain across all sectors and levels of the economy, as infection rates are high among the working age population.

The high rate of unemployment in South Africa emerges as a key issue in the area of employment opportunities. The unemployment rate increased from 22 per cent in 2016 to 25.1 per cent in 2012. There are further stark differences by race group and – as elsewhere in the developing and developed world – substantially higher unemployment rates for youths than for older people.

South Africa does not have a single national minimum wage. The low pay rate – the proportion of workers with monthly earnings less than two-thirds of the median – is thus used as the main indicator of inadequate earnings.

Regarding social security, South Africa for decades has had a non-contributory old-age grant that is currently payable to women and men aged 60 years and above who pass a means test. This is one of a set of grants that provide social protection to old people, disabled people, children and war veterans. In March 2012, close to 2.7 million individuals were receiving the old-age grant, accounting for close to half of people aged 55 years and above.

---

[15] Source: South Africa DWCP.

[16] Statistics South Africa: Mid-year population estimates 2007. Available online at www.statssa.gov.za/publications/P0302/P03022017.pdf [accessed 12 September 2019].

South Africa does not have a national law that provides for work-related pension benefits. However, a 2010 study found that 29 of the 40 private bargaining councils between them had 43 retirement funds. Many large employers who do not fall under these councils also contribute to pension funds for their employees. South Africa recently adopted a national minimum wage of 3,500 South African Rand (ZAR).

2.3. SADC DECENT WORK PROGRAMME

Since 2010, the SADC and the ILO have collaborated on poverty reduction and the creation and proliferation of decent work standards within the region. The fundamental objective of the ILO is to promote full employment and to ensure decent and productive work for all men and women in conditions of freedom, equity, security and human dignity in all States. To this end, the SADC Decent Work Programme (DWP) was introduced, defining how member States, with the support of the ILO and other key partners, could work together towards achieving these objectives.[17]

The SADC DWP presents a roadmap for the implementation of the Decent Work Agenda at a regional level in the SADC over a six-year period. The Programme focuses on three priorities and a number of outcomes, presented in table 2.

Table 2. SADC DWP priorities and outcomes

Priority 1. Regional and technical work
Outcomes
1.1. Functional SADC labour market information systems (LMIS) are harmonized and strengthened.
1.2. Labour migration systems are developed.
1.3. Human trafficking is eliminated.
Priority 2. Promotional work
Outcomes
2.1. International labour standards are ratified, domesticated and complied with.
2.2. Youth Employment Promotion Strategy is promoted.
2.3. There is compliance with SADC codes (social security, child labour, safe use of chemicals, HIV/AIDS, tuberculosis in mining)
2.4. Decent work is promoted in the informal economy in SADC member States.
Priority 3. Information sharing
Outcomes
3.1. There is improved knowledge of best practice in employment and labour policies, legislation, programmes and social protection floors among member States.
3.2. Skills development policies are harmonized and strengthened.

2.4. DECENT WORK COUNTRY PROGRAMMES

In every member State, the ILO promotes decent work as a national objective and assists national partners to make progress towards the attainment of this goal.

A DWCP is the main vehicle for ILO cooperation over a period of four to six years in a specific country. Decent work carries with it a concern for jobs and the quality of those jobs, including workers in the care economy and private households, who are predominantly women and migrants.

---

[17] SADC DWP Mid-term review draft report. DPC & Associates. October 2017.

The ILO introduced DWCP in 2004 to promote the Decent Work Agenda: that is, to promote rights at work, and productive and decent employment opportunities, and to enhance social protection and strengthen social dialogue.

2.4.1. Lesotho

The second-generation DWCP for Lesotho was implemented during the period 2012–17 (extended to December 2018). Its focus was on three Country Programme priorities: (a) employment creation for all, particularly for youth, women and retrenched workers; (b) social protection (with a focus on social security, including improved conditions of work and occupational safety and health, and the strengthening of workplace responses to the HIV/AIDS epidemic); and (c) tripartism and social dialogue. The application of international labour standards and gender equality was transversal to the planning and implementation of this DWCP.

Table 3. Lesotho DWCP II priorities and outcomes

Priority 1. Employment creation for poverty reduction
Outcomes
1. Employment creation, particularly youth employment, is mainstreamed in national development and sectoral planning frameworks.
2. There is an increased number of sustainable medium and small enterprises that create decent jobs, particularly for young women and men, including displaced textile and mine workers.
3. Improved competitiveness and productivity in the textile and garment sector.
Priority 2. Social protection coverage
Outcomes
4. More people – including migrant workers, women, children and elderly persons – have access to adequate and better managed social security benefits.
5. Government and social partners respond more effectively to the HIV/AIDS epidemic in the workplace.
6. Workers and enterprises benefit from improved safety and health conditions at the workplace.
7. Government, social partners and civil society have improved capacity to effectively eliminate child labour, particularly the worst forms, in Lesotho.
Priority 3. Tripartism and social dialogue
Outcomes
8. Tripartism and social dialogue mechanisms strengthened.
9. There is improved capacity of social partners to effectively participate in social dialogue mechanisms.
10. Workers and enterprises benefit from good governance of the labour market and effective labour administration services.
11. Employers' and workers' organizations are strong, independent and representative.

2.4.2. Madagascar

The Madagascar DWCP set out two priorities: (a) promote access of vulnerable groups to employment by enhancing their employability and boosting employment generating sectors; and (b) improve labour productivity by promoting social dialogue, fundamental principles and rights at work, and social protection. Under each of the two principal priorities are five key results that ILO constituents determined to be necessary for the promotion of decent work in the countries.

Table 4. Madagascar DWCP priorities and outcomes

Priority 1. Access by vulnerable groups to employment
1. Job stability and employability of workers, especially vulnerable groups, are strengthened.
2. Sectors generating employment are developed.
3. Productivity of enterprises and rural communities/inhabitants is improved.
4. Job insertion and reintegration of the active workforce is facilitated.
5. The promotion of entrepreneurship is strengthened.
Priority 2. Promotion of social dialogue, fundamental principles and rights at work, and social protection
6. Enforcement of the Decent Work Legislation is strengthened.
7. The involvement of the social partners in the formulation of the country's economic and social policies through social dialogue is progressing significantly.
8. The social security system is extended and improved.
9. The fight against HIV/AIDS in the workplace is intensified.
10. The fight against the worst forms of child labour is intensified.

2.4.3. The United Republic of Tanzania

The 2013–16 DWCP set out four priorities: (a) extend social protection coverage for all; (b) promote the creation of productive employment; (c) improve compliance with labour standards and rights at work; and (d) strengthen social dialogue mechanisms at the national and sectoral levels. These four priorities are implemented through 12 outcomes (see table 5).

Table 5. The United Republic of Tanzania DWCP priorities and outcomes

Priority 1. Extend social protection coverage for all
Outcomes
1. Improved access to better managed social security benefits.
2. Selected workplaces in key economic sectors mainstream HIV/AIDS agenda.
3. Improved working conditions in selected workplaces in the formal and informal sectors.
Priority 2. Promote the creation of productive employment
Outcomes
4. Enabling policy environment strengthened to enhance creation of productive employment.
5. Increased availability and usage of labour market information.
6. Increased employability of young men and women through skills development.
7. Increased access to financial and non-financial services by young men and women.
Priority 3. Improved compliance with labour standards and rights at work
Outcomes
8. Improved compliance of labour laws by formal and informal sectors.
9. Increased demand from labour rights holders upon duty bearers for better services.
10. Improved enabling environment for the elimination of child labour and its worst forms.
Priority 4. Strengthening social dialogue mechanisms at national and sectoral level
Outcomes
11. Statutory social dialogue institutions strengthened and operationalized.
12. Increased participation of women in social dialogue institutions.

2.4.4. South Africa

The South Africa 2010–14 DWCP was extended until the end of 2018. Its focus was on four Country Programme priorities: (a) strengthening fundamental principles and rights at work; (b) the promotion of employment creation; (c) strengthening and broadening social protection coverage to include vulnerable workers operating in the informal economy and informal employment; and (d) strengthening tripartism and social dialogue. These four priorities are implemented through nine outcomes and 44 outputs.

Table 6. South Africa DWCP priorities and outcomes

Priority 1. Strengthening fundamental principles and rights at work
Outcomes
1. Up-to-date international labour standards are ratified, complied with and reported on.
2. Labour administrations apply up-to-date labour legislation and provide effective services.
Priority 2. Employment promotion
Outcomes
3. More women and men, especially youth and persons with disabilities, have access to productive and decent employment through inclusive, job-rich growth.
4. Sustainable and competitive enterprises (including cooperatives) create productive and decent jobs, especially among women, youth and persons with disabilities.
5. Skills development increases the employability of workers and the inclusiveness of growth.
Priority 3. Strengthening and broadening social protection
Outcomes
6. More people have access to better managed and more gender-equitable social security and health benefits.
7. Workers and enterprises benefit from improved safety and health conditions at work.
8. The world of work responds effectively to the HIV/AIDS epidemic.
Priority 4. Strengthening tripartism and social dialogue
Outcomes
9. Strengthened labour market institutions and capacitated social partners (tripartite-plus) contribute to effective social dialogue and sound industrial relations.

3. COUNTRY CASE STUDY FINDINGS

3.1. RELEVANCE

The current section analyses the relevance and appropriateness of the ILO DWCPs related to the needs of the constituents; national, regional and international development frameworks (including to the SDGs); and the ILO's P&B Outcomes. In addition, the section examines the extent to which the DWCPs have been flexible to adapt to context changes. Additionally, the evaluation assessed the relevance of the SADC DWP from the countries' point of view. The section ends with some reflections on the ILO's approach to DWCPs.

SUMMARY OF MAIN FINDINGS

The four DWCPs were relevant for addressing the needs of the constituents. The Country Programmes were a product of extensive consultations between the national constituents: government, employers' and workers' organizations, and the ILO. These consultations contributed to ensuring the relevance and coherence of the DWCPs. However, ILO tripartite partners in the countries identified areas where relevance could have been adapted to better meet their needs.

Further, national ownership remains a challenge, especially in relation to its management and obtaining funding from constituents and other development partners, once the DWCP has been agreed upon but not resourced.

Additionally, the four DWCPs considered by this evaluation are well-aligned with national, regional and international development frameworks. However, in most cases, alignment to the Millennium Development Goals (MDGs) and the SDGs was circumstantial. Nevertheless, the integration of the SDGs in more recent generation DWCPs (South Africa and Lesotho's 2018–23 DWCPs) improved. DWCPs are aligned with the ILO's Strategic Policy Framework (SPF) 2010–15 and biennial P&B Outcomes.

Regarding the current relevance and adaptability, across countries, the DWCPs continue to be relevant to the needs of the constituents and to national, regional and international development frameworks. Madagascar and the United Republic of Tanzania were more flexible and able to adapt to context changes than were Lesotho and South Africa.

The evaluation found that, globally, the SADC DWP priorities continue to be important from the national perspectives. However, regional decisions need to be trickled down to the national level, with tripartite follow-up of the outcomes of regional decisions at country level; also, member States need to allocate funding to implement SADC decisions, implying that higher levels of political will are needed. These two elements (the follow-up of implementation by local stakeholders in order to ensure ownership and country-funding of SADC DWP initiatives) have been very limited until now.

Finally, ILO staff at the regional level (DWT/CO–Pretoria) and in the countries (e.g. Lesotho, South Africa and the United Republic of Tanzania, to some extent) felt that the ILO DWCP approach did not always fit in all circumstances with the current national models, or with the actual national priorities. Further, stakeholders in Lesotho and South Africa expressed the opinion that social partners (workers' and employers' organizations) tend to see the DWCP as the ILO's Country Programme, rather than a joint programme, and thus they consider the ILO as a donor, instead of an equal partner.

3.1.1. Constituents' needs

This subsection addresses the evaluation question related to the DWCP's relevance regarding the needs of the constituents.

Finding 1: The four DWCPs were relevant for addressing the needs of the constituents. These were a product of extensive consultations between the national constituents: government, employers' and workers' organizations, and the ILO. Such consultations contributed to ensuring the relevance and coherence of the DWCPs. However, ILO tripartite partners in the countries identified areas where ILO assistance could have been adapted to better meet their needs.

Through document review and interviews with national stakeholders, the evaluation found that the four DWCPs were largely relevant for addressing the needs of the constituents. The high relevance was a product of extensive consultations between the national constituents: government, employers' and workers' organizations, and the ILO.

Across countries, there was widespread agreement amid national constituents that these consultations helped to ensure the relevance and coherence of the DWCP. The emphasis on employment generation was high on stakeholders' agendas across countries and regionally.

There are several examples from the countries. In Madagascar, one workers' organization representative remarked, "The DWCP really takes into consideration the informality and rural dominance of the economy." This also applies for the rest of the countries considered under this evaluation. In Lesotho, the DWCP supported the development of a National Social Security Scheme. The ILO's support to the Ministry of Labour and Employment to establish such a scheme was delivered in response to the Government of Lesotho's request. In the United Republic of Tanzania, the DWCP was relevant to social partners (employers and workers) as a conduit through which they were given a voice in the articulation of policies, not only labour-related, but also regarding socio-economic plans and the creation of employment policy. In South Africa, a review of labour legislation to address specific decent work deficits in the workplace was carried out through a consultative social dialogue process between the Government and the social partners.

Some areas were identified areas where relevance could have been adapted to meet the needs of the constituents:

- In Lesotho, stakeholders stated that, in some cases, limited institutional capacities of social partners hindered their ability to raise relevant issues during the consultation process. Also, some pointed to a lack of clarity within the social partners, on their respective mandates and on who was to make decisions on issues that were to be incorporated in the DWCP.

- In Madagascar, national constituents, although appreciative of ILO support, generally were not satisfied with the extent the ILO allocated resources to bolster counterparts' weak institutional capacity within the DWCP support programme. While the ILO involved all tripartite partners effectively in the DWCP design stage, workers' and employers' organizations were not satisfied with their level of involvement in implementing the programme and monitoring its progress.

- In the United Republic of Tanzania, although implemented by government and social partners, the second DWCP, which covered the period 2013–06, was never formally approved (signed) by the Government of the United Republic of Tanzania (please see below for further details).

- In South Africa, tripartite representatives confirmed the DWCP relevance and expressed a high degree of satisfaction with the ILO's support for its design and implementation. However, some representatives of the social partners were unhappy with the allocation of resources among ILO constituents. ILO officials explained that budget allocations were specifically designed to promote balanced results and tripartism.

Further, the ILO DWT/CO–Pretoria established a broad array of partnerships with several government departments. The evaluator considers this a good practice. Government representatives have requested

reinforcement of the coordination and communication with the Ministry of Labour and Employment/ National Economic Development and Labour Council (NEDLAC) in South Africa, especially in relation to these partnerships.

Along these lines, the evaluator found that ILO support to non-traditional partners through technical/ development cooperation projects also constitutes a good practice. However, these also seem to generate friction among the constituents. Representatives of the Ministry of Labour and Employment, and of the workers' and employers' organizations, manifested that they had been insufficiently involved in terms of vetting and monitoring such projects.

Finding 2: As already underlined in other reports,[18] national ownership of DWCPs remains a challenge, especially in relation to their management and resource mobilization from constituents and other development partners, once the DWCP had been agreed upon but not resourced.

Overall, the evaluation found that the different DWCPs generated a considerable degree of ownership among ILO constituents (especially workers' organizations and ministries of labour) in all four case study countries. In some cases, the political establishment (for example, in Lesotho and the United Republic of Tanzania) or the social partners were not fully committed to the DWCP implementation (i.e. South Africa) or felt that they were not sufficiently involved (as in Madagascar).

Government ownership was limited in the United Republic of Tanzania. The 2013–16 DWCP served as a referential framework and an umbrella for action by tripartite stakeholders, but it was never officially signed by the Government of the United Republic of Tanzania. Social partners highlighted that government officials had reservations during the 2013–16 DWCP regarding the allocation of funds; they thought that the Government may have wanted to manage all funds. Employers' and workers' organizations did not agree with the latter.

Thus, while advancing in the implementation of the Decent Work Agenda, the Government of the United Republic of Tanzania remained reluctant to officially endorse the DWCP. After the DWCP period of implementation ended, it was not replaced by a new one. The content of the pending goals of the 2013–16 DWCP continued to be used as the basis to articulate action among stakeholders in 2017 and 2018.

In Madagascar, although government stakeholders indicated that the DWCP reflected their priorities, several government stakeholders were not satisfied with the ILO's level of operational support for implementation. They noted that lack of basic tools, including computer equipment and transportation, handicapped their ability to capitalize on ILO technical advice and more generally to fulfil their mandate. One government stakeholder affirmed, "The ILO provides technical assistance but, in Madagascar, our problem is more financial." Another government stakeholder similarly characterized ILO assistance as too theoretical, remarking that increasing knowledge was not enough to affect change in severely under-resourced contexts such as Madagascar.

In the case of Lesotho, constituents underlined the lack of understanding of the concept of tripartism by other government ministries (beyond the Ministry of Labour and Employment) and agencies, along with lack of full national ownership, particularly of the Cabinet, Parliament and political parties.

In South Africa, government support and commitment to the DWCP is robust and can be considered good practice and an example internationally. However, key stakeholders also reported that, whereas all tripartite constituents engaged effectively in the DWCP design stage phase, the level of engagement of social partners declined when implementing and monitoring the programme progress, and even more so when this required effectively committing human or/and financial resources.

---

[18]   For example, ILO: *Delivering decent work results: A meta-analysis of 15 ILO Decent Work Country Programme reviews*. Prepared by John F. Martin, International Labour Office, Evaluation Office (EVAL). Geneva, ILO, March.

Along these lines, interviews revealed that workers' and employers' organizations in Lesotho and South Africa tend to see the DWCP as the ILO Country Programme, and thus often perceive the ILO as a donor, instead of as an equal partner.

Likewise, especially in South Africa, it is unclear whether the constituents understand the importance that the technical and development cooperation projects, along with the diverse partnerships established by the ILO, have in contributing to advance the Decent Work Agenda in the country.

3.1.2. National, regional and international frameworks

This subsection addresses the evaluation question regarding DWCP's relevance for national, regional and international development frameworks (including to the SDGs).

Finding 3: The four DWCPs considered by this evaluation are well aligned with national, regional and international development frameworks. However, in most cases, alignment to the MDGs/ SDGs was circumstantial. Nevertheless, the integration of the SDGs in new generation DWCPs (Lesotho and South Africa's DWCPs for 2018–23) improved. DWCPs are aligned with the ILO's SPF 2010–15 and biennial P&B Outcomes.

The DWCPs were found to be highly relevant to countries' development priorities, as well as with the main national development frameworks.

Table 7. Alignment of the DWCPs to development priorities and national development frameworks

Lesotho	• National Vision 2020. • National Strategic Development Plan 2012–17.
Madagascar	• General State Programme. • National Development Plan.
The United Republic of Tanzania	• National Strategy for Growth and Reduction of Poverty Tanzania (NSGRP) – MKUKUTA II, 2010–15 (Mainland). • Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP) – MKUZA III, 2016–20. • Second Five-Year Development Plan 2016/17–2020/21 (FYDP II). • The United Republic of Tanzania's Development Vision 2025.
South Africa	• National Development Plan (Vision 2030). • Medium-Term Strategic Framework (MTSF) 2014–19. • New Growth Path 2010–20. • National Strategy for Sustainable Development and Action Plan (NSSD) 2011–14.

Likewise, the DWCPs are strongly aligned with regional and international frameworks, such as: (a) the SADC DWP, 2013–19; (b) the ILO's Decent Work Agenda in Africa 2007–15; and (c) the respective United Nations Development Assistance Frameworks (UNDAFs) across countries.

Regarding the MDGs/SDGs, an in-depth analysis of their relationship with the DWCPs is beyond the scope of this evaluation, so only a synopsis of the most relevant findings for this evaluation is included hereafter.

The quest for decent work for all men and women, for productive, high-quality employment and for inclusive labour markets, is encompassed in the 2030 Agenda for Sustainable Development, under Goal 8. Likewise, decent work is also seen as a cross-cutting topic, underlying several other goals, and it is also intertwined with many targets across the 2030 Agenda.[19]

---

[19] For more details see ILO: *Decent Work and the Sustainable Development Goals: A Guidebook on SDG Labour Market Indicators*, Department of Statistics (STATISTICS). Geneva, ILO, 2018.

Table 8. Alignment of the DWCPs to regional and international frameworks and UNDAF

Countries	Regional and international frameworks	UNDAF
Lesotho	• 2030 Agenda for Sustainable Development; • SADC DWP 2013–19;	Outcomes 1, 3, 7, 8, 9, 10
Madagascar	• SADC Regional Indicative Strategic Development Plan (2005–20); • Decent Work Agenda for Africa 2007–15;	Outcomes 1, 2, 3
The United Republic of Tanzania	• Ouagadougou Declaration and Plan of Action on Employment and Poverty Alleviation in 2004;	Outcomes 1, 2, 3, 4, 5, 6
South Africa	• African Union (AU) Agenda 2063.	Outcomes 4, 5

Source: Evaluators from document review.

Overall, the ILO's DWCPs, are *implicitly* contributing to Goal 8 (Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all) throughout all their outcomes, from the formalization of the economy, to the protection of migrant workers, or the eradication of child labour, just to mention some examples.

In addition to being clearly included as a separate goal, decent work is also a cross-cutting topic in the SDG framework, with a strong presence in many other goals, such as Goal 1 (End poverty), Goal 4 (Ensure quality education), Goal 5 (Achieve gender equality), Goal 10 (Reduce inequality), and Goal 16 (Promote justice and institutions).[20]

The evaluation found that the DWCPs under this evaluation contributed, to a greater or lesser extent, to several of these goals, especially Goals 1, 3, 4 and 16. However, in most cases, alignment to these goals was circumstantial.

No mention could be found of the MDG/SDGs in the Lesotho DWCP II. The Madagascar DWCP mentioned the SDGs in passing and in regard to their integration into national development strategies. In the case of the United Republic of Tanzania, in its introduction, the DWCP states that it "is aligned with the MDGs", though no further explanations or analysis can be found throughout the document.

The South Africa DWCP (2010–14) states: "Programmes and strategies geared towards addressing the aforementioned priorities in the South Africa DWCP will contribute towards the attainment of South Africa's commitment to the Millennium Development Goals, in particular MDGs 1 & 4." However, no further mention on how this was intended to be achieved is provided.

As underlined by the ILO Evaluation Office,[21] for the ILO, there is a need for two types of reporting: (a) reporting to serve management-oriented needs and progress on implementation of the ILO's SDG Implementation Plan; and (b) reporting to demonstrate the contribution, impacts and effects of ILO interventions. Further, attributing change to ILO interventions could become more difficult, as more international partners are implicated in the Decent Work Agenda via the SDG entry point. Issues of agency contribution could easily become blurred and, at their worst, lead to "mandate creep".

In this regard, the evaluators consider that the ability to tell a compelling "performance story" starts with an understanding of the underlying Theory of Change (ToC) associated with the business.[22] As detailed in section 3.2 of this report (Coherence and validity of design), as well as in various evaluations, the DWCPs under review largely failed in developing such a ToC.

---

[20]   Op. cit.

[21]   ILO: *The implications of the SDGs on ILO's results framework – remarks from an evaluative perspective*. ILO Evaluation Office. Geneva, 2016.

[22]   Op. cit.

Nevertheless, the integration of the SDGs in the new generation DWCPs improved. The 2018–23 South Africa DWCP provides a general description on how the programme will address development priorities aligned with SDG 8, and makes a summary mention of SDG targets that fall outside of SDG 8 that also hold relevance to the priorities of the constituents.

The Lesotho DWCP III notably progressed in this regard, as it provides an overall analysis of the programme's priorities alignment to the SDGs as well as detailed information on the priorities' and outcomes' linkages and contributions towards the attainment of relevant SDG targets.

3.1.3. Alignment with the ILO's strategic frameworks

This subsection assesses whether the DWCP is relevant to the ILO's strategic frameworks. The DWCPs are aligned with the ILO's Strategic Policy Framework 2010–15 and the biennial programme and budget outcomes.

The SPF 2010–15 provided the framework for delivering on the Decent Work Agenda over the planning period in response to the needs of ILO constituents. While it aimed to provide a stable framework, it was open to adaptation to new developments, in particular through the adoption of each biennial P&B during the planning period.[23]

Overall, the evaluation found that the DWCPs address the strategic objectives of employment, social protection, social dialogue and rights at work, which are the four pillars of the Decent Work Agenda, while emphasis is placed across countries on services to constituents.

Further, interviews and document review confirmed that the four DWCPs, through their Outcomes and CPOs, are closely aligned with the biennial P&B Outcomes and Indicators for the periods under evaluation. DWCPs covered most of the P&B Outcomes, even if the level of investment and intensity of activity varied by outcome. (Please refer to section 3.3 ("Effectiveness") for more information on how DWCP results aligned with P&B Outcomes.) Table 9 summarizes the linkages between the DWCPs and the ILO P&B Outcomes.

Table 9. Alignment of the DWCPs to the ILO's Programme and Budget Outcomes

Countries	P&B 2014–15	P&B 2016–17 / 2018-19
Lesotho	Outcomes 1, 3, 4, 6, 8, 9, 10, 12, 16	Outcomes 1, 3, 4, 7, 8, 10
Madagascar	Outcomes 1, 4, 7, 8, 9, 10, 16	Outcomes 1, 2, 3, 4, 5, 6, 7, 8, 9, 10
The United Republic of Tanzania	Outcomes 1, 2, 3, 5, 8, 9, 10, 11, 16	Outcomes 1, 4, 5, 6, 7, 8, 10
South Africa	Outcomes 1, 2, 3, 4, 5, 6, 11, 12, 18	Outcomes 1, 2, 3, 4, 7, 8, 10

Source: Evaluators from document review.

---

23 ILO: *Strategic Policy Framework 2010–15. Making decent work happen*. ILO Governing Body. Geneva, March 2009.

3.1.4. Current relevance and adaptability

Finding 4: Across countries, the DWCPs continue to be relevant to the needs of the constituents and to national, regional and international development frameworks. The ILO and the constituents in the four case study countries adapted their DWCPs to changes in the context to different degrees. DWCPs in Madagascar and the United Republic of Tanzania were found to be more flexible and better able to adapt to context changes than were those in Lesotho and South Africa. Further, the ILO and the constituents used a variety of effective strategies to remain relevant in the absence of a formal process to update the DWCP documents.

Lesotho and South Africa recently approved third- and second-generation DWCPs respectively. In the United Republic of Tanzania, the DWCP II (2013–16), though not officially signed by the Government of the United Republic of Tanzania and social partners, is still in force, while the design of the DWCP III (2019–23) has been completed and is pending approval from constituents (expected for 2019). Madagascar is still under the first DWCP (2015–19) and the development of a second DWCP is expected to be initiated during 2019.

Lesotho

During the DWCP II implementation, the absence of sound monitoring tools and processes hindered the ability of the ILO and constituents to adapt the DWCP – as an overall programme – to context evolutions. However, in Lesotho, through the National Advisory Committee on Labour's (NACOLA's) meetings and decisions, along with ILO support to constituents, the ILO adjusted its CPOs as needed. The inclusion of labour migration issues that emanated from the SADC in workplans suggests that stakeholders were able to adjust the DWCP to respond to emerging needs and priorities.

A third-generation DWCP (2018–23) was finalized in March 2019 and approved in May 2019. The evaluation concluded that the recently sanctioned DWCP continues to be relevant to the needs of the constituents and to national, regional and international development frameworks, and that it is also aligned with the ILO's strategic frameworks.

The evaluation found that this DWCP was also based on extensive consultations, led by the Ministry of Labour and Employment, and that it had involved key government ministries, employers' organizations and trade unions, civil society organizations, the UN system, as well as ILO technical specialists based in the subregion and in Geneva.

Further, through document review and interviews, the evaluation concluded that the formulation of this DWCP is in alignment with national development frameworks for the period 2019–23, the National Strategic Development Plan II and UNDAF.

The development of this DWCP took into consideration the following: (a) the Decisions of the 2018 Annual Meeting of SADC Ministers responsible for labour and employment, and the social partners; (b) the SADC Industrialization Strategy and Roadmap 2015–2063; (c) the AU Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development (Ouagadougou + 10); (d) the AU Agenda 2063; and (e) the ILO 2018–19 Programme and Budget.

Madagascar

No formal revisions were made to the DWCP that was validated in 2015. ILO tripartite stakeholders affirmed that the DWCP remained largely relevant throughout the implementation timeframe. However, according to one government official, because the original mapping of sectoral development programmes was carried out in 2008, some planned outputs and activities were no longer part of some ministries' action plans in the 2015–19 period, and were therefore not implemented. The DWCP Mid-Term Review

(MTR) likewise noted that the DWCP was out of sync with changes in government plans and administrative configurations, and should have been updated.

Although the national stakeholders did not revisit the DWCP during the period under evaluation, the ILO adjusted its programme of work to contextual changes. Through unanticipated international cooperation programmes and country office advocacy, the ILO, in collaboration with tripartite constituents, opened the promotion of fair migration as a new, relevant area of work, albeit not explicitly planned in the DWCP.

Other adaptations to changes in the country context made by the ILO Country Office for Madagascar, Comoros, Mauritius and Seychelles (CO–Antananarivo) were more tactical. One ILO official noted that, in response to instability at the national level, throughout much of the 2014–19 period, the Country Office focused many of its activities on the regional and local levels, where government partners were less affected.

The Country Office also showed flexibility in rapidly seizing openings created when the former ILO Country Office Director became Prime Minister of Madagascar in 2018. After a ten-year gap, during which Madagascar ratified no new international labour Conventions, the Country Office quickly mobilized to respond to a government request to prepare for the ratification of five international Conventions and one Protocol.

The United Republic of Tanzania

The implementation of the DWCP adapted to the Government of the United Republic of Tanzania's evolving priorities, and adjusted and updated the DWCP annual implementation plan to address pending issues in the United Republic of Tanzania labour market. In fact, the ILO's support work continued after 2016 by addressing issues that were still relevant from the 2013–16 DWCP. In this way, since 2017, the ILO was able to provide needed input and support to Mainland's and Zanzibar's stakeholders on several issues. Some examples include: (a) the ILO's contribution to social protection reform, based on the ILO's response to social system needs based on government requests; (b) the adaptation of the ILO's annual implementation plan regarding the development of regulatory and policy frameworks to the changing context of the country; and (c) the gradual mainstreaming of skills development programmes (apprenticeship, recognition of prior learning (RPL)), going from pilot initiatives supported by the ILO to replication and expansion of the same by agencies of the Government of the United Republic of Tanzania.

South Africa

Evidence from the evaluation revealed a number of limitations related to the monitoring and evaluation processes (please refer to section 3.2). These factors hindered the systematic follow-up of the programme's implementation and monitoring of progress made towards measurable outcomes and indicators, as had been defined in the DWCP document.

The South Africa 2010–14 DWCP was eventually extended until the end of 2018. During the eight years during which it was implemented, the DWCP did not undergo any reformulation or adjustment. The Pretoria Office asked the social partners to come up with a limited number of priority outputs per biennium. This process was undertaken for 2011, and again for the biennium 2012–13. The practice now is that the priorities of the social partners are used by the Steering Committee, and then the ILO, for determining the priorities for the biennia of the ILO programming cycle.[24] There is also ample documentary evidence that ILO support to the Ministry of Labour and Employment was delivered on a demand basis.

Nevertheless, several stakeholders expressed their concern about the partial capacity of the DWCP to adapt to a changing context, more so taking into account the global financial crisis effects during the last decade.

---

[24] South Africa DWCP MTR, p. 11.

Regarding the current relevance, South Africa recently approved a second-generation DWCP (2018–23). The evaluation found that the new DWCP is relevant for addressing the needs of the constituents. As was the case with its predecessor, the DWCP formulation was the result of consultative engagements by the tripartite-plus constituents within the structures of NEDLAC.

One of the key lessons drawn from the assessment of the first-generation DWCP in South Africa was the critical importance of focusing on only a limited number of priorities in the formulation of a DWCP, with a consensus that "less is more". Accordingly, the main priorities of the next South Africa DWCP as identified by the constituents are to (a) promote more and better jobs, (b) broaden social protection coverage, and (c) promote strong and representative employers' and workers' organizations.

Likewise, the DWCP II was designed to contribute to national, regional and international development frameworks, including the ILO's strategic frameworks. Through document review and interviews, the evaluation found that the identification of priorities stems from the 10 ILO P&B Outcomes. Further, it was noted that these identified priorities are aligned with national, subregional, continental and global frameworks, and specifically with (a) the National Development Plan – Vision 2030; (b) the Medium-Term Strategic Framework 2014–19; (c) the SADC Industrialization Strategy and Roadmap 2015–2063; (d) the SADC DWP 2013–19; (e) the AU Agenda 2063; (f) the AU Declaration on Employment, Poverty Eradication and Inclusive Development in Africa; and (g) the SDGs.

3.1.5. SADC DWP relevance

Regional and international frameworks

Finding 5: The SADC DWP is well aligned with the SADC's main objectives, the Regional Indicative Strategic Development Plan and other regional frameworks. Also, the SADC DWP is aligned with the ILO's Strategic Policy Framework 2010–15 and the biennial programme and budget outcomes.

The SADC DWP contributes the main objectives of SADC: To achieve economic development, peace and security, and growth; alleviate poverty; enhance the standard and quality of life of the peoples of Southern Africa; and support the socially disadvantaged through regional integration. These objectives are to be achieved through increased regional integration, built on democratic principles, and equitable and sustainable development.

Furthermore, as reflected in the MTR,[25] the programme is well aligned with other relevant Regional Economic Community level instruments, such as the SADC Charter of Fundamental Social Rights, HIV/AIDS and employment, child labour and social security, among others. Likewise, the SADC DWP priority interventions and outcomes contribute to the realization of the overall goal of the Regional Indicative Strategic Development Plan (RISDP): to improve human capacities and utilization for social and economic development.

The SADC DWP is also well aligned with other regional frameworks such as: the 2004 AU Declaration on Employment in Africa; the Ouagadougou Summit Declaration and Action Plan: 2004; and the Decent Work Agenda for Africa: 2007–2015.

Also, the SADC DWP contributes to the SDGs, Goal 8: To promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

Additionally, the SADC DWP outcomes were aligned with the ILO Strategic Policy Framework for 2010–15. Likewise, the SADC DWP is strongly linked to the ILO's the biennial programme and budget outcomes.

---

[25] SADC DWP Mid-term review draft report. DPC & Associates. October 2017.

Countries' views

This section reflects the national stakeholders' views on the current SADC DWP relevance, considering that it began in 2013.

Finding 6: Coherence between the national DWCPs and the SADC DWP is evident, although there are differences between the regional and the countries' priorities and outcomes.

Overall, coherence between the national DWCPs and the SADC DWP is evident in regard to the challenges identified in the context analysis of both the country and the region. At the level of priorities and outcomes, both the DWCPs and the DWP reinforced and complemented each other. However, SADC outcomes are more focused on promoting the adoption of international labour standards. Also, all of the SADC DWP priorities are not necessarily reflected in the DWCPs. On the other hand, national DWCPs may focus on complementary outputs that were not included in the SADC DWP.

Finding 7: Globally, the SADC DWP priorities continue to be important from the national perspectives. However, regional decisions need to be trickled down to the national level, with tripartite follow-up of the outcomes of regional decisions at country level; also, member States need to allocate funding to implement SADC decisions, implying that higher levels of political will are needed. These two elements (the follow-up of implementation by local stakeholders in order to ensure ownership and country-funding of SADC DWP initiatives) have been very limited until now.

Regarding its current relevance, overall, there was widespread agreement amid informants familiar with the SADC DWP that its priorities continue to be important from a national perspective, although most also underlined that, since 2013, there had been significant changes in the social, political and economic context in the region and the respective member States.

Along these lines, many stakeholders underlined the potential of the SADC to mainstream decent work issues, both at the regional level as well as at the level of its 16 respective member States. Consequently, proposals emerged for updating the SADC DWP, in order to frame it as a more reactive strategy that allows for addressing in a more effective way the present conditions and challenges, both at the regional as well as at the level of the SADC member States.

However, the main challenge for a multilateral mechanism such as the SADC to remain relevant for its members is that regional decisions are trickled down to the national level, with tripartite follow-up of the outcomes of regional decisions at country level, and that there is enough political will among member countries to prioritize and ensure funding to implement those agreements. Often, that is not the case. The records of the SADC meeting of ministers of employment and labour at Windhoek, Namibia (March 2019) contain numerous examples of continuous delays in countries' compliance with previous regional agreements.

Stakeholders' reflections on the ILO's approach to DWCPs

Finding 8: There is a perception among ILO staff at the subregional level (ILO Decent Work Technical Support Team (DWT) for Eastern and Southern Africa and ILO Country Office for South Africa, Botswana, Lesotho, Namibia and Eswatini (DWT/CO-Pretoria)) and at the country level (for example Lesotho, South Africa and, to some extent, the United Republic of Tanzania),who think that the ILO's DWCP approach does not fit in all circumstances with the current national models, or with the actual national priorities. More, several stakeholders in Lesotho and South Africa expressed the opinion that social partners[26] tend to see the DWCP as being the ILO's Country Programme, rather than as being a joint programme, and thus they consider the ILO to be a donor, instead of an equal partner.

---

[26] Workers' and employers' organizations.

Although DWCP's vary from country to country, and although these programmes are prepared in consultation with national stakeholders, informants at the regional level (DWT/CO–Pretoria) and in the countries (e.g. Lesotho, South Africa, Tanzania, to some extent) felt that the ILO DWCP approach does not necessarily fit in all circumstances with the current national models, or with the real national priorities.

Key stakeholders, in line with some of the documents that were reviewed for this evaluation, reflected concern about the prioritization of specific ILO objectives, which may not necessarily fit with the readiness in specific countries. However, these priorities may be considered as containing aspirational objectives that constitute valid guidelines for the longer term.

Further, largely complex and "aspirational" DWCPs usually result in overambitious goals that are hardly reachable. More so, often, constituents' inability to fully implement what has been agreed on and approved in the DWCPs may be seen as unwillingness on their end.

Nevertheless, as expressed by some interviewees, there is a case to be made for having minimum requirements for DWCPs' design, so they can effectively be integrated and have balanced strategies to meet the ILO's strategic objectives around priorities identified by national tripartite constituents, grounded in the country-specific context and responding to contemporary challenges.

Moving to a different topic, stakeholders' expectations for comprehensive support from the ILO for DWCP implementation suggests they perceive the DWCP as being similar to a donor Project. Moreover, several stakeholders in Lesotho and South Africa, expressed the opinion that social partners tend to see the DWCP as the ILO's Country Programme, rather than a joint programme, and thus they consider the ILO as a donor, instead of an equal partner.

At the same time, various informants, at the regional (DWT/CO–Pretoria) and national levels (Lesotho, the United Republic of Tanzania, South Africa) felt that technical/cooperation projects within the Decent Work Agenda are often driven by external (foreign) donors who bring their own priorities rather than the best interest of the country in which the programme is being implemented. This may be resulting in the perception of certain issues getting more attention than others, not necessarily reflecting and addressing the real national priorities.

3.2. COHERENCE AND VALIDITY OF DESIGN

This section of the evaluation examines whether the principles of results-based management were applied. It also analyses the coherence and validity of the design. To do so, the evaluation focused on the following key aspects: the logic and coherence of the DWCPs under review, the DWCPs' evaluability, and the monitoring and evaluation arrangements that were put in place.

SUMMARY OF MAIN FINDINGS

The DWCPs' designs were based on a thorough analysis of the countries' context and the challenges the programmes intended to address. However, the documents did not develop an underlying theories of change to explain how proposed interventions would lead to desired outcomes. The DWCPs' documents also contained some design flaws. Linkages or chains of causality between priorities, activities, outputs and outcomes were not always well defined. Thus, the DWCPs are only partially aligned with the ILO's results-based management approach.

The evaluation also found that more explanation was required to elucidate the implementation strategy of programme components and to highlight the difference between the DWCP outcomes and the ILO CPOs, especially as it related to the budget.

Regarding monitoring and evaluation arrangements, the country case studies show that, except in the case of the United Republic of Tanzania, the ILO supported the creation or the strengthening of tripartite national structures in charge of steering DWCP implementation and monitoring progress in that regard. The different national steering committees in place organized meetings on the implementation of the national DWCPs and regional SADC DWP. They also provided platforms for the regular monitoring of

the programmes, allowing the constituents to follow implementation. However, several factors hindered effective DWCP and DWP monitoring and limited evaluability.

Finally, the evaluation concluded that weak project design, together with an absence of ToCs, did not provide a strong reference framework for the DWCPs and DWP evaluation. Monitoring plans, processes and tools in place were not well suited for conducting effective monitoring. These combined factors seriously hinder the evaluability of the DWCPs/DWP.

3.2.1. Results-based approach

The present section examines the extent to which DWCP designers applied RBM principles.

Finding 9: The DWCPs reflect results-based management (RBM) design principles, although some gaps exist, that affect their usefulness.

The DWCPs and the SADC DWP structures reflect RBM principles, which the ILO defines as "a management approach that directs organizational processes, resources, products and services towards the achievement of measurable outcomes."[27] Across countries and at the subregional level, the respective DWCPs and DWP documents clearly analyse the national/regional contexts, including detailed analysis of key challenges. Also, the DWCPs and DWP strategies are presented using results frameworks that link desired outcomes, outputs and activities.

In the four case study countries and the SADC DWP, the programme documents offered limited information on the proposed implementation strategies, in comparison with the relatively long and well-developed background sections. Planned interventions, as well as which stakeholders will lead and participate in implementation, are only briefly described, which could contribute to difficulties conveying the strategy to individuals who were not involved in its development process.

Likewise, the documents do not clearly distinguish between the DWCP and the ILO DWCP/DWP programme of work, potentially blurring the lines between the DWCP as a planning framework for national stakeholder actions and the ILO Country Programme. For example, although the DWCPs include budgets, it was not clearly indicated that the DWCPs' budgets only referred to the ILO's anticipated contribution to the DWCP/DWP implementation. Based on the size of the budgets, this appears to be the case.

Interviews in Lesotho, South Africa and Madagascar highlighted that various tripartite constituent representatives did not understand the DWCP to be a framework for their own fundraising for implementation. (For example, a Madagascar government official stated, "My main problem is that I have no budget if the ILO does not provide its support.") This possibly confirmed confusion between the ILO CPOs and the DWCPs' outcomes as a broader planning framework on decent work promotion. In this regard, an ILO specialist said that the DWCP framework to support countries was not widely or properly understood. Another specialist opined, "Constituents perceive the DWCP as an ILO programme; thus, they just sit and wait for the ILO to come and offer its help."

3.2.2. Logic and coherence of the DWCPs under review

In this section, the evaluation team addresses the evaluation question related to the logic and coherence of the DWCPs and the SADC DWP.

---

[27] ILO: *Applying Results-Based Management in the International Labour Organization. A Guidebook, Version 2*. International Labour Organization, 2011

Finding 10: The DWCPs and DWP strategies were presented using a results-based framework. However, overall, linkages or chains of causality between priorities, activities, outputs and outcomes were not always well defined. Further, explicit theories of change are lacking.

Overall, the DWCPs' strategies are presented using results-based frameworks containing the desired outcomes, outputs and activities. For each outcome, the document presents indicators and end-of-programme targets with baseline values, when available.

The DWCPs' intervention logic, as reflected in the results-based frameworks, is coherent with the context analysis that was conducted and, in general, the priorities and outcomes clearly stemmed from it. However, the evaluation found that linkages or chains of causality between priorities, activities, outputs and outcomes were not always well defined.

Further, the documents are missing explicit theories of change to describe how proposed interventions would lead to desired outcomes. This is an important omission because it makes it difficult to assess later whether the strategies and actions undertaken were valid, relevant and effective. Most documents are also lacking analysis of key assumptions, significant risks and possible mitigation actions.

The SADC DWP priorities are likewise well anchored on the situation analysis of the decent work deficits affecting the region, based both on the findings of the MTR and this evaluation's analysis. Outcomes and outputs are logically resulting from the problem analysis. As with the DWCPs, the SADC DWP is lacking an explicit ToC. Further, the DWP lacks specific activities, which, as highlighted in the MTR, makes it difficult to assess which activities and operations in the implementation plan have been undertaken already.

3.2.3. Monitoring and evaluation

This section examines whether monitoring and evaluation were carried out as foreseen.

Monitoring and evaluation arrangements

Finding 11: Except in the case of the United Republic of Tanzania, the ILO supported the creation or the strengthening of tripartite national structures in charge of steering DWCP implementation and monitoring progress in that regard.

The ILO supported the creation or the strengthening of tripartite national structures in charge of coordinating DWCP implementation and monitoring its progress (referred to later in the document as "Steering Committees"). In Lesotho, NACOLA was in charge of steering the DWCP; in Madagascar, CO–Antananarivo supported the creation of a Decent Work Department within the Ministry of Labour in 2015 to be the DWCP secretariat. In South Africa, the DWCP was regularly monitored through a steering committee that is embedded within the structures of NEDLAC. NEDLAC has assumed full responsibility for financing, coordinating and hosting the DWCP Steering Committee meetings and providing secretariat support to ensure its full functioning.

In the case of the United Republic of Tanzania, where the DWCP was never approved by the Government, no tripartite monitoring system was established. Both the ILO and the Government of the United Republic of Tanzania followed up on DWCP implementation on their own, although government representatives did not provide evidence to the evaluation team of the existence of a specific monitoring system on DWCP implementation.

At the regional level, the SADC Employment and Labour Sector (ELS) Technical Committee, supported by the SADC secretariat and DWT/CO–Pretoria, is responsible for the implementation and management oversight of the SADC DWP.

Finding 12: The different national steering committees in place organized meetings on the implementation of the national DWCPs and regional SADC DWP. They also provided platforms for the regular monitoring of the programmes, allowing the constituents to follow implementation. However, several factors hindered effective DWCP and DWP monitoring and limited evaluability.

In Lesotho, there was consensus among tripartite constituents that a number of challenges (e.g. weak technical capacities and a lack of sufficient funding) prevented NACOLA from adequately steering the process and monitor the progress made towards the attainment of measurable results – DWCP indicators and outcomes – as defined in the DWCP II document.

To the knowledge of the evaluator team, apart from NACOLA's minutes and a DWCP Implementation Status report – dated June 2017 and focused on the description of activities undertaken – there are no reports on the progress of the implementation of the Country Programme produced by any national body.

In the case of Madagascar, feedback from key informants in the ILO and the Ministry of Labour indicated that the strategies put in place were only partially successful in enabling effective monitoring of DWCP implementation. The relative inexperience of the secretariat, frequent turnover among designated focal points, difficulty obtaining data on high-level indicators, insufficient resources for monitoring and lack of high-level buy-in for the DWCP framework were all factors that hindered effective DWCP monitoring. In this regard, up-to-date data on high level outcome indicators were not readily available.

Representatives of both workers' and employers' organizations indicated that they were largely unaware of actions taken by the Government to implement DWCP activities, and were surprised and sceptical of the findings of the 2018 MTR that showed that 20 per cent of planned activities had been completely achieved and that progress was being made toward achieving 48 per cent of the remaining planned activities (the percentage of activities that had either been partially achieved or were in progress). When these results were presented to them in December 2018, both employers' and workers' representatives indicated that insufficient information was provided to them to assess the reported progress.

Regarding the United Republic of Tanzania, there has been no systematic tripartite follow-up exercise conducted to measure the results of the DWCP, or any joint tripartite monitoring system in place. That is, while there is a clear definition of indicators used by the ILO in the results-based framework to monitor progress on the DWCP implementation, the monitoring information on CPOs related to the DWCP is not regularly shared with constituents through meetings or any other reporting mechanism at national or subnational level, in a way that it may support decision-making by the Government and social partners.

On their side, representatives of the Prime Minister's Office Ministry of Labour, Youth, Employment and People with Disability (PMO-LYED) reported that they used their own framework to monitor the 2013–16 DWCP and that they expect to have a common tripartite monitoring framework for the next DWCP. PMO-LYED stated that the DWCP monitoring "was not done well". While quarterly reports were provided to the Ministry of Finance, the report was insufficient for reporting on DWCP implementation and the needs of the social partners. Both workers' and employers' representatives confirmed that in the 2013–16 DWCP, there were plans for a monitoring framework, but it was not implemented.

In South Africa, the DWCP Steering Committee organized quarterly meetings on the implementation of the South Africa DWCP aimed at presenting the progress of implementation of each output of the DWCP. While this is considered a good practice that allowed the constituents to keep abreast of implementation and to play their management oversight role, there were also more critical opinions among stakeholders, related to an observed lack of reporting on and analysis of the achievement of the outcomes. Most informants concurred that stronger monitoring processes and tools should be used, including reporting on progress against output and outcome indicators.

Regarding the evaluation of the South Africa DWCP, the MTR was conducted in 2013, which, at the time of the current evaluation (June 2019), leaves a gap of six years between these two evaluative activities. Constituents therefore underlined the need to undertake evaluations at more regular intervals, in order to

ensure the generation and analysis of data related to the achievement of outcomes, as well as the collection of feedback that is needed for improving further programme delivery.

At the regional level, the SADC secretariat coordinates the implementation, monitoring and evaluation of the SADC DWP, and provides logistical and administrative support and backup. It liaises with DWT/CO–Pretoria on the execution of the various outputs and activities.

Also, the SADC ELS Technical Committee meets biannually to review updates and reports on activities undertaken within the framework of the SADC DWP. An MTR of the SADC DWP was conducted in 2017. However, stakeholders consulted highlighted that the SADC secretariat was understaffed and underfunded, which hindered effective management and monitoring of the DWP.

Also, as reported by the DWP MTR, there is a general view that member States are challenged by, among others, capacity constraints when it comes to driving the implementation of the Decent Work Agenda in general and the SADC DWP in particular. For example, the implementation and monitoring of a range of international labour standards that are part of the DWP imply significant technical and administrative capacity with, for example, labour and health ministries and other sector departments.

Evaluability of the DWCPs and DWP

Finding 13: Weak project design, together with an absence of ToCs, does not provide a strong reference framework for the DWCPs and DWP evaluation. Monitoring plans, processes and tools in place were not well suited for conducting effective monitoring. These combined factors seriously hinder the evaluability of the DWCPs/DWP.

Assessing the evaluability of the DWCPs/DWP includes an assessment of various aspects, including the context analysis that was conducted, the established priorities, the programmes' outcomes and indicators, the ToCs, and the consideration of existing monitoring reports and data.

Overall, across countries and at the regional level, the evaluation found that the DWCPs and the DWP are based on a sound context analysis and, as highlighted earlier, the priorities and outcomes are anchored in such an analysis. However, the absence of clearly articulated ToCs for the DWCPs or the DWP constrains evaluators' ability to either validate or identify weaknesses in the intervention strategy. More so, as explained in the previous section, there are weaknesses in the application of the RBM approach and in the programme's internal logic.

The evaluability of the DWCPs/DWP is thus hindered by the absence of SMART (Specific, Measurable, Achievable, Realistic and Time-bound) Key Performance Indicators and furthermore by the weaknesses in baselines and targets definition.

Regarding data availability, monitoring plans were developed for the DWCPs and the DWP. The monitoring and evaluation plans usually include outcomes and inputs, along with indicators of achievement, baseline values, proposed targets, and the means of verification/data source and collection. However, and this has already been underlined by other ILO evaluation reports concerning DWCPs, the evaluation found some weaknesses in the definition of "indicators". Many output and outcome indicators do not meet the SMART criteria.

Regarding "baselines" – which are intended to represent a situation prior to the intervention, or the initial value of a numeric indicator at the beginning of the period – the evaluation notes that they are often formulated in rather vague terms, often without stating the units of measurement.

Likewise, the evaluation found that "targets" – the final value to be achieved for each indicator by the end of the period – tend to be formulated in a rather imprecise way and, as a result, they are neither easily verifiable, nor feasible within the timeline of the DWCPs/DWP.

Conclusions on design

"Managing for results" means clearly defining the expected results, delivering the project, measuring and evaluating performance, and making subsequent adjustments to improve both efficiency and effectiveness. It also means reporting on performance to key audiences.[28] Through documentary review and interviews, the evaluation found that, across the board, the DWCPs and DWP monitoring and evaluation processes also presented some shortcomings. Considering the above-mentioned factors, the evaluation concluded that the DWCPs under review, along with the DWP, were only partially aligned with the ILO's RBM approach.

The relatively weak programme design, together with the absence of ToCs, do not provide a strong reference framework for the DWCPs and DWP evaluation. Furthermore, the monitoring plans, processes and tools in place were not well suited for conducting effective monitoring. The combination of these factors seriously hinders the evaluability of the DWCPs/DWP.

3.3. EFFECTIVENESS

This section aims to provide a global overview of (a) the main challenges encountered in the implementation of the DWCP; (b) the key results achieved to date; (c) how ILO supported the DWCPs; and (d) the key factors of success. In this section, the evaluation team also examines how the results addressed the ILO's cross-cutting policy drivers. Finally, the section ends with a brief assessment of the SADC DWP effectiveness.

SUMMARY OF MAIN FINDINGS

The four case study countries shared many common challenges to attaining the expected DWCPs' results. These included overly ambitious goals vis-à-vis the different countries' contexts, constituents' limited technical capacity and budget constraints, limited capacities of the DWCPs Steering Committees for effective implementation and monitoring, lack of understanding of tripartism by some government ministries and agencies, and limited collaboration with other government and UN agencies. The evaluation also found specific challenges by country.

In the SADC region, the differences between the four countries under review are considerable, though all are challenging contexts. The DWCPs set up overly ambitious goals and objectives for the different programmes; thus, in practical terms, they became widely unreachable. In this regard, inability to fully implement what has been agreed on and approved in the DWCPs may be, and in most cases is, perceived as lack of effectiveness.

A review of the country case studies' findings shows that the DWCPs produced several noteworthy results. Collectively, the DWCPs addressed P&B Outcomes 1–9. In addition, DWCPs achieved a sizable number of their respective CPOs. The thing that makes these accomplishments so significant is the challenges that the DWCPs faced.

ILO cross-cutting policy driver results were uneven. The most relevant results were obtained in regard to international labour standards and social dialogue. Gender equality and non-discrimination are in need of improvement. Integration of environmental sustainability as a cross-cutting policy driver was in the DWCPs across countries.

About the strategic fit between the SADC DWP and the DWCPs, in Lesotho, the United Republic of Tanzania and South Africa, the SADC DWP was viewed as a framework that established regional objectives to which member States should adhere. Madagascar, however, did not participate extensively in ILO-supported SADC programmes. Nevertheless, follow-up by case study country constituents on SADC DWP agreements was generally weak, limiting potential synergies between the DWCPs and the DWP.

As for the effectiveness of the SADC DWP, while progress was achieved under regional and technical work, the same cannot be said regarding promotional work and information sharing, where little to no progress was made.

The SADC DWP contributed to reinforce the capacity for LMIS in SADC member States, and supported the establishment of an institutional framework and mechanisms for collecting, analysing and disseminating labour market information at country and

---

[28] ILO: i-eval THINK Piece, No. 9. Common issues affecting monitoring and evaluation of large ILO projects. Robert Lahey. Published by the International Labour Office, Evaluation Office, November 2015.

SADC levels. Further, it promoted the development and adoption of a labour migration policy in the SADC region. Also, the SADC DWP supported member States in domesticating regional labour migration policies. Further, important progress was made towards the ratification of the SADC Protocol on the Facilitation of Movement of Persons.

The SADC and SADC member States made progress towards the elimination of human trafficking. However, progress on the ratification and domestication of international labour standards was relatively modest. Some progress has been attained in member States adhering to the SADC Code on Child Labour.

A SADC Youth Employment Promotion Policy Framework was approved in 2016 and is currently being domesticated by some member States. However, modest advances were made regarding the strengthening of skills development policies and capacities. Progress towards member States adhering to the SADC Code on Social Security has so far been moderate.

3.3.1. Challenges with DWCP implementation

Finding 14: The four case study countries identified some common challenges to attaining the expected DWCPs results. These included overly ambitious outcomes, constituents' limited technical capacity and budget constraints, limited management capacities of the national steering committees for DWCPs, limited understanding of tripartism by some government ministries and agencies, and limited collaboration with other government and UN agencies. The evaluation also found challenges that were unique to each country.

The evaluation team identified several challenges that constrained attainment of the expected DWCP results.

Defying socio-economic contexts

High levels of poverty, unemployment and inequality are widespread (although to different extents) across countries. Unemployment especially affects youth and women. Significant decent work deficits are particularly patent in Lesotho, Madagascar and the United Republic of Tanzania, predominantly in rural areas, which translate into lack of social protection, weak enforcement of labour rights and standards, lack of occupational safety and health, and weak organization of workers. Most of the employed population is found in the informal economy, often in vulnerable employment.

Overly ambitious goals vis-à-vis the different country contexts

Globally, several stakeholders agreed that, across countries, the national socio-economic contexts were not sufficiently factored in at the DWCPs' design stage. Most agreed that the DWCPs' goals were overly ambitious vis-à-vis the different countries' contexts and the time allocated for interventions.

Technical capacity and budget constraints limited tripartite stakeholders' effectiveness

Key informants in the four countries under review highlighted capacity constraints across all constituent categories as a significant limiting factor affecting progress on the respective national DWCPs, despite ILO assistance programmes. Within the Government, weak or inconsistent levels of political will to work on labour issues (especially in Lesotho, Madagascar and the United Republic of Tanzania) translated to small budgets and under-resourced labour offices.

Across countries, both workers' and employers' organizations' representatives described over-reliance on volunteer personnel as a constraint. Trade union representatives likewise highlighted lack of technical knowledge as an overarching limitation.

Limited capacities of the DWCPs' Steering Committees hindered effective implementation and monitoring

Technical capacities shortages among understaffed and underfunded DWCPs' Steering Committees hindered their capacity to provide overall guidance and leadership for the effective implementation and monitoring of the DWCPs in Lesotho, Madagascar and South Africa. In the case of the United Republic of Tanzania, as highlighted earlier, there was no formal national mechanism for monitoring the DWCP.

Slow decision-making processes

The decision-making processes and pace towards the institutionalization of initiatives tends to be slow across countries. Across the board, constituents' pace to implement initiatives is also often slow.

Lack of understanding of the concept of tripartism by some government ministries and agencies

Another major challenge, as identified by most stakeholders across the board, was the lack of understanding of the concept of tripartism by some government ministries and agencies. This hindered progress on the adoption and implementation of key national policies and legislative frameworks within the employment and labour sector; for example, by limiting the participation of social partners in policy-making.

Limited collaboration between the ILO and other UN agencies

Although in both Madagascar and the United Republic of Tanzania, the ILO DWCP work programme included examples of joint UN projects, ILO managers highlighted that synergies with other UN agencies were relatively limited. In the case of Lesotho, there were no examples found of collaboration with other UN agencies, and in South Africa they were minimal.

Additionally, in Lesotho and Madagascar, continued political instability with periods of crisis hindered DWCP ownership, implementation continuity and capacity transfer.

Since its independence, more than 50 years ago, Lesotho has experienced recurring political instability. This situation was exacerbated from 2012 to 2017, with the collapse of two successive coalition Governments and the occurrence of three rounds of national elections.

Also, in Madagascar, the period 2014–19 included significant periods of civil unrest, political upheaval and conflict between the executive and legislative branches, which culminated in the Parliament voting to impeach the previous President in 2015. It was not until the end of 2018 that presidential elections installed what stakeholders hope will be a stable Government.

National stakeholders in both countries underlined that political volatility produced recurrent shifts of policies and priorities, as well as high turnover rates for senior positions in key ministries and government agencies. In turn, this created unpredictability and uncertainty, which negatively affected not only the DWCPs' implementation, but also the overall consolidation of results.

Further, in Madagascar, ILO internal constraints, such as limited development cooperation funding and relative isolation from regional technical support structures, also constrained results.

The decision-making processes and pace towards the institutionalization of initiatives tends to be especially slow in the United Republic of Tanzania. A member of the ILO Pretoria DWT team said, "It may take six or seven years to see things bear fruit." There is a very long delay for ministries to approve drafts of laws. While social partners are cooperative, their pace to implement initiatives is also often slow.

The political autonomy of the Mainland and Zanzibar poses some specific challenges for DWCP implementation in the United Republic of Tanzania. There are differences between the Mainland and Zanzibar's legal frameworks. In Zanzibar, there is a greater need to align laws with international labour standards and to improve policies and data management capacity. Most of the ILO's support on labour issues goes

to the Mainland. Since 2017, although the ILO has been trying to better balance its support, Zanzibar's stakeholders still feel somewhat marginalized, especially from regional initiatives, such as the SADC, in which they do not participate and are not consulted. In addition, social partners in Zanzibar complained that they have not received a copy of the draft DWCP (2019–23).[29]

In South Africa, partnerships that were established by the ILO with other government agencies, in addition to the Ministry of Labour, as well as with technical cooperation projects, appeared to have created some friction among the tripartite constituents, as they feel they are not sufficiently involved in their approval, management and monitoring.

3.3.2. Main results achieved

In the absence of national monitoring reports on the progress of the implementation of the countries' programmes, it was not possible to assess, on the basis of indicators, the progress achieved towards the DWCP outcomes.

Furthermore, the different DWCPs include several priorities, a large number of outcomes and outputs, thus making it difficult to provide (in a summarized, informative and useful way) a detailed picture of all the achievements in all four countries. For this reason, the present subsection aims at presenting a general, yet sufficiently detailed, picture of the key results that were achieved in each country, as well as the remaining challenges.

Finding 15: In the SADC region, the differences between the four countries under review are considerable, though all are challenging contexts. The DWCPs set up overly ambitious goals and objectives for the different programmes; thus, in practical terms they became widely unreachable. In this regard, inability to fully implement what has been agreed on and approved in the DWCPs may be, and in most cases is, perceived as lack of effectiveness.

In the SADC region, the differences between the four countries under review are considerable. These include the size of the case study country labour markets, national constituents' levels of experience with social dialogue, and the stage of development of the respective economies. Each one of the SADC countries presents challenging contexts, historic backgrounds and socio-economic realities that make simplified quantitative analysis and comparisons inadvisable.

Additionally, key stakeholders, in line with some of the documents that were reviewed for this evaluation, expressed concerns about the prioritization of specific ILO objectives in the DWCPs. Some of these may not necessarily fit with the readiness in specific countries, even though these priorities may be considered as containing aspirational objectives that constitute valid guidelines for the longer term.

Based on interviews conducted in the countries and at the DWT/CO–Pretoria, this was found to lead to setting up overly ambitious goals for the DWCPs. This, in turn, generated unrealistic expectations among

---

[29] The United Republic of Tanzania is composed of two distinct and formerly separate regions, the Mainland (previously known as Tanganyka) and the semi-autonomous government/islands of Zanzibar. In the United Republic of Tanzania, there are "Union issues", such as Defence, Foreign Relations and Immigration, which bind both the Mainland and Zanzibar to a common legal framework and national authority, and other "non-Union issues" (such as Education, Health and Social Security) which may differ in the two regions. Labour is a non-Union issue, thus there are differences in legal frameworks concerning labour issues, that need to be addressed separately with each region. Likewise, each region has its own set of separate labour-related institutions (ministries) and workers' and employers' organizations, with which DWCP implementers have to meet separately. Also, contacts among Mainland and Zanzibar stakeholders at all levels are rather limited. Thus, training for governments (the Government of the United Republic of Tanzania and Government of Zanzibar staff) and social partners in each region has to be organized separately, and the needs, strengths and weaknesses of implementers vary, depending of the specific issue, from one region to the other. Both a Mainland and a Zanzibar delegation every year attend the International Labour Conference. However, In the case of the SADC DWP, as this an international affairs matter (which is considered a "Union matter"), only the Mainland's government representatives attend these meetings.

the ILO and the constituents. It also generated increasing pressure on constituents, in particular, once the reporting on implementation at national level had started. Thus, the aims of "maximalist" and too complex DWCPs became widely unattainable.

Finding 16: A review of the findings of the country case studies shows that the DWCPs produced several noteworthy results. Collectively, the DWCPs addressed programme and budget outcomes 1–9. In addition, the results of 64 CPOs were recorded in the ILO's financial software, implementation reporting and dashboards. The thing that makes these accomplishments so significant were the challenges that the DWCPs faced.

The evaluation found that, despite the identified challenges and differences in national contexts, the different national governments, the social partners, and the ILO joined efforts through the DWCPs, to promote the Decent Work Agenda across countries. These endeavours generated significant results which, in turn, (although to a varying extent), contributed to the ILO's P&B Outcomes. In addition, DWCPs achieved a sizable number of their respective CPOs.[30]

Thus, the evaluation team decided that, globally, it would evaluate the Country Programmes' effectiveness not so much in regard to what was planned, but in terms of what was achieved. In this respect, the achievements in all countries can be rated as satisfactory.

Stakeholders in the respective four case study countries did not succeed in fully implementing the DWCPs as planned. However, with ILO support, the national governments and the social partners were nevertheless effective in working within the constraints of each national context to make progress on the DWCPs' objectives. The results achieved contributed to furthering the Decent Work Agenda in the four case study countries. A summary of the main results achieved per country is found in the following subsections.

Lesotho

Lesotho attained noteworthy results during the period under review. Among them, the evaluation would like to highlight the technical expertise, capacity building and advisory support provided by the ILO to the tripartite task teams on the discussion and development of (a) the Lesotho Labour Policy, which is in line with international labour standards (contributing to P&B Outcomes 1 and 2); as well as (b) the National Social Protection Law (contributing to P&B Outcome 3). Notwithstanding the above, both pieces of legislation are still pending approval by the Government. Likewise, the ILO continues to play a key role in supporting the restructuring of the Ministry of Labour and Employment, which constitutes a top priority for the Ministry for 2019.

The design of the action plan to formalize the informal sector (P&B Outcome 6) and the national strategic compliance plan (P&B Outcome 7) also deserve a special mention. These policy or strategic documents were endorsed by the relevant national bodies and have been submitted to Parliament or the Cabinet, although their respective approval is still pending.

In addition, it is worth mentioning that, in response to the evolving context of labour migration in the SADC region, Lesotho's constituents developed the National Labour Migration Policy and an Action Plan 2018–20. Its recent approval and implementation (starting in 2019) contributes to P&B Outcome 9. Furthermore, achievements were made related to child labour (P&B Outcome 8), even though there is a need for continued efforts, resources and strong political commitment to effectively tackle this issue.

Finally, it is noted that both the awareness and recognition of social dialogue have increased in recent years. This is along with the ILO's efforts to strengthen the workers' and employers' organizations' role, in regard to the incorporation of their proposals in draft policies and legislation on labour and social protection. Altogether, these factors contribute to the P&B Outcome 10. Notwithstanding the above, there is

---

[30]   Detailed information on CPOs can be found in Appendices 6 to 10.

consensus among key stakeholders that the institutional capacities of the social partners need to be further reinforced.

Madagascar

With ILO assistance, constituents in Madagascar also produced several noteworthy results.

Key achievements under DWCP outcome 1 on the promotion of employment for vulnerable groups included facilitating development of an Action Plan for the Employment component of the National Policy on Employment and Vocational Training, as well as the National Action Plan for the Promotion of Decent Work in the Rural Economy. These are both key government planning frameworks that were used by relevant government offices to guide actions in line with DWCP objectives. In addition, with ILO technical assistance, the Office National de l'Emploi produced relevant studies and analysis to guide training and employment policies.

The ILO implemented development cooperation projects that tested intervention models for job placement information systems/services and employability/entrepreneurship training for youth and women. Through these projects, the ILO collaborated with regional employment offices, universities, research organizations and employers to facilitate employment access by youth and women. It also constructed schools using the well-established Employment-Intensive Investment Programme (HIMO) approach that created employment and improved access to education in vulnerable communities. These results contributed to P&B Outcome 1.

In late 2018, the Ministry of Employment merged with the Ministry of Labour, resulting in a significant changeover in personnel in the Employment Department. Because of the changeover, some of the benefits of ILO capacity building on employment strategies did not transfer to the new teams in charge of implementation, and new ILO support efforts are required.

Additionally, the ILO modestly contributed to intervention strategies to foster the transition from the informal to the formal economy through its support for the creation of informal workers' associations in five regions. This activity contributed to P&B Outcome 6. Based on feedback from stakeholders involved in project implementation, the associations require additional support. It was also recommended that the intervention model should be evaluated to inform government policy decisions.

At the request of the Government, the ILO helped with preparatory legal and regulatory work for the ratification of five international labour Conventions and one Protocol to the Government in 2018, contributing to P&B Outcome 2. In December 2018, the Malagasy Parliament voted in favour of ratification, which was followed up with formal ratification by the Government in mid-2019. Ratification opened up new avenues for follow-up action by the ILO and ILO constituents, including awareness raising and capacity building to uphold ratification commitments.

Constituents collaborated with the ILO on several small programmes that raised awareness on the negative consequences of child labour. They offered educational alternatives to children engaged in child domestic labour, commercial sexual exploitation of children and other illicit activities. Furthermore, following ILO research and awareness raising, vanilla value chain operators signed a Code of Conduct on child labour. Subsequent to this demonstration of stakeholder commitment, the United States granted US$4 million to the ILO for capacity building and direct services to reduce child labour in the vanilla-producing areas of the Sava Region.

These results contributed to P&B Outcome 8. With implementation of the vanilla programme still ongoing, key informants highlighted the need to consolidate key stakeholder collaboration with international buyers. Information sharing between the subnational and national levels of government should be strengthened in order to foster sustainability of project actions.

ILO research and effective lobbying resulted in the Government initiating efforts to strengthen legal and other protective measures for Malagasy workers abroad, especially domestic workers, which is in line with the P&B Outcomes 8 and 9. Support provided by the ILO/Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME) project resulted in an assessment of international labour migration in Madagascar. Model bilateral agreements were to be used by national stakeholders in planned negotiations with receiving countries. To date, Madagascar has not yet negotiated and signed any bilateral agreements or established mechanisms to ensure their enforcement, or areas for additional follow-up action.

Also, after years of limited progress, ILO support contributed to the adoption of a new ministerial order on the composition of the National Labour Council (CNT) and tripartite labour councils. This opened the door to reactivating formal tripartite social dialogue mechanisms and resulted in the first meeting of the CNT in a decade in 2018, contributing to P&B Outcome 10. Additional action has been taken by the Government to ensure there are regular consultations with social partners on relevant policy matters. The ILO has also taken action to build the capacity of workers' and employers' organizations to appropriately represent the views of their constituencies.

ILO Occupational Safety and Health (OSH) assessments on two international value chains were used effectively to raise awareness among value chain stakeholders. These were followed up by relevant efforts to build labour inspectorates' capacity on OSH. This contributed to progress on P&B Outcome 7. Despite progress, feedback from national stakeholders showed that the labour inspectorate continues to suffer from significant capacity deficits overall, which limits enforcement of OSH standards and the labour code more broadly.

Results in the area of extending social security protection were limited, despite the ILO's support to a high-level workshop on the formulation of a national social security policy for rural workers. Also, a small ILO-supported pilot programme to help informal workers' organizations enrol in a public health coverage scheme was an innovative intervention, but did not continue past the end of ILO funding. The ILO involved workers and employers in many programmes that indirectly built the constituents capacity, but provided limited direct capacity-building support.

The United Republic of Tanzania

The implementation of the projects and interventions linked to the DWCP in the United Republic of Tanzania contributed toward significant positive changes in regard to several DWCP outcomes.

The ILO provided support to social protection reform, which resulted in the merging by the Government of the United Republic of Tanzania of previously existing social security schemes (public, private, for the military, etc.) into two: one public, the Public Service Social Security Fund; and one private, the National Social Security Fund. In this regard, the evaluation found that the ILO responded appropriately to the social system needs based on government requests.[31] These achievements constitute a significant contribution to P&B Outcome 3.

Further, the ILO supported the Governments of both the Mainland and Zanzibar in revising and updating employment legislation. In addition, it supported formulation of specific regulations to cover various matters, contributing to P&B Outcome 1. As in the previous case, "work is in the making", and the ILO annual implementation plan adapted to the changing context of the country.

Through the revision of the National Employment Policy and the development of a Youth Employment Policy, ILO constituents contributed to the DWCP outcome of strengthening an enabling policy environment to enhance productive employment, thus also contributing to P&B Outcome 1.

---

[31]   The Social Security Regulatory Authority is a tripartite body, but since 2017 has not had a board (the Minister has not appointed a chairperson).

Additionally, the DWCP supported very relevant initiatives on skills development (apprenticeship schemes for youth in the tourism and other sectors, recognition of prior learning (RPL), mainly in/for the informal sector). These responded to employers' and workers' organizations' agendas, and later helped mainstream them to the official education framework.

For example, the DWCP started supporting the development of curricula and pilot experiences in the hospitality sector as part of a work-based apprenticeship system. It also supported the development of RPL for the informal sector in alliance with local training institutions. These results are also aligned with P&B Outcome 1. As the Government has shown interest in replicating and expanding both the apprenticeship and RPL models as part of its national employment strategy, it will continue to need ILO technical assistance to ensure implementation of both models.

Several actions undertaken by the ILO to enhance the capacity of labour institutions in the Mainland and Zanzibar to implement labour laws (e.g. labour inspectorates, Mediation and Arbitration Commissions and the High Courts) contributed to P&B Outcome 7. By training constituents and providing support to tripartite work and exchange in both the Mainland and Zanzibar, DWCP implementation also helped to strengthen social dialogue institutions and forums, thus contributing to P&B Outcome 10.

While modest, these results contributed to varying degrees to P&B Outcomes 4, 5, 6 and 8.

Notwithstanding the relative success highlighted above, important challenges remain in regard to the world of work in the United Republic of Tanzania. The country's high employment-to-population ratio and low unemployment rate conceal important decent work deficits, particularly for rural areas. There are significant decent work deficits in the United Republic of Tanzania in terms of lack of social protection, weak enforcement of labour rights and standards, lack of occupational safety and health, and weak organization of workers in a vast part of the country. In fact, about 85 per cent of the employed population is in the informal economy and almost 89 per cent of the population is engaged in vulnerable employment, with higher rates in rural areas (95 per cent).[32] The DWCP is not directly addressing these issues.

South Africa

The South African Ministry of Labour initiated a review of labour legislation intended to address two specific decent work deficits in the workplace: social protection and youth employment. This contributed to P&B Outcome 1. The ILO supported national efforts to facilitate the transition of the informal economy towards formalization, adding to P&B Outcome 6. It also supported the development of small and medium-sized enterprises (SMEs) and the promotion of sustainable enterprises, which supports P&B Outcome 4.

Likewise, the ILO provided wide-ranging support geared toward reinforcing freedom of association and collective bargaining; and building institutional capacity to implement sound wage policies and promote principles and rights related to non-discrimination in employment and occupation. These results were a significant contribution to P&B Outcome 10. Furthermore, the ILO contributed to strengthening the capacity of labour inspectors and strengthening the social partners' involvement in labour law compliance, in line with P&B Outcome 7.

Also, national awareness increased of the content of up-to-date ILO Conventions, both those previously ratified as well as those earmarked for ratification by South Africa. A National Action Plan to address the comments of the Committee of Experts on the Application of Conventions and Standards was adopted by the Government, which is expected to have significant implications on P&B Outcome 2.

Some achievements also contributed to P&B Outcome 5. For example, the ILO reinforced the mainstreaming of the principles of freedom of association and collective bargaining into workers' and employers'

---

[32]   Danish Trade Union Council for International Development Cooperation, Tanzania and Zanzibar Labour Market Profile 2018; LO/FTF Council Analytical Unit.

organizations in the agricultural sector. Furthermore, the ILO supported the Government in conceptualizing "Operation Phakisa", aimed at enhancing and transforming this sector and accelerating land reform, to ensure an inclusive rural economy.

Additionally, the Government's adoption of a white paper on international migration was an important step forward in aligning South Africa's international migration policy with the African Development Agenda, which is aligned with P&B Outcome 3.

3.3.3. The ILO's cross-cutting policy drivers

This section assesses how the results addressed the ILO's cross-cutting policy drivers – international labour standards, social dialogue, gender equality and non-discrimination – and a just transition to environmental sustainability.

Finding 17: ILO cross-cutting policy driver results were uneven. The most relevant results were obtained in regard to international labour standards and social dialogue. Gender equality and non-discrimination are in need of improvement. Integration of environmental sustainability as a cross-cutting policy driver was in the DWCPs across countries.

International labour standards

In Lesotho, the ILO, through its diverse technical assistance and advisory services, has provided considerable support during the process of adopting and domesticating international labour standards into national law.

In Madagascar, results highlighted under DWCP priority 2 were explicitly linked to upholding international labour standards (strengthening enforcement of labour laws, fighting child labour and forced labour, improving OSH standards and protecting Malagasy workers abroad), while under priority 1, ILO-supported training and employment promotion activities integrated awareness raising on rights at work.

In the United Republic of Tanzania, all ILO interventions promoted the application of international labour standards. Through their support to the implementation of the DWCP, the Trade Union Congress of Tanzania (TUCTA) and the Zanzibar Trade Union Congress (ZATUC) have also advocated for the incorporation of international labour standards in the United Republic of Tanzania. ZATUC's Strategic Plan 2015–19 prioritized the promotion of international labour standards relating to social dialogue, freedom of association, collective bargaining and occupational safety and health. Both TUCTA and ZATUC members were trained by the ILO on freedom of association, collective bargaining, negotiation skills and in writing collective bargaining agreements. ZATUC received additional technical support for the development and validation of its strategic plan. Notwithstanding the ILO's intensive efforts towards the ratification of the Social Security (Minimum Standards) Convention, 1952 (No. 102) and the Domestic Workers Convention, 2011 (No. 189), these Conventions were not ratified during the period under study.

The ILO's contribution to cross-cutting policies and strategies related to international labour standards in South Africa has been significant. A strong regulatory framework and understanding among Government and social partners on decent labour standards has been created. This allows for further development of policy and implementation of decent work programmes.

Social dialogue

There was some observed progress in enhancing social dialogue as an important policy driver in Lesotho. For example, the proposed amended legislation provided a framework for protecting freedom of association and promoting collective bargaining. However, the practice of social dialogue in Lesotho remains relatively ineffective and largely uncoordinated to date. This is due to the multiplicity of social dialogue

institutions and their overlapping functions and mandates. The result is union rivalry and the continued inadequate capacity of social partners to effectively contribute to the development and implementation of social, economic and governance policies, programmes and strategies.

In Madagascar, various DWCP implementation activities ensured tripartite participation and dialogue through the formation of tripartite consultative bodies that held national and subnational tripartite workshops and meetings. According to ILO officials, the Organization's prominence and good relations with the tripartite organizations facilitated social dialogue: "We always involve our tripartite partners, and this has facilitated social dialogue."

Social dialogue among tripartite constituents in the United Republic of Tanzania takes place most of the time and addresses diverse issues of the labour market dynamics. The ILO's support for technical assistance and capacity building strengthened the capacity for social dialogue among institutions in the Mainland and in Zanzibar. This technical assistance and capacity building was instrumental in adopting the national action plan on labour dispute prevention and resolution, which will further strengthen social dialogue in the country.

South Africa is generally perceived as having a strong institutional foundation for tripartism and social dialogue, since the country's transition to democratic governance. The new DWCP for 2018–23 states that tripartism and social dialogue "continues to be vibrant in South Africa and to play a key role in social and economic policy processes".[33]

However, through interviews and documentary review, the evaluator also encountered concerns among stakeholders about the limited scope of tripartism and current social dialogue in South Africa. It is argued that the current institutionalized social dialogue mechanisms might have mainly been used by the ILO and others to promote a limited selection of issues, mainly those related to international Conventions. This is related to the perception that there is a need to also address other decent work issues, as well as broader issues related to "the social compact" in South Africa. These may be more prevalent in particular sectors that are currently not addressed, and involve stakeholders other than only those represented in the statutory social dialogue. They may also present issues that are more prevalent in particular areas that are not considered as priorities by international actors and constituents.

There is thus concern that such issues may have been kept outside of the scope of institutionalized social dialogue. They may go beyond the reach of the ILO's mandate/focus and would need to be resolved between national partners and at the national level.

Gender equality and non-discrimination

The ILO in Lesotho actively seeks to integrate gender equality and non-discrimination across its programmes, activities and areas of work in the country. However, much remains to be done to ensure that these issues become truly cross-cutting principles that are drivers of policies.

Gender equality and non-discrimination issues in Madagascar were integrated into the DWCP in a limited way, according to key informants. One example of integration was the recognition that women were among "vulnerable populations" needing specific support for employment and income generation. In its support activities, the ILO integrated gender by prioritizing the participation of women in its capacity-building programmes. It also chose to support projects in economic sectors and on issues that especially concern women. (Work on international migration, especially the situation of domestic workers, implicitly targeted women more than men.) National Office on Employment and Training (ONEF) studies focused on the situation of women in decision-making positions and through its methods (research and reporting), generally produced gender-disaggregated data.

---

[33] DWCP 2018–23.

Although there is currently no specific project on gender in the United Republic of Tanzania, the ILO continuously advocates for gender mainstreaming within the policy of the Government of the United Republic of Tanzania and social partners' practices. Gender discrimination in the workplace remains significant, although the Government of the United Republic of Tanzania is now giving priority attention to the issue. Likewise, the issue of non-discrimination and/or promoting inclusion in the workplace, particularly in the case of HIV/AIDS, has been taken up by other various stakeholders and the ILO.

In South Africa, the ILO has made a considerable contribution to promoting gender equality on a larger scale in the areas of its mandate. The Department for Women finalized its strategic plan; however, support from all players is still needed for its implementation.

A just transition to environmental sustainability

According to the information provided to the evaluators, ILO efforts related to address environmental sustainability as a cross-cutting policy driver remained limited under the DWCPs' implementation across countries.

3.3.4. Strategic fit: SADC DWP–DWCP

Finding 18: In Lesotho, the United Republic of Tanzania and South Africa, the SADC DWP is viewed as a convening power that can establish regional objectives to which member States will adhere. Madagascar, however, did not participate extensively in ILO-supported SADC programmes.

In Lesotho and South Africa, national stakeholders pointed out that, to different extents, SADC DWP and SADC ministerial decisions have helped to accelerate the implementation of standards related to work in their respective DWCPs. This is especially true in regard to those relating to international labour standards, labour migration, youth employment promotion and LMIS.

Notwithstanding the above, in practical terms, according to ILO staff, the ILO Country Office for the United Republic of Tanzania, Burundi, Kenya, Rwanda and Uganda (CO–Dar es Salaam) did not actually link to SADC until 2016–17. While SADC-related work was covered by DWT/CO–Pretoria, CO–Dar es Salaam fell under the East African Community DWP (which ended in 2015). In 2016, DWT/CO–Pretoria extended an invitation to Tanzanian constituents to attend SADC meetings.

The case of Madagascar is somewhat different. Several CO–Antananarivo informants noted that the country did not participate extensively in ILO-supported SADC programmes during the evaluation period (2014–19). They explained that, during the 2009–13 political crisis, Madagascar was excluded from SADC and ties with the organization were slow to strengthen during the 2014–19 period.

Nevertheless, the ILO programme of support to the SADC on employment information systems included the Madagascar ONEF on research activities. Country Office leadership noted that CO–Antananarivo supported national constituents to fulfil SADC resolutions in Madagascar, citing the example of Country Office support for the ratification of ILO Convention No. 189 (on domestic workers).

Finding 19: Follow-up by case study country constituents on SADC DWP agreements was generally weak, limiting potential synergies between the DWCPs and the DWP.

Across countries, several constituents, especially the social partners, underlined that limited information was available on SADC agreements and decisions. This contributed to inadequate follow-up from constituents on the countries' observance of SADC DWP accords. In this regard, there continues to be a pressing demand to improve communication among the SADC secretariat and the social partners in respective member States. There is also a demand to establish a closer and more effective (and tripartite) monitoring mechanism for the DWP implementation.

Thus, given the above considerations, a reciprocal contribution between the SADC DWP and the national DWCPs remains mostly nominal. While there is a link between the DWCPs and SADC DWP, there has been, across the board, no systematized or tripartite in-country monitoring of the operationalization of SADC agreements.

3.3.5. Effectiveness and key results of the SADC DWP

Finding 20: Progress on the SADC DWP was achieved in the areas of regional and technical work. However, little progress was made on promotional work and information-sharing.

Overall SADC DWP effectiveness

The SADC DWP MTR underlined that, in the absence of SMART Key Performance Indicators, making a judgment on the effectiveness of the SADC DWP is difficult.

Also, according to the MTR, significant progress has been recorded in the regional technical work, especially linked to labour market information systems, migration and trafficking. However, progress with respect to the programme's promotional work and information sharing has been muted, compared with the technical work. Also, the report indicates that capacity constraints have been experienced in the implementation of the SADC DWP at both the SADC secretariat and national levels.

Key results

Key results reflected below have been systematized from document review (mainly from the SADC's Ministers Meetings minutes and the MTR) and interviews at the countries and regional level (DWT/ CO–Pretoria and the SADC).

Finding 21: The SADC DWP contributed to reinforcing the capacity for LMIS in SADC member States, and supported the establishment of an institutional framework and mechanisms for collecting, analysing and disseminating labour market information at country and SADC levels.

The ILO conducted several training sessions on LMIS for SADC member States at the national and SADC levels. In addition, several SADC member States participated in the 19th International Conference of Labour Statisticians, which was convened in Namibia in 2013. These efforts are expected to contribute to the harmonization of LMIS in the SADC region.

Labour force surveys (LFSs) are in various stages of completion in Eswatini, Zambia, Namibia, South Africa, Mauritius, Seychelles, Madagascar and Botswana. Preparation of the Lesotho LFS has been in progress since 2018. Zambia conducted the 2017 LFS and results have been disseminated to stakeholders.

Furthermore, Malawi has developed an LMIS, and training of staff in data collection and entry is underway. Mozambique has established a functional Labour Market Observatory. Zambia is implementing an e-Governance system that will have a component of the LMIS.

Through the SADC DWP, the ILO developed a regional online Results-Based Monitoring, Evaluation and Reporting System with Labour Market. The ILO also produced a consolidated Regional Employment Report in February 2017, based on 11 National Analytical Employment Reports from South Africa, Zimbabwe, Namibia, the Democratic Republic of the Congo, the United Republic of Tanzania, Seychelles, Madagascar, Mauritius, Zambia, Malawi and Eswatini.

Finding 22: The SADC DWP promoted the development and adoption of a labour migration policy in the SADC region. Also, the SADC DWP supported member States in domesticating regional labour migration policies. Further, important progress was made towards the ratification of the SADC Protocol on the Facilitation of Movement of Persons.

The SADC Labour Migration Policy Framework was approved by ELS Ministers and Social Partners in 2014. Components of the policy are under implementation in the Labour Migration Action Plan 2016–19.

Progress made towards implementation of the 2013–15 Labour Migration Action Plan included: the development of SADC Labour Migration Policy Framework, production of the Code of Conduct on Tuberculosis in the Mining Sector, identification of labour Migration Indicators and inclusion in national LFSs, and development of a labour Migration Module Template for use by member States.

Furthermore, Malawi has developed a Labour Export Framework and a model bilateral labour agreement. Zambia has put in place a Technical Working Group to draft a National Labour Migration Policy. Zimbabwe's Labour Migration Policy has been completed. Work is in progress in South Africa.

A 2016–19 Labour Migration Action Plan was developed based on the implementation of the 2013–15 Action Plan and existing policy instruments, including the 2014 SADC Labour Migration Policy Framework and SADC Employment and Labour Protocol. The current Labour Migration Action Plan is aimed at promoting labour migration for regional integration and development in the SADC region. Lesotho completed a Draft National Labour Migration Policy in 2016 and in 2018 completed the Draft National Labour Migration Policy and Action Plan (2018–20).

A module on labour migration to be attached to the LFS was developed and adopted by SADC ministers and social partners in 2016. Zimbabwe conducted an LFS in 2014 that included the Labour Migration module. Furthermore, Zimbabwe produced the "Characteristics of Labour Migrants Report". Namibia, Swaziland (since renamed Eswatini) and Zambia attached the SADC labour migration and disability modules to the LFS in 2016. South Africa is planning to do so this year. Also, work is in progress in Lesotho. In Zambia, an LFS is at the stage of data collection and a module on Labour Migration has been incorporated.

According to the SADC DWP MTR, nine SADC member States have signed the policy (Botswana, Mozambique, South Africa, Eswatini, Lesotho, the Democratic Republic of the Congo, Namibia, the United Republic of Tanzania and Zimbabwe), while four have ratified the Protocol (Botswana, Mozambique, South Africa and Eswatini) thus far.

Finding 23: The SADC and SADC member States made progress towards the elimination of human trafficking. However, progress on the ratification and domestication of international labour standards was relatively modest.

A ten-year SADC Strategic Plan on Combating Trafficking in Persons, especially Women and Children (2009–19) is being implemented through the Regional Political Cooperation Programme. The implementation of the strategic plan of action responds to the SADC Protocol on Gender and Development and the Strategic Indicative Plan of the Organ.

In addition, the Ministerial Committee of the Organ urged member States to implement the objectives of the regional strategy during the 2016 meeting on the Harmonized Strategy to Combat Illegal Migration, Smuggling of Migrants and Trafficking in Persons (2016–20). Malawi, Botswana and Eswatini have enacted a Trafficking in Persons Act. In addition, a national Action Plan on human trafficking has been developed in Botswana.

Although one of the intended outputs of the DWP was to adopt a SADC protocol on human trafficking, this was not achieved. However, 13 out of 15 SADC member States have legislation criminalizing trafficking in persons as part of their domestication of the United Nations Convention against Transnational Organized Crime, and its supplementing Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.

With respect to other international labour standards, there has not been much progress in the ratification, given that only a few member States have either ratified or are in the process of taking steps towards ratification, as highlighted in table 10.

Table 10. Other international labour standards ratified

Member State	Ratification/promotion
Madagascar	• Maritime Labour Convention
Mozambique	• Maritime Labour Convention – submission to Parliament for ratification in 2017 • Protocol on Forced Labour Convention, 1930 (No. 29); Labour Inspection Convention, 1947 (No. 81) – submission to Parliament for ratification in 2017 • Safety and Health in Mines Convention, 1995 (No. 176) – ratification in progress
The United Republic of Tanzania	• Maritime Labour Convention
Zimbabwe	• Awareness campaign on Convention No. 189 (on domestic workers) in July 2016 led to the launch of the migrant domestic workers' guide
South Africa	• Maritime Labour Convention • Work in Fishing Convention, 2007 (No. 188) • Convention No. 81 (on labour inspections) • Convention No. 189 (on domestic workers)

Source: SADC DWP MTR, 2017; and author's own creation.

Regarding the ratification, compliance and reporting on the governance conventions, a number of member States conducted various gap analyses, as shown in table 11.

Table 11. Gap analyses conducted by SADC member States

Member State	Gap analyses conducted
Botswana	• Convention No. 81 (on labour inspections)
Namibia	• Convention No. 81 (on labour inspections) • Employment Policy Convention, 1964 (No. 122) • Labour Relations (Public Service) Convention, 1978 (No. 151) • Maritime Labour Convention • Convention No. 188 (work in fishing)
Malawi	• Convention No. 151 (on labour relations)
South Africa	• Convention No. 151 (on labour relations) • Convention No. 122 (on employment policy)

Source: SADC DWP MTR, 2017; and author's own creation.

Finding 24: A SADC Youth Employment Promotion Policy Framework was approved in 2016 and is currently being domesticated by some member States.

Malawi is currently implementing a Job for Youth Project. In addition, Malawi is implementing the national employment and labour policy adopted in 2017, which focuses on youth employment. Namibia has domesticated the SADC Youth Employment Promotion Policy Framework by developing a National Youth Entrepreneurship Policy.

An employment bureau and a multi-ministerial committee were established in Botswana in 2016 and 2017, respectively, to address the issues of employment in the country, especially youth unemployment. Zambia has incorporated the Youth and Employment Promotion Policy into the National Action Plan on Youth Empowerment and Employment, which was launched in 2015. The job creation and industrialization policy (2013) also attempts to create job opportunities for young people in the identified key sectors of the economy, namely mining, construction, tourism and manufacturing.

Finding 25: Progress towards member States adhering to the SADC Code on Social Security has so far been moderate.

Zambia incorporated the SADC Code into the Draft Social Security Bill. Zimbabwe conducted a survey targeting 2,100 informal traders across all sectors to ascertain the social security priority needs of the informal sector. Botswana is implementing the Code of Social Security via legislation on workers' compensation, pension fund and severance benefits. In addition, the country is determining the feasibility of occupational broad-based compensation.

The Democratic Republic of the Congo has developed a policy and strategic plan for social protection through the National Social Protection Programme. This is part of the Social Protection Floor, with a study on targeting vulnerable groups. All this was done in 2017. In 2018, the National Social Welfare Fund, in the context of the extension of social security, in consultation with employers' and workers' organizations, conducted an actuarial study with ILO support to ensure its capacity in terms of support for affiliates.

Finding 26: Progress has been attained in member States adhering to the SADC Code on Child Labour.

Progress made by SADC member States is highlighted in Table 12.

Table 12. Progress in adhering to the SADC Code on Child Labour

Member State	Progress
Malawi	Conducted a child labour survey with the report being launched in 2017, and has a child labour policy awaiting Cabinet approval.
Mozambique	Conducted study on child labour and started process of compiling list of dangerous work for children with support of the United Nations Children's Fund (UNICEF).
Namibia	Established inter-ministerial Child Labour Committee Conducted training for inter-ministerial Child Labour Committee members and labour inspectors
Zimbabwe	Review of minimum age of employment from 15 to 16
Zambia	Some components of the Code on Child Labour are part of the National Action Plan, which has recorded progress in withdrawing children from tobacco schools into schools
Lesotho	Adoption of the Action Programme on the Elimination of Child Labour (APEC) Establishment of a Child Labour Unit Reinforced capacity of labour inspectors to assess and report on child labour abuses. Child labour module integrated in the Multiple Indicator Cluster Survey (MICS) with UNICEF

Sources: SADC DWP MTR, 2017; and author's own creation.

Finding 27: Several member States have made some progress to adhere to the SADC Code on HIV/AIDS and Employment.

In Botswana, Zambia, Namibia and Malawi, various employers have put in place workplace policies in line with the SADC Code on HIV/AIDS. In addition, in Namibia, a specialized unit to deal with external responses to HIV is in place. Additionally, in Botswana, the labour inspectorate and office of the Labour Sector–HIV and AIDS coordinator are in place to oversee the code implementation.

In Lesotho, in 2016, the Ministry of Labour and Employment adopted an action plan to mainstream HIV/AIDS into the Labour Inspectors' advisory services and to assess compliance with HIV-related workplace policies and regulations. Also, the Labour Code Amendment on HIV/AIDS has been reviewed.

Finding 28: Progress has been made regarding the promotion of policies and programmes facilitating transition from the informal to the formal economy in SADC member States.

Informed by diagnostic assessments conducted on the informal economy, South Africa developed a draft national roadmap to facilitate transition of the informal economy to formalization. The National Department of Employment and Labour led the drafting of the national roadmap.

In Malawi, a National Employment and Labour Policy adopted in January 2017 has as a priority to improve the medium informal sector, and micro, small and medium-scale enterprises. Zimbabwe has a draft Formalization Strategy under consideration by tripartite partners. Namibia has conducted a study on the informal sector in order to determine the legal environment for extending social protection to the informal sector.

Zambia has developed a draft national strategy on the extension of social protection coverage to the informal economy. Key stakeholders from the informal sector associations, social partners, Pension Scheme Authority and Workers Compensation Fund were actively involved in the development of the draft strategy. Lesotho has developed a draft action plan to formalize the informal sector, and the United Republic of Tanzania is preparing for an informal sector survey, indicatively to be undertaken in the government financial year 2019/20. The ILO has committed to support the exercise. Angola, with the support of the African Development Bank, sought ILO support to develop a study on formalization of the informal sector.

Finding 29: Modest advances have been made regarding the strengthening of skills development policies and capacities.

With ILO support, the United Republic of Tanzania developed national apprenticeship guidelines and implemented some apprenticeship schemes in the tourism sector. ILO Lusaka supported the Ministry of Higher Education and its department of Technical Vocational and Entrepreneurship Training (TVET) to develop a Work-Based Learning Framework. The framework provides guidance for implementing a comprehensive work-based learning system in Zambia. The scope of the framework seeks to be inclusive in terms of sectoral reach, incorporating both the formal and informal economies. In addition, framework attempts to include the informal economy are undertaken under the increasing awareness that deep socio-economic challenges related to long-standing employment and labour market issues still have to be resolved, despite the significant strides made on the policy front.

Furthermore, the SADC TVET Strategic Framework and Programme of Action 2012–16 is currently under revision. Mozambique is implementing TVET reforms in line with some SADC member States.

Also, in June 2016, SADC ministers responsible for education and training developed and approved Guidelines on Recognition of Prior Learning. In this context, the United Republic of Tanzania developed and implemented, with the ILO's support, a Recognition of Prior Learning Assessment Framework at the vocational level, which is aligned with the SADC RPL Guidelines.

3.4. EFFICIENCY

The efficiency section explores to what extent the ILO has been able to take a leadership role in generating partnerships and in leveraging national government and partner resources, as well as how effectively and efficiently the ILO has allocated and managed human and financial resources for implementing DWCPs under review.

SUMMARY OF MAIN FINDINGS

Based on (somewhat limited) data, ILO project spending in the four case study countries was largely cost-efficient. In all four case study countries, the ILO was able to leverage resources through development/technical cooperation projects effectively. Some countries were more successful than others in mobilizing resources from diverse sources, which was largely a reflection of donor priorities rather than country office efforts.

In all four case study countries, ILO expenditures were spread unevenly across programme and budget outcomes and CPOs. Broadly speaking, ILO resource levels in all four countries' DWCPs were strongly influenced by donor priorities and less so by the priorities set in the DWCPs, although the extent of donor dependence varied from country to country. ILO advocacy, fundraising and planning decisions also impacted access to resources, especially in the case of country participation in global programmes where, in some cases, the ILO could choose in which countries to implement activities.

With regard to the efficiency of management arrangements, the technical assistance delivered by the DWT was found to be uneven. The absence of significant resource allocation for workers' and employers' organizations in all case study countries except for South Africa, despite key informant feedback that their capacity limitations constrained DWCP progress, was noteworthy.

The evaluation revealed many examples of the ILO providing effective support to country stakeholders with relatively limited funding. This indicates that the ILO's capacity to contribute to positive changes in national decent work agendas was not dependent on large budgets, provided that other contextual factors (such as stakeholder buy-in) were favourable.

Conversely, in some cases, large expenditures led to relatively limited contributions to DWCP objectives. Overall, different types of funding (for example development cooperation funding, RBSA and ILO regular budget funding) did not necessarily lead to different levels of efficiency. Each source of funding presented opportunities and constraints.

According to a synthesis review of 23 evaluation reports, the projects in the four case study countries used resources efficiently, which in some cases included leveraging other funds, devoting more than 60 per cent of the funds to development activities (versus overheads), and distributing the funds adequately across participating countries and component activities. This is in line with the evaluation team's findings.

Findings on efficiency are based on several data sources: (a) 2014–18 expenditure information taken from the online ILO Development Cooperation Dashboard (www.ilo.org/DevelopmentCooperationDashboard/#b1x641z); (b) feedback from ILO stakeholders; and (c) other documentary evidence, such as the *Synthesis Review of ILO's Programme of Support to SADC and to Selected SADC Member Countries* (University of Southern California).

3.4.1. Allocation and use of resources

Finding 30: In all four case study countries, ILO expenditures were spread unevenly across P&B Outcomes as well as CPOs. Broadly speaking, ILO resource levels in all four countries' DWCPs were strongly influenced by donor priorities and less so by the priorities set in the DWCPs, although the extent of donor dependence varied from country to country.

Lesotho

From 2014 to 2018, the ILO spent approximately US$2.2 million in Lesotho on six projects, making it the smallest of the four case study countries. The ILO has no country office in Lesotho, so the Organization's actions were mainly implemented by South Africa-based technical specialists, mainly in the Programme Unit. Expenditures recorded in the ILO dashboard were distributed over three P&B Outcomes, as shown in table 13. About 60 per cent of expenditures were made through Better Work Lesotho (now ended).

Table 13. Lesotho: Distribution of expenditures by Programme and Budget Outcome

P&B Outcome	Expenditure (US$)	% of total
Outcome 7 – Promoting workplace compliance through labour inspection	1 748 827	79%
Outcome 08 – HIV/AIDS: The world of work responds effectively to the HIV/AIDS epidemic	27 166	1%
Outcome 13 – Decent Work in Economic Sectors: A sector-specific approach to decent work is applied	450 766	20%
Total	**2 226 759**	**100%**

Source: ILO Development Cooperation Dashboard.

Madagascar

Over the period 2014–18, the ILO spent nearly US$12 million in Madagascar via 16 development co-operation projects. ILO 2014–18 expenditures were spread over six P&B Outcomes, but were highly concentrated on Outcome 01 on employment promotion (80 per cent), which absorbed 67 per cent of all expenditures. The second largest concentration of spending (16 per cent) was on Outcome 8 on the protection of workers from unacceptable forms of work, which was for child labour projects. Together, these two Outcomes accounted for 96 per cent of the total ILO programme of support expenditures in 2014–18, making the ILO DWCP support programme unbalanced in terms of expenditures.

Table 14. Madagascar: Distribution of expenditures by Programme and Budget Outcome

P&B Outcome	Expenditure (US$)	% of total
Outcome 01 – Employment Promotion: More women and men have access to productive employment, decent work and income opportunities; and Outcome 1 – More and better jobs for inclusive growth and improved youth employment prospects	9 498 390	80%
Outcome 6 – Formalization of the informal economy	353 371	3%
Outcome 7 – Promoting workplace compliance through labour inspection	108 487	1%
Outcome 8 – Protection of workers from unacceptable forms of work	1 850 631	16%
Outcome 9 – Promoting fair and effective labour migration policies	75 750	1%
Outcome 10 – Strong and representative employers' and workers' organizations	29 000	0%
Total	**11 916 169**	**100%**

Source: ILO Development Cooperation Dashboard.

The United Republic of Tanzania

During the 2014–18 period, the ILO expended US$17.6 million in support of the United Republic of Tanzania DWCP, through 40 projects. Spending was distributed in a non-proportional way, following the priorities set by funding sources, Government of the United Republic of Tanzania requests and ILO's planning. ILO 2014–18 expenditures were spread over nine P&B Outcomes with the largest proportion of spending on promoting sustainable enterprises (43 per cent on Outcomes 3 and 4) and employment generation (36 per cent on Outcomes 01 and 1). Of the four case study countries, the United Republic of Tanzania's portfolio of projects was the largest and most diversified.

Table 15. The United Republic of Tanzania: Distribution of 2014–18 expenditures by Programme and Budget Outcome

P&B Outcome	Expenditure	% of total
Outcome 01 – Employment Promotion: More women and men have access to productive employment, decent work and income opportunities; and Outcome 1 – More and better jobs for inclusive growth and improved youth employment prospects	6 251 349	36%
Outcome 02 – Skills Development: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth	125 000	1%
Outcome 2 – Ratification and application of international labour standards	1 090 832	6%
Outcome 3 – Creating and extending social protection floors	1 328 762	8%
Outcome 03 – Sustainable Enterprises: Sustainable enterprises create productive and decent jobs	273 981	2%
Outcome 4 - Promoting sustainable enterprises	7 145 669	41%

(Table 15 continued)

P&B Outcome	Expenditure	% of total
Outcome 05 – Working Conditions: Women and men have better and more equitable working conditions	1 130	0%
Outcome 7 – Promoting workplace compliance through labour inspection	602 942	3%
Outcome 8 – Protecting workers from unacceptable forms of work	769 978	4%
Policy Outcomes A: Effective advocacy for decent work	15 041	0%
Total	**17 604 684**	**100%**

Source: ILO Development Cooperation Dashboard.

South Africa

During the 2014–18 period, the ILO expended US$23,386,978 in South Africa, through Development Cooperation projects (29) and RBSA and RBTC. Outcomes 1 on employment promotion and 4 on promoting sustainable enterprises accounted for 82 per cent of ILO spending (45 per cent and 37 per cent, respectively)

Table 16. South Africa: Distribution of 2014–18 expenditures by Programme and Budget Outcome

P&B Outcome	Expenditures (US$)	% of total
Outcome 1 – More and better jobs for inclusive growth and improved youth employment prospects	10 471 997	45%
Outcome 2 – Ratification and application of international labour standards	361 019	2%
Outcome 3 – Creating and extending social protection floors	53 107	0%
Outcome 03 – Sustainable Enterprises: Sustainable enterprises create productive and decent jobs	2 791 907	12%
Outcome 4 – Promoting sustainable enterprises	8 716 842	37%
Outcome 5 – Decent work in the rural economy	403 750	2%
Outcome 6 – Formalization of the informal economy	255 531	1%
Outcome 08 – HIV/AIDS: The world of work responds effectively to the HIV/AIDS epidemic	15 816	0%
Outcome 10 – Strong and representative employers' and workers' organizations	304 817	1%
Outcome 11 – Labour Administration and Labour Law: Labour administrations apply up to date labour legislation and provide effective services	12 192	0%
Total	**23 386 978**	**100%**

Source: ILO Development Cooperation Dashboard.

3.4.2. Connectedness and coordination

Development cooperation projects/agreements

Lesotho

Unlike other case study countries, 2014–18 ILO activities in Lesotho were almost entirely dependent on donations from the United States, making it highly vulnerable to U.S. aid priorities and policies. The United States was by far the largest donor, with its contributions representing 97 per cent of all expenditures. Indeed, Better Work Lesotho closed in 2016 largely because the United States decided not to renew funding for the programme.

Table 17. Lesotho: Distribution of expenditures by source of funding

Source of funding	Expenditures (US$)	% of total
United States	2 163 819	97%
Multiple subscriptions Better Work	35 774	2%
Alliance of Lesotho Apparel to Fight AIDS	27 166	1%
Total	**2 226 759**	**100%**

Source: ILO Development Cooperation Dashboard.

Madagascar

Country office expenditures in Madagascar by source of funding show that 78 per cent of expenditures were covered through a cooperation agreement with another, lead UN agency UNICEF, United Nations Development Programme (UNDP), the Joint United Nations Programme on HIV/AIDS (UNAIDS), and United Nations Population Fund (UNFPA), indicating good cooperation between agencies and effective joint fundraising activities, despite their competition for scarce donor funds. Madagascar and the United Republic of Tanzania (see table 18) stand out from the other case study countries in terms of the breadth of their partnerships with other UN agencies. However, like Lesotho, a significant proportion of Madagascar's budget was sourced from one donor, in this case UNICEF, for one project – the education project with the ILO-implemented HIMO component.

ILO core voluntary funds (RBSA) represented about 7 per cent of total expenditures and were spread over three projects. CO–Antananarivo used RBSA funding effectively to work in DWCP priority outcome areas for which other sources of funding were limited. This included small pilot projects on the formalization of the informal economy and job creation in the informal and rural economies.

Table 18. Madagascar: Distribution of expenditures by source of funding

Source of funding	Expenditures (US$)	% of total
Core voluntary funds (RBSA)	955 595	8%
European Union	75 750	1%
France	108 487	1%
Madagascar	183 461	2%
Sweden	29 000	0.2%
UNAIDS	7 999	0.1%
UNDP	1 107 504	9%
UNFPA	85 145	1%
UNICEF	8 117 994	68%
United States	1 245 234	10%
Total	**11 916 169**	**100%**

Source: ILO Development Cooperation Dashboard.

The United Republic of Tanzania

Multi-bilateral donors and United Nations agencies[34] were the main contributors to the United Republic of Tanzania DWCP. The ILO office was successful in mobilizing funding from a variety of sources, including from the Government of the United Republic of Tanzania for its programmes. In the case of the United Republic of Tanzania, the CO–Antananarivo was effective in leveraging government funds for social protection reforms. This factor affected country ownership for ILO technical support, and likely impact and sustainability of reforms. In 2017, the Government of the United Republic of Tanzania also invested its own resources in skills development promotion (e.g. apprenticeship for youths and RPL schemes), following up on pilot-project activities carried out under the DWCP with donor support.

However, feedback from social partners indicated that the efforts of the Government of the United Republic of Tanzania to raise funds for 2013–16 DWCP objectives were not very effective. According to union leaders, "the Ministry of Labour (PMO-LYED) was not interested" and the ILO was perceived as being rather "shy" in enticing the Government to invest in DWCP activities. Employers' organization representatives expressed that, for the upcoming DWCP (2019–23), there seemed to be more interest/political will on the part of PMO-LYED.

Table 19. The United Republic of Tanzania: Distribution of expenditures by source of funding

Source of funding	Expenditures (US$)	% of total
Belgium	407 564	2%
Brazil	94 629	1%
Core voluntary funds (RBSA)	1 200 382	7%
Denmark	4 240 405	24%
Ireland	2 273 512	13%
MPTF/UNDP	5 632 635	32%
Norway	1 134 032	6%
Other intergovernmental organization	152 047	1%
Other private sector initiative	530 181	3%
Sweden	197 593	1%
The United Republic of Tanzania	853 728	5%
UNAIDS	145 168	1%
UNOPS	742 808	4%
Total	**17 604 684**	**100%**

Source: ILO Development Cooperation Dashboard.

South Africa

ILO programmes in South Africa attracted robust and diversified contributions from both bilateral and multilateral donors. Perhaps unique on the continent, the Government of South Africa was the ILO's largest donor, funding 45 per cent of all 2014–18 expenditures. Although significant, funds from the Government of South Africa were almost exclusively for employment-intensive infrastructure programmes; contributions to other ILO activities in the country were relatively small.

---

[34] Among these, the UNDP's Multi-Partner Trust Fund (MPTF) contributed US$5.74 million, the United Nations Office for Project Services (UNOPS) US$822,000 and UNAIDS US$145,168.

In terms of joint programmes, ILO cooperation with other UN agencies was relatively limited in South Africa. The Country Programme collaborated with UNAIDS, UNDP, UNIDO and the United Nations Institute for Training and Research (UNITAR) on HIV/AIDS in the workplace, and the United Nations Environment Programme (UNEP) on the Partnership for Action on Green Economy (PAGE) programme, a UN joint programme with funds from a multi-donor trust fund and in the area of enterprise development.

Table 20. South Africa: Distribution of expenditures by source of funding

Source of funding	Expenditure	Percentage of total
Belgium	9 129 141	39 %
Core voluntary funds (RBSA)	859 260	4 %
Denmark	258	0 %
France	9 768	0.04 %
Germany	144 404	1 %
UNAIDS	15 816	0.07 %
Multi-donor	1 312 400	6 %
Netherlands	587 589	3 %
Norway	74 299	0.3 %
South Africa	10 573 245	45 %
Sweden	455 882	2 %
UNEP	224 916	1 %
Total	**23 386 978**	**100 %**

Source: ILO Development Cooperation Dashboard.

Finding 32: The evaluation revealed many examples of the ILO providing effective support to country stakeholders with relatively limited funding. This indicates that the ILO's capacity to contribute to positive changes in national decent work agendas was not dependent on large budgets, provided that other contextual factors (such as stakeholder buy-in) were favourable. Conversely, in some cases, large expenditures led to relatively limited contributions to DWCP objectives.

Lesotho

Not reflected in the presentation of overall ILO expenditures in Lesotho was the effective technical assistance provided by the ILO–Pretoria Programme Unit for the DWCP priority labour law reforms, which was paid for out of the ILO core budget. Progress on legal reforms in Lesotho shows that, with relatively limited financial resources, the ILO was able to contribute significantly, thanks to relatively high levels of commitment for the latter from the Government and the services of a Pretoria-based specialist.

Madagascar

The largest proportion of spending in Madagascar was on one project, the Education for All project, for which the ILO implemented a component on school infrastructure building using the HIMO approach. According to the *Synthesis Review of ILO's Programme of Support to SADC and to Selected SADC Member Countries* (University of Southern California), this project, which alone accounted for 67 per cent of 2014–18 expenditures, contributed positively to improving education quality and short-term employment. However, based on key informant interviews, it fell short of achieving the DWCP outcome on integrating

the HIMO approach in regional investment plans. In contrast, relatively small projects had an outsized influence on policy, in particular the project on international labour migration.[35] This project contributed to reorienting government policy and was a factor in the country's ratification of relevant international labour Conventions in June 2019.

Other projects with relatively large expenditures were the UNDP-supported youth employment programme (9 per cent), also under outcome 1, and the Supporting Sustainable and Child Labour Free Vanilla Growing Communities in Sava (SAVABE) project, funded by the United States Department of Labor, and focused on combatting child labour in the vanilla value chain (10 per cent of expenditures). All other projects had relatively small budgets. One CO–Antananarivo programme manager commented on the effect of many small, direct-service, action projects, on the overall impact of the ILO DWCP support programme: "There were a lot of ad hoc activities, but I am not sure that we had the impact that the ILO should have. What the ILO was doing was what the ILO used to do 20 years ago – helping beneficiaries – but I think this should happen less and less. It is good to help 100 people but what kind of impact?" ILO constituents and partners likewise remarked that, to be sustainable and have more impact, projects needed to allocate larger budgets over longer project implementation periods.

The United Republic of Tanzania

With relatively modest spending, the ILO provided effective support to reform the pension system. Notwithstanding the pension system's limitations in terms of the percentage of the working population served, the reform resulted in a reduction of the number of pension funds from five to two, reducing operating costs and making the pension fund schemes financially more viable. Likewise, ILO support to promote youth employment through apprenticeship and RPL pilot schemes leveraged significant additional government funding when the approach was "mainstreamed" into government investments in similar programmes (aiming at 5,000 apprenticeships and 10,000 RPL per year).

South Africa

Beyond the cooperation projects, the ILO's support to the implementation of the DWCP relied mainly on quality technical assistance delivered by the DWT and the Programme Unit at DWT/CO–Pretoria.

Tripartite constituents as well as representatives of government agencies (e.g. Department of Trade and Industry, Department of Public Works) said that the ILO's technical standards were very high. The high level of engagement and responsiveness of experts from the Pretoria Office was highly appreciated. A good example would be the Expanded Public Works Programmes (EPWP).

The EPWP is one of the flagship programmes of the Government of South Africa. The Government makes systematic use of public expenditures to boost productive employment and develop marketable skills among the historically disadvantaged communities, thereby contributing towards the national goal of alleviating poverty. The EPWP is fully funded by the Government of South Africa, and has been implemented since 2005 in five-year cycles. It is currently in its third phase. The Department of Public Works is mandated with the overall coordination of the EPWP. The Department is assisted by the ILO through technical assistance and support for the implementation of the infrastructure component of EPWP.

Stakeholders who were interviewed confirmed that DWT/CO–Pretoria took full advantage of the available resources and generated synergies and complementarities to maximize resources, which increased the overall efficiency.

---

[35]   The name of the Project is "Global action to improve the recruitment framework of labour migration"; the total budget for activities in Madagascar is approximately US$216,000.

It is significant to mention, as well, that the ILO has been able to influence the integration of DWCP activities in the Government's financial planning cycle to ensure provision of adequate funding for activities. This has been possible where such programmatic interventions are in direct response to the needs of the partners who have sought ILO support for technical assistance. One example is the development of a Social Economy Policy for South Africa Project.

Likewise, the ILO managed to draw the interest of the private sector, which has on occasion partnered with local government entities in pursuit of project activities: for example, the Small Enterprise Development Facility project funded by the Government of Flanders.

Finding 33: The absence of significant resource allocation for workers' and employers' organizations suggests that the ILO's programme of work for DWCP implementation in the four case study countries was largely government-focused.

Except for South Africa, targeted expenditures to develop the capacity of workers' and employers' organizations were limited. The overall contribution by the ILO to social partner capacity building may be somewhat disguised in expenditure data. This is because officials in each of the case study countries reported that workers' and employers' organizations were involved in the implementation of nearly all its projects. Nevertheless, social partner feedback highlighted earlier in this report that the DWCPs were primarily government programmes, an assertion that is largely supported by expenditure data. In nearly all case study countries, key informants reported that the limited capacity of social partners was a constraint to DWCP implementation. It is therefore somewhat surprising that relatively limited funding was allocated by the ILO to social partner capacity-building programmes.

Finding 34: The technical assistance delivered by the DWT was found to be uneven across the four case study countries.

Stakeholders in Lesotho, Madagascar and the United Republic of Tanzania reported limited interaction with the DWT/CO–Pretoria. Based on key informant interviews in Lesotho, although members of the Pretoria Office were well informed of developments related to their areas of expertise, ILO support for the Lesotho DWCP would have benefited from greater involvement of DWT specialists.

Stakeholders in Madagascar likewise reported limited interactions with DWT/CO–Pretoria, citing language[36] as a factor. The country offices reported relatively stronger ties with global projects managed out of Geneva. However, ILO leadership indicated a positive trend towards greater implication of regional specialists in the Country Programme in recent months.

According to DWT/CO–Pretoria staff, the United Republic of Tanzania did not require as much support from the DWT as other countries in the subregion (e.g. Zambia, Zimbabwe and Mozambique). Based on key informant accounts, DWT support to the CO–Dar es Salaam was relatively infrequent and was mainly focused on providing technical advice and quality control. This included drafting terms of reference and reviewing the results of studies, as well as helping with the preparation and review of proposals for donor funding.

In contrast, and as mentioned, the ILO's assistance to the execution of the South Africa DWCP was based mostly on technical assistance provided by the DWT as well as the Programme Unit at the Pretoria Office. DWT/CO–Pretoria took full advantage of the available DWT resources, and generated synergies and complementarities to maximize resources.

---

[36] French is the preferred UN language among most stakeholders in Madagascar, while the subregion is mainly comprised of Anglophone countries.

3.4.3. Efficiency differences by sources of funding

Finding 35: Different types of funding (e.g. extra-budgetary technical cooperation (XBTC),[37] RBTC[38] and RBSA[39]) do not necessarily promote different levels of efficiency.

ILO officials informed that RBTC funding was particularly useful as seed funding to kick-start work across the multiple interventions planned with the constituents (except for programmes that fall within the framework of active development cooperation projects). However, these informants underlined that the limited envelope size of RBTC is able to support one-off events/activities, not full projects.

Regarding RBSA, feedback from ILO officials indicated that, while allowing for substantial funding to support full projects, RBSA funding has restrictions in terms of the areas of work on which the allocations can be used. According to some ILO staff, the focus areas for which proposals were developed to request RBSA funding were to different extents determined by the donors. Further, in the southern and eastern African regions, submission of proposals for RBSA funding has been rotational across the different country offices, so not all case study countries were given the opportunities to develop proposals. For example, DWT/CO–Pretoria indicated it had not had the opportunity in a while to submit proposals for RBSA.

Finally, XBTC funding, in comparison with the other sources of funds, tends to be larger and may be used for longer-term programmes. Some stakeholders indicated that these positive factors were critical to achieve impact and sustainability. However, XBTC funding is largely restricted to intervention areas and activities that fit with donor priorities, which may or may not align with the priorities articulated in the DWCPs.

The evaluation concluded that different types of funding (e.g. XBTC, RBTC and RBSA) do not necessarily promote different levels of efficiency. Other variables beyond the type of funding need to be factored in, such as the project design and the quality of the project managers and teams in place.

3.4.4. Impressions on efficiency

Finding 36: Based on (somewhat limited) data, ILO project spending in the four case study countries was largely cost-efficient.

The limited scope of this study did not allow the evaluation team to carry out detailed financial analysis of ILO spending within projects. According to the study conducted by the University of Southern California,[40] which synthesized findings from 23 evaluation reports in the four case study countries, the projects utilized resources efficiently, which in some cases included leveraging other funds, devoting more than 60 per cent of the funds to development activities (versus overhead), and/or distributing the funds adequately across participating countries and/or component activities.

The country offices prepared biannual workplans estimating their budget requirements. In all four case studies, the evaluators found that budget allocations and spending were largely aligned. This broadly suggests that workplans and implementation were mostly in sync, notwithstanding reported implementation delays in some projects in some countries.

---

[37] XBTC is based on earmarked voluntary funding by the ILO's development partners, to support a specific development project, programme or outcome with a clear timeline and often a predefined geographic and/or thematic focus.

[38] RBTC resources consist of funds sourced by the ILO in Geneva for specific technical assistance initiatives and projects. As this is a regular budget funding mechanism, RBTC funds are divided between countries by the Regional Office in consultation with the Decent Work Team and Country Offices.

[39] The RBSA, based on core voluntary contributions, is an un-earmarked funding modality that complements the other sources of funds available to the ILO.

[40] University of Southern California: *Synthesis Review of ILO's Programme of Support to SADC and to Selected SADC Member Countries*, 2019.

From field-work interviews, the evaluators concluded that ILO constituents, in general, have limited access to information about ILO budgets and spending. This factor limits their ability to assess the cost-effectiveness of ILO support programmes.

Based on their perceptions, feedback from stakeholders on ILO efficiency in all four countries was largely positive. Overall, national stakeholders praised the dedication of ILO personnel, its strong leadership, and the quality of ILO technical support. Some stakeholders made suggestions on how efficiency could be improved. Suggestions included better planning, fewer meetings and workshops, improved targeting of resources, and more direct funding for constituents' specific requests for support or training.

Across countries (except for the United Republic of Tanzania), national stakeholders considered the DWCP outcomes to be very ambitious, especially taking into account the countries' political and economic contexts, institutional and technical capacities of constituents, and/or the modest budgets proposed to implement the DWCPs.

Stakeholders in the four case study countries indicated that they would have liked to have had higher levels of financial support from the ILO for their institutions and more broadly for DWCP implementation. This suggests that, despite their appreciation of ILO technical assistance, many national stakeholders still viewed a significant portion of the ILO's value added as a partner in terms of its ability to mobilize resources from international donors.

3.5. LIKELIHOOD OF IMPACT

Likelihood of impact relates to the strategic orientation for influencing wider, long-term development changes: that is, the contribution of the DWCP to significant positive changes in decent work.

SUMMARY OF MAIN FINDINGS

In the four countries considered for this evaluation, the ILO helped the constituents to better understand the Decent Work Agenda. In addition, it developed their capacities to analyse and mainstream their needs into the DWCP. This will lead to the improvement of relevant institutional capacities to generate further progress towards decent work country objectives.

At the country level, there was significant potential to advance the Decent Work Agenda, through: improved labour legislation; better alignment of national laws to international labour standards; development of social security schemes; employment promotion; improved livelihoods; constituents' capacity-building; support to skills training delivery, apprenticeships and entrepreneurship; the transition to the formal economy; minimum wages; and international migration.

Finding 37: In the four countries considered for this evaluation, the ILO helped the constituents to better understand the Decent Work Agenda. In addition, it developed their capacities to analyse and mainstream their needs into the DWCP. This will lead to the improvement of relevant institutional capacities to generate further progress towards decent work country objectives. At the country level, the results achieved by national stakeholders through the implementation of the DWCPs advanced the Decent Work Agenda in their countries in various positive ways, and established the conditions for additional progress in the years to come.

Below, the evaluation team highlights positive outcomes by country.

Lesotho

1. The ILO contributed to improved social dialogue in Lesotho. The implication of tripartite constituents in the development and implementation of the DWCP, including its participation in technical com-

mittees on legislation/policy reform, was valuable. This participation was an essential component of tripartite social dialogue, and contributed to reinforcing the practice in the country. Additionally, technical committees were a useful, constructive and reality-based frame of reference for agreement on broader decent work priorities.

2. The revised National Labour Policy (approval by the Government of Lesotho is pending) constitutes a major milestone in strengthening labour market governance and in paving the way to a more conducive environment for decent work.

3. National constituents took action on amending legislation, in line with international labour standards, by addressing the comments of the Committee of Experts on the Application of Conventions and Standards (2014 report) in each of the four identified key areas. This created the potential to (a) improve the scope of labour protection, (b) better adapt to the demands of the current labour market in a fair manner, (c) improve collective bargaining, and (d) improve the efficiency of key labour market institutions.

4. Acknowledging that Lesotho's economy is characterized by high levels of unemployment and a large informal economy, the amended National Labour Policy gives priority to addressing unemployment, promoting youth employment, and stimulating the formalization of the informal economy. Also, the amended legislation seeks to promote equal treatment and the prohibition of gender discrimination. These legislative measures are positive steps in a longer reform process within a more enabling environment.

5. The development of a social security scheme has the potential to achieve substantial coverage of the poor and vulnerable. The Government and the social partners agreed on a national social protection reform that is in line with international labour standards, and which promotes gender equality and non-discrimination. The future Social Security Law will be a historic advance towards a comprehensive contribution-based social insurance scheme. The scheme will cover workers and their dependents, in addition to a contributory pension system that covers the bulk of the workforce in Lesotho.

Madagascar

1. Stakeholders reported that, during the DWCP implementation period, awareness on the importance of measures to promote employment, especially employment in rural areas and among youth, was raised among institutional actors in regional employment offices and institutions in charge of vocational training. One CO–Antananarivo programme manager and two counterparts (government and non-governmental organization) also highlighted that ILO intervention models helped to raise government and non-governmental organization managers' awareness of the need for multi-dimensional vocational training models for youth that included civic education, soft skills and rights at work, alongside technical training.

2. In addition to awareness, many national stakeholders also reported positive impacts from ILO training programmes and other capacity-building activities. These programmes and activities helped to build tripartite constituent participants' capacity to carry out their mandates within the country's Decent Work Agenda. ILO training programmes exposed constituents in Madagascar to other countries' experiences. They were positively perceived by ILO constituents, especially those who participated in training provided by the ILO/International Training Centre (ILO/ITC).

3. On the level of policy and legal frameworks, the expected official ratification of five ILO Conventions and one Protocol was viewed by national constituents and ILO managers as a significant achievement, with the potential for longer-term impact. Similarly, the ILO supported work on the issue of international migration, especially supporting tripartite constituents to formulate model bilateral agreements. This holds the potential to improve protection of Malagasy workers abroad, and raised awareness on the need to strengthen regulation of international labour migration.

4. Based on the *Synthesis Review of ILO's Programme of Support to SADC and to Selected SADC Member Countries* (University of Southern California), ILO support for primary school construction had positive effects on short-term employment generation as well as education outcomes in geographic target zones of the joint United Nations Educational, Scientific and Cultural Organization (UNESCO)/ World Food Programme (WFP)/ILO education programme. From the perspective of gaining government ownership for the HIMO (Employment-Intensive Investment Programme building schemes) approach, ILO CO–Antananarivo programme personnel reported limited impact, noting the Ministry of Education had not fully bought into the approach.

5. ILO work to combat child labour in the vanilla value chain was still in its early implementation stages at the time of the evaluation. The importance of the sector to the national economy, the involvement of international buyers and the planned scale of interventions to improve vanilla farmer livelihoods (target of 15,000 farmers) also have potential for impact in the future. However, the mid-term evaluation of the project and key informant interviews raised concerns about the project's effectiveness working with international and national private sector partners. These partners are a key to leveraging both pressure for changes in practice and resources for future actions following the end of the project.

The United Republic of Tanzania

1. Development of a strong skills recognition system (RPL) with government funding: ILO support to the DWCP (e.g. identifying skills, outcomes and stakeholders) helped implement skills development programmes. This laid the foundation for the Government's own skills development programme. The Government of the United Republic of Tanzania started investing in skills development and defended this initiative before Parliament. Employers have also increased their awareness and uptake in regard to work readiness programmes. ILO support to TVET organizations, and for unions and employers, was quite effective. TVET and RPL are carried out by public and private centres, which were strengthened in order to improve the training they provided as well as their management systems. For example, on the basis of its new business plan, from 2015 to 2018, the National College of Tourism increased its revenue by 21 per cent.

2. An Apprenticeship Policy has been in place since 2016. The ILO's support to the DWCP helped raise the profile and the interest in apprenticeship. In 2019, the Government of the United Republic of Tanzania is increasing its investment in workplace learning (apprenticeship). The apprenticeship programme also helped involve the private sector in the active development of this kind of initiative. Furthermore, a 4.5 per cent levy is applied on wages, to be invested in skills development. Notwithstanding the above, the gap between demand and offer of skills remains high in the United Republic of Tanzania.

3. A revised version of the National Employment Policy was drafted. Although its implementation has stalled because the Government of the United Republic of Tanzania has not yet submitted it for Parliament's approval, the elaboration of the policy meant a major development in the road to establish a more enabling environment for decent work.[41] Also, the Integrated Labour Force Survey was a relevant step towards developing a labour market information system in the country.

4. Further, the social security reform, carried out with ILO support, contributed to strengthening the pension system by reducing operational costs.

5. Support for entrepreneurship and enterprise creation, particularly by women and youth, has greatly grown among Tanzanian constituents. PMO-LYED provides assistance to people so they can become self-employed and develop their small businesses.

---

[41] In 2017, background studies were produced in order to support the review of the Small and Medium Enterprises Policy; a new draft is currently being elaborated.

South Africa

1. The National Minimum Wage Act, which stipulates a minimum national rate of ZAR20 per hour, or ZAR3,500 per month, came into effect on 1 January 2019 and is expected to benefit about 6 million workers who currently earn below ZAR3,700 a month.

2. According to the ILO's self-reported data, the EPWP (implemented in phases of five-year cycles and currently in its third phase) has a huge potential for creating job opportunities. The first phase of EPWP ran from 2005 to 2009, and achieved its target of 1 million job opportunities one year ahead of schedule. A second phase was implemented from April 2009 to March 2014, with an overall national objective of upscaling and creating 4.5 million jobs (or 2 million full time equivalent). The third phase commenced on 1 April 2014 with a target of 6 million work opportunities, and this phase would run until the end of March 2019.[42]

3. Research studies on informality in South Africa have also facilitated social dialogue engagement on decent work deficits, a characteristic of the informal economy. Furthermore, the National Roadmap on transitioning the informal economy towards the formal economy, which was developed in 2018, is expected to be used by the partners for guidance and monitoring of actions towards addressing decent work deficits caused by informality and, thus, for facilitating a transition to formality.

4. The SCORE project has facilitated partnerships by provincial departments, municipalities and the private sector, to promote the principles of sustainable enterprise and responsible tourism. Additionally, the Operational Guidelines for Community-Based Tourism were implemented in several provinces. The guidelines facilitated linkages between SMEs in local communities and larger enterprises within community-based tourism value chains, by promoting increased productivity, market linkages and improving working conditions within the SMEs.

5. The Government's adoption of the White Paper on International Migration is based on several international instruments which South Africa has ratified, including: Convention No. 29 (on forced labour); Convention No. 189 (on domestic workers); and the 2005 SADC Protocol on the Facilitation of Movement of Persons; as well as the SADC Regional Migration Policy Framework. Although the migration context in South Africa is presenting many challenges, these efforts demonstrate how to coordinate and create synergies between different instruments and programmes that affect the multiple aspects of the Government on decent work policies. The White Paper constitutes a significant step forward in aligning South Africa's international migration policy with the African Development Agenda.

3.6. SUSTAINABILITY

The sustainability section assesses the likelihood that achievements will be continued or even scaled up and replicated by national partners.

SUMMARY OF MAIN FINDINGS

The building blocks for sustainability are, to a large extent, created by the ILO's high-quality support, improved social dialogue and positive changes in legislation.

The evaluation found that the likelihood of the DWCP achievements to be continued/implemented/scaled up largely depends on full national ownership, the constituents' institutional capacities, effective governance and continued ILO support.

---

[42] Evaluation reports of the EPWP Phase II were not available. The EPWP Phase III evaluation was being evaluated at the same time as the SADC High-level Evaluation.

3.6.1. Overall factors

National ownership

Finding 38: Government and social partners confirmed that national ownership was ensured by the endorsement of the national DWCPs. In the case of the United Republic of Tanzania, the DWCP was never signed by the Government; nevertheless, the Government of the United Republic of Tanzania has already taken steps to ensure the sustainability of DWCP interventions. Thus, from a policy perspective, the commitment to advance the Decent Work Agenda in the countries covered by this evaluation is expected to continue.

Additionally, although line ministries should be co-responsible, national stakeholders often highlighted that there is a lack of understanding of how tripartism in general, and the DWCP and the Decent Work Agenda in particular, work among most of the responsible staff and authorities. Therefore, mainstreaming decent work issues into such ministries will need to be factored in when further considering sustainability.

Moreover, time and again, national informants underlined the need for reinforcement of the accountability of the different government agencies, regarding their respective committed contributions to the National Development Plans, and more specifically vis-à-vis their decent work-related commitments.

In sum, national ownership will be measured in the future based on the availability of domestic funding, as well as appropriate levels of human and technical resources. Sustainability will likely not be achieved without durable government commitments (i.e. of ministries of labour and key line ministries) and social partners, in terms of allocating the necessary resources, nor without continued ILO technical and policy support and (limited) financial contributions.

Donor dependence

Finding 39: Overall, there is a high dependence on donor funding for the implementation of DWCPs' activities.

Government agencies (to some extent, with the exception of South Africa) and employers' and workers' organizations are financially unstable and depend greatly on donors to implement activities, given that they have very limited means outside of donor-funded programmes. Until now, government and social partners have tended to act more as passive recipients.

ILO and constituents: Equal partners?

Finding 40: Social partners tend to see the DWCP as the ILO's Country Programme, and thus consider the ILO as a donor, instead of as an equal partner.

There are different perceptions among stakeholders in terms of clearly defining the respective responsibilities of the ILO, the Government and the social partners regarding the implementation of the DWCPs in the countries evaluated. For example, cost-sharing arrangements with social partners seem to be lacking, which for some stakeholders is an indicator of a certain degree of lack of ownership. Furthermore, as already mentioned in this report, several stakeholders expressed the opinion that social partners tend to see the DWCP as the ILO's Country Programme, rather than a joint programme among partners, and thus they consider the ILO as a donor, instead of an equal partner.

The evaluators also noted earlier that the way implementation of the DWCP was budgeted contributed to confusion about what resources were needed to implement the programme. Also, as noted earlier, the DWCP follows a template that is provided by the ILO. Across countries, there are many overlapping government programmes that appear to be supported by different UN agencies according to their mandate. This may give the appearance that the DWCP is the ILO's while, for example, the one on education is UNESCO's or UNICEF's.

Constituents' institutional capacities

Finding 41: Through DWCP-related activities, the practice of social dialogue was more frequent, whether through formal and informal mechanisms, and to different extents was institutionalized in case study countries.

Both social dialogue and the institutional capacities of national tripartite constituents have improved with ILO support, during the implementation of the DWCPs. Both aspects constitute an important foundation for the process leading to the elaboration of labour and social protection policy and legislation.

There is also consensus among stakeholders across countries that social dialogue is likely to be sustained. However, there is a need for the further enhancement of tripartite capacity to engage in sound social dialogue, the continued strengthening and development of strategies on wider labour and employment concerns, the effective engagement in collective bargaining, and the effective participation in policy development processes.

Likewise, the constituents' institutional capacities to deploy advocacy efforts for influencing the social–political agendas of government, parliament and political parties need to be further reinforced.

In addition, across the board, national constituents identified a continued need for, and demand for, expanded capacity building, through recurring/continued training activities and technical assistance by the ILO.

In sum, there is a continued need for strengthening constituents' institutional capacities for contributing to productive social dialogue and for participating in advocacy efforts to influence the social–political agenda.

Effective DWCP–DWP governance

Finding 42: The degree of institutionalization of national tripartite mechanisms to oversee and monitor the DWCP differed among case study countries, but was limited overall.

Tripartite constituents agreed that National Steering Committees, as well as the SADC secretariat, had weak technical capacities. Insufficient staff and funding are key factors hindering its capacity to take charge of the effective implementation and monitoring of the respective DWCPs and the SADC DWP.

A key factor for the consolidation of achievements to date include the ability to set up or reinforce functional and effective DWCPs/DWP governance systems and related processes (management, coordination, monitoring, reporting and evaluation). Other factors include the degree to which governments mainstream decent work priorities into government development programmes, and ministries of labour and employment mandate and provide adequate human resources and funds to address these priorities on a day-to-day basis. These factors will be essential for contributing to the future sustainability of the DWCPs, as well as the SADC DWP.

Continued ILO support

Finding 43: Building onto existing ILO institutional and regional experience and providing continued support to all countries are central to enhancing achievements to date and for future sustainability of the DWCPs and DWP.

The ILO is distinctively well placed to promote the Decent Work Agenda and support the DWCPs and DWP implementation in the countries and the region, respectively. This is due to the ILO's substantial experience and technical capacities, its extensive knowledge of the needs of the countries and the region, and required support, as well as its excellent relations with its constituents.

However, an even and continued support from experts from DWT/CO–Pretoria, especially the DWT and ILO headquarters, to all countries in the region is essential. This type of multi-level and intra-institutional collaboration and coordination is a key aspect both for further enhancing the results achieved so far, as well as for continued successful implementation and future sustainability of the DWCPs at the country and regional levels.

3.6.2. Country-specific factors

Lesotho: Political stability

Finding 44: In Lesotho, long-term political and economic stability is central to the consolidation of DWCPs' achievements to date and to enabling a successful implementation of the DWCPs.

Political and economic instabilities have already been underlined in this report as a major challenge during the implementation of the Lesotho DWCP. In this regard, as pointed out in the DWCP document, the political crisis in Lesotho has placed the country on the agenda of the SADC over the years. The current Government came to power in June 2017, with a mandate to implement various SADC recommendations, including reforming the Constitution, Parliament, security and justice sectors, and the public service.

These reforms are key for Lesotho's long-term stability and economic transformation,[43] and hence to consolidating achievements to date and enabling a successful implementation of the DWCP III.

Madagascar: Ensuring close alignment with the government priorities

Finding 45: Ownership of the DWCP would be strengthened by aligning with the priorities of the current Government.

The ILO programme of work for the Madagascar DWCP promoted sustainability in three ways: by linking to and/or embedding DWCP priority outcomes and outputs in government action plans, building the capacity of people and institutions charged with implementing the DWCP, and by creating new institutions or departments within partner institutions with specific long-term missions to sustain DWCP outcomes.

Weak national governance mechanisms and limited national budget resource allocations posed significant threats to the effectiveness of these strategies. Several stakeholders cited concerns about the sustainability of positive outcomes of ILO support activities because of high levels of turnover in counterpart organizations, lack of means to carry on activities, and limited and/or changing levels of political will. Although creating local structures to carry on ILO activities, one stakeholder warned against these becoming empty structures once ILO project support for their operations ceased.

Because of political instability during the 2014–19 evaluation period, ensuring close alignment with the government priorities was challenged by political divisions, disagreement between the executive and legislative branches, and frequent turnover in leadership.

Several stakeholders suggested that the next DWCP would achieve greater ownership and capitalize on other government programme budgets more effectively by aligning with the newly elected Government's national development strategy.[44] Better alignment may be possible since the President was recently elected to a five-year term that largely coincides with the anticipated implementation period planned for the second DWCP.

---

[43] Lesotho Decent Work Country Programme 2019–23.
[44] South Africa DWCP MTR.

The United Republic of Tanzania: Scope/outreach of decent work-related interventions

Finding 46: There is a need to address the plight of the Tanzanian informal sector, which accounts for 85 per cent of the workforce, in order to make the DWCP relevant to the majority of Tanzanian workers.

The actions of the Government of the United Republic of Tanzania, and those of employers' and workers' organizations, are mainly related and addressed to the world of formal work, which accounts for 15 per cent of the total workforce. The enormous challenge is to formulate and expand the scope of interventions in the next DWCP. The next DWCP should address the concerns and needs of not just formal organizations, such as employers' and workers' associations, but of the informal and rural sectors, which account for the majority of the workforce. Trying to bring informal workers and entrepreneurs into the world of formal labour relationships may be one means to bridge the gap in decent work. However, given the size of the workforce that remains outside the formal economy, that may not be the only road to promote decent work. A wider scope of both regulatory and direct support interventions – addressing the financial, commercial, social security and representation needs of members of the informal sector – may also be needed to make the DWCP relevant to the majority of Tanzanian workers. The key and yet unanswered question for the ILO would be: How to work with/have relevant effects in the world of informal work if its main institutional commitment is to satisfy the priorities of government institutions and social partners mainly working in the formal sector?

South Africa: Technical cooperation and partnerships

Finding 47: It is unclear whether the constituents understand the importance of technical cooperation along with the diverse partnerships that were established by the ILO in terms of their relevance in contributing to advancing the Decent Work Agenda in the country.

The implementation of the DWCP in South Africa is largely funded by national budgets (through development cooperation projects), and to a lesser extent from the ILO's regular budgets. However, from interviews, it is unclear whether the constituents understand the importance of the technical and development cooperation projects. Nor is it clear that they understand the importance of the diverse partnerships that were established by the ILO (with other government agencies besides the Ministries of Employment and Labour) and the effect these have had for the successful implementation of strategies that contribute to advancing the Decent Work Agenda in the country.

Additionally, a challenge exists in relation to different aspects of the DWCP that involve other government departments. No official channel exists for reporting and coordination, which results in potential coordination and dialogue gaps between government departments. This is complicated further by the fact that tripartism and social dialogue may not be fully understood beyond the traditional constituents, especially if they involve other social partners as well, as is the case in South Africa. Representatives of the Department of Labour as well as of the social partners confirmed this perception to the evaluator during the stakeholder interviews.

There is indeed a certain degree of disconnect, between development cooperation projects and other activities in the DWCP. One of the difficulties is that some technical projects were established prior to the elaboration of the DWCP, and their priorities may thus not match exactly with the priorities of the social partners.[45]

The evaluation also agrees with findings of the MTR, which state that another difficulty is that the projects are to some extent driven by what donors are prepared to fund. In this regard, some opined that cooperation projects tend to be more supply- than demand-driven. Also, some stakeholders recognized during this evaluation that certain projects – such as other interventions within the DWCP – might be more relevant to

---

[45]   South Africa DWCP MTR.

some tripartite-plus partners than they are to others. The key question remains as to what role the DWCP Steering Committee can and should play in the design and oversight of each of these projects.

3.7. LESSONS LEARNED

The evaluation identified some lessons learned, which were driven by some of the challenges identified, as well as drawn from the positive results obtained. In this section, we list only a selection of the most relevant of these lessons learned, so they can be taken into consideration in current and/or future interventions.

1. Case study countries that had developed a funding strategy that responded directly to national priorities and demands had greater leverage in mobilizing additional funds. Piloting and showcasing the results of interventions helped to entice local stakeholders to identify local sources of funding for areas that may not have otherwise been funded by donors.

2. Also, opinions gathered during the evaluation as well as reports (including ILO reports) reflect that there is a perceived lack of understanding of how tripartism works among external stakeholders, as this dialogue model is unique to the labour and employment sector. On the other hand, there appears to be a growing understanding within the ILO that, in order to advance decent work programmes, effective linkages and synergies need to be created that go beyond the usual government, labour and employment constituents only. Further, partnerships and technical/development cooperation projects are beneficial not only for government agencies, they also largely contribute to improved implementation of the DWCP.

3. In countries where the ILO is not a resident agency, the potential for collaboration and for creating partnerships with other agencies that are operating in the country was more limited. This also prevented the ILO from effectively mainstreaming the Decent Work Agenda and the DWCP in the work of other agencies. This is in line with main findings from the ILO's independent evaluation of its field operations and structure in 2010–16.

4. The evaluation found that broad participation from diverse stakeholders contributes positively to effectiveness. For example, the engagement of different non-traditional ministries and agencies in joint planning meetings contributed to improved policy coherence on labour-related issues, ownership, effective implementation, and improved monitoring and evaluation of DWCPs in some countries.

5. Mainstreaming decent work standards into the activities of both urban and rural informal sector stakeholders (which, depending on each country's context, may have their own forms of representation and organization) could be a path forward to develop and implement more inclusive DWCPs that expand the reach of the ILO's support and allow countries to address the needs of a majority of workers and employers, who are today excluded.

6. The evaluation found something of a paradox: ownership emerged where DWCPs' expected outcomes and activities were mainstreamed in government planning and activities. However, in cases where government was too dominant, social partners tended to be excluded. A consensus-building tripartite process was found to improve national ownership among stakeholders which, in turn, was instrumental in ensuring sustainability. The study also found that the national stakeholders' association of the DWCP as an "ILO programme" was detrimental to fostering local ownership of the programme.

4. CONCLUSIONS

This chapter presents a synthesis of the conclusions drawn from the analysis of the findings, and is organized in line with the six evaluation criteria: relevance, coherence and validity of design, effectiveness, efficiency, likelihood of impact and sustainability. Further, the evaluator allocated performance ratings to the results in each relevant area of the study, based on the information collected from diverse sources and on the comments provided by constituents on the DWCP.

4.1. CONCLUSIONS BY EVALUATION CRITERIA

Relevance

The DWCPs were a product of extensive consultation between the ILO and the national constituents. Unfortunately, after the DWCP design phase, the level of involvement of the social partners declined during implementation and monitoring of the programme's progress. Thus, continued relevance to the needs of the constituents was not assured.

The DWCPs were also generally relevant to national, regional and international development frameworks, including the ILO's SPF 2010–15 and biennial P&B Outcomes. However, in most cases, they were somewhat aligned with the MDGs/SDGs.

Staying relevant appeared to be somewhat of a challenge for the DWCPs, because the absence of sound monitoring tools and processes meant that the programme staff did not know how to adapt the programmes to changes in their respective external environments.

The evaluation found that, globally, the SADC DWP priorities continue to be important from the national perspectives. However, regional decisions need to be trickled down to the national level, with tripartite follow-up of the outcomes of regional decisions at country level; also, member States need to allocate funding to implement SADC decisions, implying that higher levels of political will are needed. These two elements (the follow-up of implementation by local stakeholders in order to ensure ownership and country funding of SADC DWP initiatives) have been very limited until now.

Coherence and validity of design

The DWP and sometimes DWCPs were designed without information and analysis of past activities, ILO and ILO constituents' comparative strengthens within a given area of work, as well as key assumptions (e.g. results chains) and risk analysis.

Despite their design with incomplete information, the DWP/DWCPs generally aligned closely with national, regional and international development frameworks, as well as with CPO and ILO P&B Objectives, which reinforced external and internal coherence of planned efforts.

However, the evaluation found that there was sometimes a lack of coherence among the DWCP, the programme of the Government endorsed by social partners and the ILO programme of work. The resulting confusion had negative implications for ownership, resource mobilization, etc.

The DWP/DWCPs also somewhat aligned with the SDGs and their respective UNDAFs. When the DWCP alignment was challenged, it was often due to political instability and frequent changes in government personnel and technical office mandates.

Application of the principles of RBM during design and implementation was uneven. In some countries, such as the United Republic of Tanzania, RBM was found to be well applied. The Madagascar, South Africa and Lesotho DWCPs as well as the DWP were found to have only partially applied the RBM approach to their DWCPs.

The overall conclusion is that the programme design often did not provide for a strong reference framework for the evaluation. Furthermore, the monitoring plan (which represents more of a monitoring framework) was not well suited for conducting effective monitoring. These factors hindered the DWP/DWCPs' evaluability.

Effectiveness

The evaluation could not fully address the effectiveness because DWCP monitoring and evaluation activities were only partially successful. Monitoring was constrained by both operational factors as well as by gaps in the monitoring and evaluation framework.

A review of the findings shows that the DWCPs produced several noteworthy results. Collectively, the DWCPs addressed P&B Outcomes 1–9. In addition, DWCPs achieved a substantial number of their respective CPOs. The thing that makes these accomplishments so significant is the challenges that the DWCPs faced.

Qualitative data analysis was conducted of the challenges that the DWCPs faced. Although several separate challenges were identified, only two of them – limited technical capacity (two countries) and limited financial capacity (three countries) – were shared by more than one country. This indicates that challenges to DWCPs are highly country-context specific.

What qualitative data analysis did reveal is that the challenges can be classified as being one of two types. Some challenges – such as the socio-economic context, political volatility, etc. – can be classified as external challenges. Other challenges – such as the wide scope of the DWCP and highly ambitious goals, overly centralized administration processes, etc. – can be classified as internal challenges. There is greater opportunity to address internal challenges than those that are external.

The ILO's contribution to cross-cutting policy drivers was also uneven. In Madagascar, South Africa and the United Republic of Tanzania, the DWCPs addressed international labour standards. In Lesotho, Madagascar and the United Republic of Tanzania, social dialogue was addressed. Gender was addressed in limited ways in the four countries, and environmental sustainability was limited in all four DWCPs.

About the strategic fit between the SADC DWP and the DWCPs, in Lesotho, the United Republic of Tanzania and South Africa, the SADC DWP is viewed as a convening power that can establish regional objectives to which member States will adhere. Madagascar, however, did not participate extensively in ILO-supported SADC programmes. Nevertheless, follow-up by case study country constituents on SADC DWP agreements was generally weak, limiting potential synergies between the DWCPs and the DWP.

As for the effectiveness of the SADC DWP, while progress was achieved under regional and technical work, the same cannot be said regarding promotional work and information sharing, where little to no progress was made.

Efficiency

Qualitative data analysis identified two types of efficiency: financial and management arrangements. ILO financial resources came from a variety of different sources. For example, in South Africa, much of the ILO's funding came from the Government itself. By contrast, in other countries, much of the funding came from sub-recipient agreements with other UN agencies and ILO core funding. The evaluation concluded, however, that the different types of funding did not necessarily promote or contribute to different levels of efficiency.

The ILO financial resources were generally well managed. ILO constituents highlighted the need for higher levels of funding, but generally perceived ILO support to have been cost-efficient, with few exceptions. Expenditures mainly respected biennium workplans and were focused on a limited number of CPOs. This helped to promote progress towards impact.

With regard to the efficiency of management arrangements, the technical assistance delivered by the DWT was found to be uneven. In South Africa, where the DWT is based, the DWT's support was found to have been strong. In Madagascar, by contrast, DWT support was found to have been limited. This suggests that the DWT may not be fully prepared to deliver technical assistance in multiple languages.

In countries where the ILO is a resident agency, there are many opportunities to partner with other UN organizations under the framework of UNDAF. In countries where the ILO is not resident, there is a limited potential for collaboration and for creating partnerships. This has prevented the ILO from effectively mainstreaming the Decent Work Agenda and Country Programmes in the work of other UN organizations.

There was no evidence of any major implementation synergies that had been established among the SADC DWP and the individual country DWCPs. However, in South Africa, there were some complementarities between both programmes, particularly in the area of international labour standards.

ILO coordination, communication and knowledge sharing were largely effective, based on stakeholder feedback. Stakeholders indicated that ILO communication could have been timelier on occasion, and that follow-up on decisions taken during meetings could have been stronger. However, some strategic partners expressed strong frustration about ILO communication and engagement, highlighting the need for attention by country office leadership.

Potential impact

In the four countries considered for this evaluation, the ILO achieved a better understanding of the Decent Work Agenda among constituents, a greater capacity of workers and employers to analyse and mainstream their needs into the DWCP, along with the improvement of relevant institutional capacities to generate further progress towards decent work country objectives.

At the country level, through the DWCPs results, there was significant (potential) impact to advance the Decent Work Agenda, through improved labour legislation; better alignment of national laws to international labour standards; development of social security schemes; employment promotion; improved livelihoods; constituents' capacity building; support to skills training delivery, apprenticeships and entrepreneurship; transition to the formal economy; minimum wages; or international migration.

Sustainability

The ILO integrated strategies to sustain its achievements supporting the DWCP. Sustainability strategies included linking to and/or embedding DWCP priority outcomes and outputs in governmental/sectoral action plans, building the capacity of people and institutions charged with implementing the DWCP, and creating new institutions or departments within partner institutions (within national, subnational and local structures) with specific long-term missions to sustain DWCP outcomes.

Notwithstanding the positive results of the ILO programme of work, stakeholders cited concerns about sustainability, because of high levels of turnover, challenging political environments, lack of full national ownership, insufficient resources and weak institutional capacities among the social partners. The above can be summarized by saying that the main constraint to sustainability is a weak enabling environment.

Furthermore, social partners tend to see the DWCP as being the ILO Country Programme, and thus see the ILO as a donor, instead of as an equal partner. Likewise, it is unclear to the evaluation whether the constituents understand the importance of the ILO's technical and development cooperation projects, along with the diverse partnerships that have been established by the ILO and their importance for contributing to advancing the Decent Work Agenda in the country.

4.2. RATINGS PER EVALUATION CRITERIA

As part of the case study, the evaluator allocated performance ratings to the results in evaluation criteria, based on the information collected from diverse sources and on the comments provided by constituents on the DWCP. The rating scale in table 21 was applied.

Table 21. Ratings used to summarize general findings

1	2	3	4	5	6
Very unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory

Table 22 presents the summary of the ratings applied to each area.

Table 22. Scoring template for summarizing general findings of the High-level Evaluation

Evaluation criteria	Rating	
Relevance and strategic fit of the DWCP	5	Satisfactory
Coherence and validity of design	3	Moderately unsatisfactory
Effectiveness	4	Moderately satisfactory
Efficiency	4	Moderately satisfactory
Likelihood of impact	4	Moderately satisfactory
Sustainability	4	Moderately satisfactory

Figure 2. Findings of the High-level Evaluation: Scoring
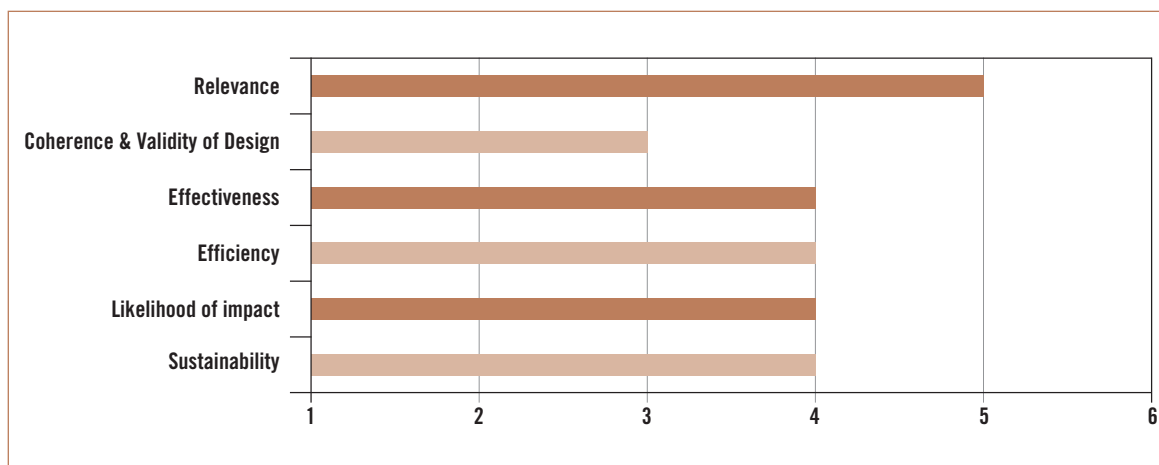
5. RECOMMENDATIONS

The following recommendations are based on the findings of this evaluation and follow from both the lessons learned and the conclusions.

Recommendation 1

Reinforce the capacities of social partners. Capacity development plans should identify the capacity development needs of each constituent group and suggest delivery approaches that could best address those needs.[46] The planning of capacity development should clearly prioritize the most strategic interventions based on needs assessments, the comparative advantage of the ILO, strategic selectivity, and cooperation with other external organizations providing capacity development support. Such plans should include monitoring and evaluation mechanisms to ensure that increased institutional capacities of constituents will be measured and evaluated. Internal consultation with ACT/EMP and ACTRAV to ensure buy-in from the social partners could be strengthened.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/CO-Pretoria, country offices, DDG/FOP/Turin Centre, ACT/EMP, ACTRAV	High	Mid-term	Medium

Recommendation 2

Consider a more custom-made approach to countries' DWCP design. ILO staff at the regional level (DWT/CO-Pretoria) and in selected countries thought that a more tailored approach to the design of DWCPs could be more impactful. Designs could be better adapted to countries' development status, divergent historic backgrounds and socio-economic contexts, and could incorporate a more selective approach based on selected national priorities. The custom-made approach should also take into account what other UN agencies are doing within the country.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/MR, PROGRAM, Regional Office for Africa, DWT/CO-Pretoria	High	Mid-term	Low

---

[46]   ILO: *An independent evaluation of ILO's capacity development efforts 2010–2017*, Geneva, 2018.

Recommendation 3

Improve efforts to coordinate and promote the involvement of stakeholders in all aspects of decent work country programming (for example steering, implementation, resource mobilization, and monitoring and evaluation). This would require developing the capacities of workers and employers, as well as of government ministries and agencies, to be active participants. It would then require the ILO to help create opportunities for stakeholders to become involved. Finally, the ILO would be required to support stakeholders' involvement in the DWCP.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/MR/FOP, PROGRAM, ROAF, DWT/CO-Pretoria, country offices, national constituents, DWCP national steering committees, UN agencies	High	Mid-term	Low

Recommendation 4

Make additional efforts to promote gender equality and non-discrimination. The cross-cutting policy drivers gender equality and non-discrimination are not sufficiently mainstreamed in the DWCPs. Across countries, the ILO and the national constituents should make additional efforts to ensure that gender and non-discrimination principles are integrated in DWCP design and implementation, and considered in the ILO's strategy to influence policy development, formulation and implementation.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/CO-Pretoria, country offices, national constituents, DWCP national steering committees	High	Mid-term	Low

Recommendation 5

Provide tailored technical assistance focused on both substance and process. The evaluation found that there was a demand for technical assistance with regard to content, such as labour and employment issues. In addition, the evaluation identified that demand for technical assistance with regard to processes (for example planning, budgeting, governance, and monitoring and evaluation processes), was high among national stakeholders in some countries.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/CO-Pretoria, country offices, national constituents, DWCP national steering committees	High	Mid-term	Medium

Recommendation 6

Update the SADC DWP to respond more effectively to present conditions and challenges, both at the regional level and the level of the SADC member States. Furthermore, efforts to raise awareness of the SADC DWP among workers' and employers' organizations across countries should be reinforced, including efforts to create synergies and increase coordination between both programmes.

Responsible unit(s)	Priority	Time implication	Resource implication
ROAF, DWT/CO-Pretoria, country offices, ministries of labour, workers' and employers' organizations, DWCP national steering committees, SADC secretariat	Medium	Mid-term	Medium

Independent Evaluation of

ILO'S PROGRAMME OF SUPPORT TO THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC) AND TO SELECTED SADC MEMBER-COUNTRIES: LESOTHO, SOUTH AFRICA, TANZANIA AND MADAGASCAR FROM 2014-2019

EVALUATION OFFICE- FEBRUARY 2019

Introduction

In November 2018, the ILO's Governing Body approved EVAL's rolling work plan for 2019 which included an independent evaluation of a cluster of ILO Decent Work Country Programmes (DWCP) supported by the Regional Office for Africa.

Following a review of resource allocation in the region and consultation with the Regional Office it was decided that the main focus of the evaluation would be the ILO's programme of support for the Southern African Development Community's (SADC) and to selected SADC member-countries of Lesotho, South Africa, Tanzania and Madagascar from 2014-2019. The scoping decisions were based on the criteria contained in Table 4.

The SADC is an inter-governmental organization headquartered in Gaborone, Botswana. Its goal is to further socio-economic cooperation and integration as well as political and security cooperation among 16 southern African states: Angola, Botswana, Comoros, Democratic Republic of Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Tanzania, Zambia and Zimbabwe.

Using DWP and DWCPs, respectively, as programme frameworks, the evaluation will seek to assess whether the ILO's programmes are effectively serving as instruments to achieve the Decent Work Agenda in SADC and selected member-countries and extract lessons that would lead to:

- greater relevance to constituent needs, to national and international development frameworks (including the SDGs) and to the ILO's Programme and Budget
- improved country programme planning and implementation;
- improved organizational effectiveness;
- accountability for funding (including RBSA) and for results;
- strengthening synergies among the ILO's technical advice and technical cooperation activities;
- applying lessons in future programmes and projects, and
- identifying approaches to better support the achievement of the areas of critical importance identified as priority by the national tripartite constituents of these countries.

Background and Context

In preparation for the 2019 high-level evaluation, the ROAF did an informal analysis of DWCP priorities based on the Programme and Budget 2016-17 (paragraphs 184; 185) and the conclusions of the 13th African Regional Meeting (Addis Ababa, December 2015)[1]. The following priority thematic areas of intervention were identified.

Youth Employment

The Youth is the largest age cohort in Africa today; therefore, the promotion of youth employment is a priority to maintain economic, political and social stability. Today, many of Africa's Youth are unemployed or underemployed. While the region has experienced fast development in recent years, economic growth has not been employment-intensive and led to increasing inequality. In South Africa, the unemployment rate stood at 27.7 per cent in 2017[2]. A large number of people are currently engaged in subsistence farming rather than formal employment.

Transition from Informal to Formal Economy

In Africa, the majority of the labour force is in the informal economy[3]. For example, South Africa's rate of informality, outside the agricultural sector, is 34 per cent[4]. Most are women and young people who have no other choice than the informal economy for their survival and livelihood. While some activities in the informal economy offer reasonable livelihoods and incomes, most people engaged in informal activities face a wide range of decent work deficits and often remain trapped in poverty and low productivity. Improving the productivity of and market access for workers and producers in the informal economy and facilitating their access to mainstream economic resources and social protection is at the heart of many poverty reduction strategies in the continent.

---

[1] https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_432579.pdf

[2] World Employment and Social Outlook: Trends 2018 International Labour Office – Geneva: ILO, 2018

[3] The informal economy in Africa: Promoting transition to formality: Challenges and strategies / International Labour Office, Employment Sector and Social Protection Sector. - Geneva: ILO, 2009 66 p.

[4] Ibid

Social Protection

The ILO's World Social Protection Report 2017–19 states that Africa has realized significant progress in the extension of social protection coverage. Nonetheless, only 17.8 per cent of the population receive at least one social protection cash benefit, with significant variation across countries. Owing to greater efforts towards extending old-age protection, 29.6 per cent of Africa's older population now receive a pension. Lesotho is one of the countries that has reached, or approached, universal pension coverage. However, significant coverage gaps remain with respect to children, mothers with new-borns, unemployed workers and persons with disabilities as well as vulnerable populations. The development of social protection floors is therefore an urgent priority in Africa.

Labour Migration

International migration in Africa increased from 13.2 million migrants to 15.9 million migrants from 2008 to 2014[5]. Out of the 15.9 million migrants in 2014, there were 8.3 million migrant workers (4.7 million males and 3.6 million females) according to the regional estimates from the. No significant gender differentials were observed in the number of migrants. With 328.1 million, SADC has about 28 per cent of the total population of migrants. SADC migrants are unevenly divided into the different countries. The stock of migrants in South Africa is almost half the stock of migrants in the SADC (1,223,570).

Decent Work Programming in SADC and its member-countries

In order to address the issues discussed above, SADC has implemented a Decent Work Programme (DWP) that presents a roadmap for the implementation of the Decent Work Agenda, at a regional level, over a four year period from 2013 to 2019. Lesotho, South Africa, Tanzania and Madagascar are all covered by the subregional dimension of the SADC DWP, however, each of them has their own DWCP.

South Africa's 2010–2014 DWCP was extended until the end of 2016. The subsequent DWCP was signed in June 2018 for the period of 2018-2023. Therefore, there was a period, in the middle of the time included in the scope of this evaluation, when no DWCP was in force. The new DWCP focuses on 3 key priorities, two of which were identified as priority thematic areas of intervention. They are more and better jobs and broadening social protection coverage. The other priority is promotion of strong and representative employers' and workers' organizations.

Tanzania has been a party to three previous DWCPs. A DWCP was in force from 2013 – 2016. Two of the priorities of that programme were also identified as priority thematic areas of intervention. They were extending social protection coverage for all and promoting the creation of productive employment. The other priorities were improving compliance with labour standards and rights at work and strengthening social dialogue mechanisms at national and sectoral level. The zero draft of a new DWCP has been finalized and a schedule has been negotiated for the tripartite technical committee to make final touches before submitting to the steering committee for onward transmission to the tripartite body for adoption.

---

[5] Report on Labour Migration Statistics in Africa in 2015. African Union Commission - Addis Ababa, Ethiopia, 2017

The 2015-2019 DWCP in Madagascar is nearing the end of implementation. A Country Programme Review was conducted in the summer of 2018. The results of the CPR revealed that the DWCP is relevant and well designed. Its implementation, however, has encountered some challenges, such as the poor performance of the information system and the lack of communication, the lack of leadership of the Technical Secretariat, which is supposed to monitor and coordinate the related activities, and the low capitalization of skills acquired as a result of political and institutional instability and weak resource mobilization. Despite these shortcomings, the progress made is encouraging for a first DWCP implemented in the country.

Lesotho's 2012 -2017 DWCP was extended to December 2018. Therefore, Lesotho had a DWCP in force for most of time included in the scope of this high-level evaluation. Like the other countries, two of the priorities of the programme were identified as priority thematic areas of intervention. They were employment creation for all, particularly the youth, women, and retrenched workers and social protection (with a focus on social security, including improved conditions of work and occupational safety and health and strengthening of workplace responses to the HIV/AIDS epidemic). Tripartism and social dialogue was the third priority. The development of the new DWCP started in December 2017.

Developmental Cooperation Portfolios

ILO development cooperation projects often contribute in a substantive way towards achieving Decent Work results. Below, can be found a list of countries in the SADC along with their respective project counts. The results show that the Tanzania has the most projects, followed by Zambia and South Africa, respectively.

Table 1. SADC countries and their respective project counts from 2014-2019[6]

Country	Total
Angola	0
Botswana	4
Comoros	8
Democratic Republic of the Congo	22
Eswatini	3
Lesotho	18
Madagascar	39
Malawi	54
Mauritius	0
Mozambique	48
Namibia	11
Seychelles	0
South Africa	87
United Republic of Tanzania	114
Zambia	93
Zimbabwe	31
Grand Total	532

---

[6] Source: ILO ODA data provided by PARDEV

According to the ODA data, from 2014 through 2019, the DC budget for SADC countries was US$970,556,566. The bar chart (below) shows that, despite having fewer projects, South Africa had more development cooperation funding (US$393,159,896) channelled through ILO than any other country in the SADC. US$299,813,658 of that funding appears to have come from the Government of South Africa, itself, to fund six development cooperation projects within its borders.

Development cooperation funding was not equally distributed among the countries that make up SADC. The chart also shows that South Africa had almost two-and-a-half times more development cooperation funding channelled through ILO than its nearest comparator, Tanzania (US$ 160,902,092) and three times more than third-place Zambia (US$ 129,948,518).

Table 2. SADC countries and their respective ILO development cooperation budgets
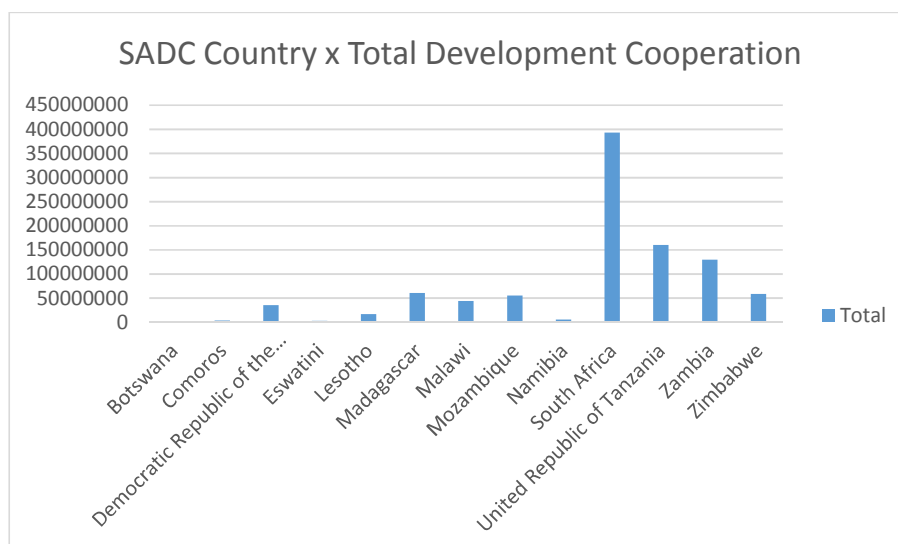
Programme and Budget Outcomes

Analysis showed that the developmental cooperation projects in Tanzania addressed more P&B outcomes than did those in any other country. This was followed by Zambia and South Africa, respectively.

Table 3. SADC countries and their respective P&B outcomes

SADC Country x Total P&B Outcomes Addressed by DC Projects
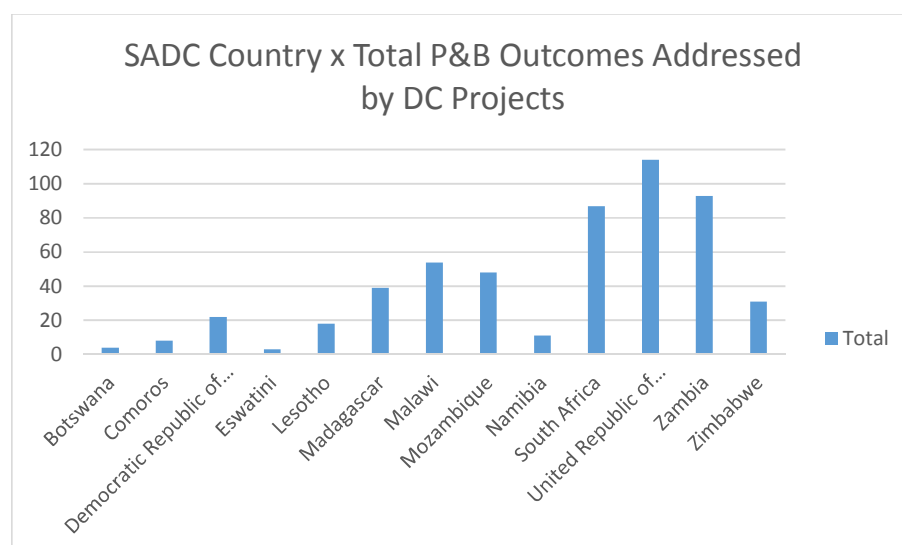
Purpose, Scope and Clients

The present evaluation has a dual-purpose: accountability and organizational learning. The evaluation will seek to determine how well SADC and its member-countries of Lesotho, South Africa, Tanzania and Madagascar achieved the outcomes planned in their respective DWCPs, how they were achieved and under what conditions. The evaluation will also attempt to contribute to organizational learning by identifying lessons that have been learned and emerging good practices. This information can inform future ILO strategies, Constituents and the design of new DWCPs.

Scope sets boundaries around the object of evaluation. It determines what is included in the study, and what is excluded. EVAL and the Regional Office considered a list of the 16 SADC countries plus a few non-SADC countries. It was agreed, that three or four countries, plus SADC, would be included in the scope of the evaluation. The selection criteria included previous DWCP, large budget, a mix of economic development, at least three thematic areas and backstopped by the same DWT. Below are the results of the analysis for the four countries selected.

Table 4. Selection criteria matrix

Country	Active DWCP Period covered	Expired DWCP Period covered	ILO Portfolio 2014-2019		Economic development Low - Middle - Upper[7]	Regional Priority thematic areas of intervention 1,2,3 and/or 4[8]
			Number of projects	ILO Budget in USD		
Southern African Development Community (SADC)						
Lesotho	2012-2017 extended to 2018	1 2006-2009	18	less than 50 millions	LM	1, 3, 4
South Africa	2018-2023	1 2010-2016	87	Around 380 millions	UP	1, 3, 4
Southern African Development Community (SADC)	2013-2019		7	Less than 50 millions	n.a.	1, 2, 3, 4
Madagascar	2015-2019	1 2010-2013	39	Around 55 millions	L	1, 3, 4
Tanzania		3 2006 - 2010, 2010 - 2013, 2013-2016 (extended to 2017)	114	Around 160 millions	L	3, 4

The principal client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include the Director-General and members of his Senior Management Team, the Evaluation Advisory Committee, the Regional Office Africa and the DWT-Pretoria, and tripartite constituents in SADC countries and the four target countries.

Criteria and Questions

ILO DWCP evaluations usually focus on the OECD DAC criteria including the relevance of the programme to beneficiary needs, the coherence of the programme design, the programme's efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions are suggested. The questions seek to address priority issues and concerns for the national constituents and other stakeholders.

---

[7] According to classification by the WB based on GIN per capita:
https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups
[8] 1) Youth employment, 2) Transition from Informal to formal economy, 3) Labour migration, 4) Social Protection, 4)

Table 5. Evaluation Criteria and Questions

Assessment Criteria	Questions to be addressed
Relevance	• Considering that the SADC DWP began in 2013 is the DWP still relevant today? • Have the Lesotho, South Africa, Tanzania and Madagascar DWCPs been relevant to the needs of the constituents? Are they relevant to national, regional and international development frameworks (including to the SDGs?) Are they relevant to the ILO's Programme and Budget Outcomes? • Have the DWCPs been flexible to adapt to context changes?
Coherence & Validity of Design	• Are the SADC DWP and individual DWCPs under review logical and coherent? • Was the DWP evaluable and did the ELS Technical Committee carry out monitoring and evaluation as foreseen? • Are the DWCPs under review evaluable and did they carryout monitoring and evaluation as foreseen • Where principles of Results-Based Management applied?
Effectiveness	• How did ILO support help the SADC DWP and individual DWCPs under review to achieve their expected results, respectively? • How have the countries dealt with DW issues in the absence of a DWCP? • How have the SADC DWP and the DWCPs mutually contributed to the achievement their objectives? • How well did the results address the ILO's cross-cutting policy drivers – international labour standards, social dialogue, gender equality and non-discrimination, and a just transition to environmental sustainability? • Were there any unexpected results? • What were the key factors of success? • What were the main internal and external constraints/challenges to attaining the expected results?
Efficiency	• How cost efficiently was the ILO's support to implement the SADC DWP and the individual DWCPs under review? • How well did the ILO coordinate with strategic partners to support the implementation of the SADC DWP and individual DWCPs under review? • What were there synergies among the SADC DWP and individual DWCPs under review?
Likelihood of Impact	• To what extent did the SADC DWP and individual DWCPs contribute to significant positive changes in DW?

	• How was the knowledge generated from the DWCPs shared?
Sustainability	• What positive and negative recommendations and lessons could be offered to improve the sustainability of the DWP and individual DWCPs under review? • How can the findings of the evaluation inform the region's strategic direction? • What recommendations can be offered on the way forward? • How did the DWCPs deal with sustainability of the DWCPs policy outcomes and impacts?

Evaluation Approach

The evaluation will use mix of evaluation approaches and ensure triangulation of information. It will, in part, use a goal-based approach to examine the Country Programme Outcome achievements. It will, in part, use a case study approach to examine selected SADC countries. It will, in part, use a mixed methods approach (e.g. document analysis, interviews, direct observation and surveys) to ensure the validity and reliability of the findings. It will, in part, use a participatory approach in that, to the extent possible, the evaluation will involve ILO key stakeholders such as beneficiaries, ILO Tripartite Constituents, ILO staff and strategic partners.

Evaluation Methodology

The ILO plans to commission a separate synthesis review of evaluation reports or relevant progress reports or reviews related to the ILO's programme of support to the Southern African Development Community (SADC) and to the countries of Lesotho, South Africa, Tanzania and Madagascar from 2014-2019. This will be done by reviewing a sample of available reports. The findings of the synthesis review will feed into the high-level evaluation report as one source of evidence. The principal client will be the ILO Evaluation Office.

One of the first tasks of the evaluation team will be to conduct a desk review of appropriate material, including strategic regional documents, programme and project documents, progress reports, previous evaluation reports and relevant material from secondary sources. This includes baselines and any government documents. Information from the desk review, together with that gathered from the scoping mission to the Regional Office, will be used to write the inception report.

Upon approval of the inception report, the evaluation team will conduct field missions to the selected countries in SADC. During the field missions, the team will prepare country/thematic case studies. Annex 1 contains information to guide the preparation of the case studies. The desk review and the case studies will provide the information needed to answer the evaluation questions in the final report. Finally, EVAL has interest in experimenting with new methodologies that are ILO specific such as normative work or social dialogue.

The evaluation will be based upon the ILO's evaluation policy which adheres to international standards and best practices, articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG). More specifically the evaluation will be conducted in accordance with *EVAL Protocol No 2: High-level Evaluation Protocol for DWCP Evaluation*

The evaluation team will request all programme and budgetary documentation pertaining to the ILO's programme of support to the SADC DWP and country DWCPs. This will include information on: (1) regional programme planning (CPOs), (2) technical corporation projects portfolio planning, implementation management and reporting, (3) the region's RB, RBTC and RBSA allocations and expenditures,   (4) project M&E frameworks and implementation strategies, and (5) a list of products that have resulted from ILO resources.

Cross-cutting Policy Drivers

The evaluations will address the ILO's cross-cutting policy drivers – international labour standards, social dialogue, environmental sustainability and, especially, gender equality and non-discrimination. In terms of this evaluation, this implies involving both men and women, and other social/cultural categories as relevant by country in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

Expected Outputs

The deliverables from the evaluation will include:

- Inception report: This document constitutes the operational plan of the evaluation, and should be aligned with the ToR. The purpose of the inception report is to ensure that a common understanding and agreement on the ToR is reached.
- SADC and Country case studies: These studies will explore the issues or themes relevant to the ILO's programme of support for the SADC DWP and SADC member country DWCPs.
- Draft report: the evaluation team should submit a complete and readable draft report to the evaluation manager. The draft report should reflect the evaluative reasoning and critical thinking that were used to draw values-based conclusions following the evidence. The evaluation manager is responsible for checking the quality of the draft report in terms of adequacy and readability. The evaluation manager circulates the report among stakeholders.
- Final report: the evaluation manager compiles the comments received and forwards them in a single communication to the evaluator. The evaluator incorporates them as appropriate and submits the final report to the evaluation manager.

The evaluation team will consolidate information from the desk review and country case studies into draft report that will answer the questions set out in the previous section. The length of the report will not exceed 80 pages (excluding annexes).

The report should include specific and detailed recommendations solidly based on the evaluator's analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing it. The report should also include a specific section on lessons learned and good practices that could be replicated or should be avoided in the future.

Ownership of data from the evaluation rests exclusively with the ILO. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO.

Resources and Management

A Senior Evaluation Officer (SEO) from ILO HQ will manage and participate in the evaluation process. The SEO's responsibilities include managing the contract with the evaluation consultant(s), consulting on methodological issues and facilitating access to primary and secondary data. Secondary data would include CPO data, project evaluation data, etc.

In the region, logistics support will be provided by the Regional Programming Services Team and by the Regional Evaluation Officer. The ILO Director of Evaluation will provide oversight and guidance and input from other EVAL team members may be sought throughout the evaluation process.

The evaluation will be conducted with the support of individual consultants, a team or a company with extensive experience in the evaluation of development or social interventions, preferably including practical experience in assessing comprehensive policy/program frameworks or national plans.

The capacity of the individual, team or company to mobilize required expertise and support to undertake the evaluation will be an important consideration in the selection process. The responsibilities and profile of the "evaluation team" can be found in Table 4. Stakeholders will be consulted on the consultant selection.

Table 6. Responsibilities and Profile of evaluation consultant.

Evaluation team	
Responsibility	Profile
• Drafting the inception report, producing the draft reports and drafting and presenting a final report; • Providing any technical and methodological advice necessary for this evaluation; • Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. • Ensuring the evaluation is conducted as per TORs, including following ILO EVAL guidelines, methodology and formatting requirements.	• Adequate Contextual Knowledge of the UN, the ILO and the Africa region; • Adequate Technical Specialization: Demonstrated knowledge and expertise of labour and industrial relations topics; • At least 10 years' experience in evaluation policies, strategies, country programmes and organizational effectiveness; • Experience conducting country programme evaluations for UN organizations • Expertise in qualitative and quantitative evaluation methods and an understanding of issues related to validity and reliability; • Fluency in spoken and written English, good working knowledge of French and an understanding of ILO cross-cutting issues.

It is estimated that the scope of effort required by the evaluation will be approximately 60-70 days. The successful evaluation consultant or team will be remunerated on an output based total fee. Travel and DSA will be provided in a lump-sum and the team will be required to make his or her (their) own travel arrangements for the field missions.

The ILO Code of Conduct for independent evaluators applies to all evaluation consultants. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International Civil Service to which all UN staff is bound. UN staff is also subject to any UNEG

member specific staff rules and procedures for the procurement of services. The selected team shall sign and return a copy of the code of conduct with their contract.

Interested parties are request to submit a proposal including: a cover letter that explains how the candidate(s) meet(s) the desired profile, a technical section and a financial section, CV(s), fee structure and availability. Proposals should be sent to the ILO Evaluation Office (eval@ilo.org) indicating the title of the evaluation.

Proposals will be judged based on the following criteria: contextual knowledge, technical specialization, prior experience, clarity and soundness of proposed methodology, language and understanding of the ILO's cross-cutting policy drivers and financial competitiveness.

Phases	Tasks	Responsible	Dates	Outputs
Phase One: Preparatory	ToRs drafted and circulated to stakeholders	ILO Senior Evaluation Officer	December	ToRs
	Evaluation team hired		February	
	Desk review and scoping mission		February/March	Inception report
Phase Two: Data collection	Data collection and analysis for country/ thematic case studies	Evaluation team with support from EVAL	March/April	Data
Phase Three: Report writing	Write country case studies	Evaluation team	April	Country case studies
	Desk review and case studies consolidated into draft report	Evaluation team	May	
	Zero draft circulated among ROE stakeholders	EVAL	May/June	Draft version evaluation report
	First draft circulated for comments	EVAL	June	
	Final draft shared with wider circle of stakeholders	EVAL	June	Constituent comments
	Final report	Evaluation team and EVAL	July	Final version evaluation report

Annex 1

Country/Thematic Case studies

The purpose of case studies is to conduct in-depth analysis of the issues or themes relevant to the ILO's programme of support for the SADC DWP and SADC member country DWCPs. The case studies seek to determine what happened as a result of ILO's interventions, and determine if these interventions had any observable immediate impacts, and to the extent possible determine the links between the observed impacts and the ILO interventions.

The case studies will consist of a combination of methods:
- Interviews, field studies and participant focus groups,
- Desk reviews to synthesize and aggregate information such as past evaluations, technical studies, and DWCP reviews from the selected countries and programmes at different times. This will allow greater triangulation while minimizing cost and time being expended on new, possibly repetitive studies.

A completed case study report will have detailed descriptions of what happened and the context in which it occurred. The report will feature a factual recounting as well as an analysis of events. Examples of past case studies can be provided by EVAL

Annex 2. Project List from ILO ODA Data

Country	Project symbol	Project title	Total project budget
Lesotho	LES/09/01/USA	Better Work Lesotho	1726615
	LES/11/01/REV	Revenue budget Better Work Lesotho	35774
	LES/11/50/USA	Increasing Decent Employment in the Manufacture Sector in Lesotho (Phase 2)	1500000
	LES/12/01/USA	Better Work Lesotho - Phase I (Centralized)	226042
	LES/14/01/ALA	HIV/AIDS Peer Education Sustainability Pilot	35176
	LES/14/52/USA	Better Work Lesotho - Phase II	1243084
	LSO/15/02/USA	Strengthening Labour Inspection in Lesotho	500000
Madagascar	GLO/14/75/SID	Outcome 10: Thematic funding for 2014-15 (Sida-ILO Partnership Programme 2014-17)	386165
	MAG/12/01/CEF	Construction d'Ã©coles primaires Ã Madagascar selon l'approche Ã Haute IntensitÃ© de Main d'Oeuvre	5649111
	MAG/13/01/FPA	Vers l'autonomisation des femmes et jeunes filles vulnÃ©rables Ã travers l'emploi dÃ©cent	125100
	MAG/13/03/CEF	Lutte pour la protection des droits des enfants contre la violence et les pires formes de travail des enfants, victimes de l'exploitation sexuelle des enfants Ã des fins commerciales dans les rÃ©gions de Diana et Atsimo Andrefana	150324
	MAG/14/01/MAG	Construction dâ€™Ã©coles primaires Ã Madagascar, basÃ©e sur lâ€™utilisation de ressources locales	183461
	MAG/14/02/UND	Contribution Ã la rÃ©duction de la pauvretÃ© par la promotion de l'emploi des jeunes Ã Madagascar, CREPEJ	299991
	MAG/15/02/CEF	Intensification de la lutte contre les pires formes de travail des enfants dans l'exploitation des enfants Ã des fins commerciales(ESEC) dasn les rÃ©gions de Diana/NosyBe et Atsimo Andrefana / Toliara et Mangily (BIT/IPEC/LCTE DIAA)	151495

	MAG/15/03/CEF	Education for all Madagascar	4659696
	MAG/89/041/99	Contribution à la réduction de la pauvreté par la promotion de l'emploi des jeunes - Phase 2 - CREPEJ 2	758700
	MDG/14/01/RBS	Support vulnerable groups of workers in their transition from informal economy to formalization	353371
	MDG/14/02/RBS	Support tripartite constituents on elimination of child labour	297726
	MDG/16/01/RBS	Technical support on job creation on the informal and rural economies in Madagascar	304497
	MDG/16/01/USA	Supporting Sustainable, Child Labour Free Vanilla-Growing Communities in Sava	4000000
	MDG/17/50/FRA	VZF - Madagascar	184424
	MDG/17/51/EUR	Global action to improve recruitment framework of labour migration	161911
	MDG/18/50/UNA	Plan Conjoint des Nations Unies de Lutte contre le VIH/Sida à Madagascar	8000
South Africa	GLO/12/63/NOR	Country and global programmes respond effectively to HIV and AIDS in the world of work including social protection coverage in informal sector	1977591
	GLO/14/60/NOR	Outcome 10: Thematic funding for 2014-15 (Norway-ILO Partnership Programme 2012-15)	1802801
	GLO/15/32/UNP	Partnership for Action on Green Economy (PAGE) - Phase II	1099497
	GLO/16/30/UNP	Partnership of Action on Green Economy (PAGE) - Phase III	377008
	GLO/16/64/FRA	Emplois et métiers verts	26277
	RAF/14/06/FLA	Job creation through SME development - A knowledge sharing project	693438
	SAF/04/53/SAF	Implementation of the Expanded Public Works Programmes in the Limpopo Province, South Africa through the Limpopo Department of Public Works	13049571

	SAF/04/54/SAF	Implementation of the Expanded Public Works Programme in the Limpopo Province, South Africa through the National Department of Public Works	14102569
	SAF/10/01/FLA	Employment creation through Small and Medium Scale Enterprise (SME) development	6025516
	SAF/12/05/UNA	Private Sector Response to HIV and TB in the Retail Sector	48606
	SAF/13/01/FLA	Promotion of Decent Work in Southern African Ports (phase II)	598452
	SAF/13/02/SAF	Development of dynamic social accounting matrix tool in South Africa	206522
	SAF/13/05/FLA	The Sustainable Enterprise Development Facility for Job Creation in South Africa	3928125
	SAF/13/06/FLA	Private and Public Procurement and the Social Economy	2072524
	SAF/13/50/MUL	Sustaining Competitive and Responsible Enterprises (SCORE) â€“ South Africa Phase II 2013-2017	1322415
	SAF/14/02/NET	Promotion of Decent Work in the South Africa Transport Sector (phase 2)	591634
	ZAF/14/01/RBS	Support the development of a National Informal Business Development strategy	36105
	ZAF/14/02/RBS	Support development of a National Informal Business Development strategy	219426
	ZAF/16/01/FLA	Development of a Social Economy Policy for South Africa	1022062
	ZAF/16/01/RBS	Technical support on ILS in South Africa	361019
	ZAF/16/02/RBS	Capacity building of workers' organizations on employment opportunities	242710
	ZAF/16/03/ZAF	Documentation of Case Study for National Treasury South Africa	13831
	ZAF/16/04/ZAF	Sustaining Competitive and Responsible Enterprises	36982
	ZAF/17/01/ZAF	Technical support to comprehensive social security reform in South Africa	212404

United Republic of Tanzania	RAF/10/50/DAN	Africa Commission: Youth Entrepreneurship Facility, ILO Component		14343144
	RAF/14/50/IRL	WED-AFRICA: Irish Aid-ILO Partnership Programme, Phase II, 2014-15		1539641
	TZA/12/02/RBS	Strengthening capacity building of farmers and vulnerable groups (youth and women) through cooperative and entrepreneurship development		161733
	TZA/12/03/RBS	Supporting the formalization of informal enterprises through the improvement of labour law compliance		125000
	TZA/12/04/RBS	Strengthening capacity building of national institutions to undertake data collection on labour/cooperatives issues		168287
	TZA/14/01/RBS	Establishing a sound system for assessment and certification skills acquired by young persons through non formal and informal means		166247
	TZA/14/02/RBS	Support the Social Protection Floor Coordination Committee		150648
	TZA/14/03/RBS	Support constituents on work place compliance mechanisms		192421
	TZA/16/01/OEC	Supporting the establishment of sustainable and inclusive social protection systems		157951
	TZA/16/01/RBS	Technical support on decent and productive employment in Tanzania		236047
	TZA/16/02/UNO	UN Trade Cluster Tanzania, Exit Phase		261000
	TZA/16/50/NOR	Strengthening skills systems for access and employability (Tanzania)		953697
	TZA/16/51/IRL	Inclusive Growth, Social Protection and Jobs (Inception phase) (IGSPJ Irish Aid/ILO)-Tanzania Component IGSPJI		1012753
	TZA/17/01/TZA	Additional terms of reference for update of actuarial evaluation and investment review for social security sector		51394
	TZA/17/02/OUF	Youth and Women Economic Empowerment		166319

	TZA/17/03/OUF	Economic Growth and Employment		659591
	TZA/18/01/TZA	First Actuarial Valuation of the Public Sector Social Security Fund (PSSSF) as of 31 March 2018		129532
	TZA/18/02/OUF	Improved labour market governance and promotion of tripartism		122255
	TZA/18/04/TZA	Capacity building and actuarial services to the Workers Compensation Fund of Tanzania		187397
	TZA/18/50/UNA	ILO - Unified Budget Results Accountability Framework (2018 - 19) - Inter-Regional Project â€“ Country Envelop (UBRAF CE)		155000
	TZA/18/51/SWE	Women and youth entrepreneurship development policies and programmes that create decent work and a just transition to environmental sustainable strengthened		128950
	TZA/18/52/NOR	SKILL-UP Tanzania (Upgrading Skills for the changing world of work)		1199597
	URT/10/01/BRA	Supporting the implementation of the National Action Plan for the Elimination of Worst Forms of Child Labour in Tanzania		280835
	URT/11/50/OUF	Economic growth and economic governance		4545439
	URT/11/51/OUF	UNDAP - Social protection		329080
	URT/11/52/OUF	UNDAP- HIV/AIDS		378754
	URT/11/53/OUF	UNDAP-DAO support		27644
	URT/12/01/URT	Actuarial consultancy and training in Tanzania		249165
	URT/12/51/OUF	Governance component of UNDAP in Tanzania		1102047
	URT/13/50/OUF	Training on participatory gender audit for un in Tanzania and developing a common approach to gender audit		15434
	URT/14/01/UNO	Trade Sector Development Programme: Market Value Chains Relating to Horticultural Products for Responsible Tourism Market Access Project		561000
	URT/14/03/URT	Actuarial valuation for social security schemes with separation of benefits accounts		570430

	URT/14/04/JTI	ARISE II: elimination of child labour in tobacco-growing communities in Tanzania	558292
	URT/14/50/SID	Outcome 5.Tanzania_Working Conditions, 2014-15 (Sida-ILO Partnership Programme 2014-17)	136450
	URT/14/51/UND	Joint programme to support Tanzania's Productive Social Safety Nets (PSSN)	174758
	URT/15/50/OUF	Joint Programme on Youth Employment	1692094

Independent High Level Evaluation of ILO's Programme of Support to selected Southern African Development Community (SADC) countries, 2014-2019

INCEPTION REPORT (Draft)
April 1, 2019

ILO/EVAL

Mr. Rafael Muñoz-Sevilla
Mr. Dwight Ordoñez
Ms. Sandy Wark

Contents

Inception Report

1. Introduction

The Independent HLE of ILO's Programme of Support to selected SADC countries, 2014-2018 is conducted by a team of three independent evaluators, under the overall supervision of the Senior Evaluation Officer (SEO) at ILO Headquarters (ILO HQ) and in close coordination with the Regional Programming Services Team; the Regional Evaluation Officer (REO) and the Tanzania, Madagascar, Lesotho and South Africa Country Offices (CO). The ILO Director of Evaluation provides oversight and guidance and input throughout the evaluation process

The Inception Report is based on all prior discussions with ILO/EVAL; the terms of reference (ToR); the Document Review; and exchanges with the REO and the COs. The Team leader (TL) and the Evaluation Team (ET) members have developed this ***inception report with common evaluation instruments*** (Evaluation Matrix, Protocols for Key Informants Interviews, Case Studies Templates, etc.)

2. Background and Context

<u>*The Evaluation Team has a full understanding of the background of the Programme and its context.*</u>

1.1.   Introduction

In November 2018, the ILO's Governing Body approved EVAL's rolling work plan for 2019 which included an <u>independent evaluation of a cluster of ILO Decent Work Country Programmes (DWCP) supported by the Regional Office for Africa</u>.

Following a review of resource allocation in the region and consultation with the Regional Office, EVAL <u>focused the evaluation on ILO's 2014-2019 programme of support for the Southern African Development Community (SADC) and the SADC member-countries of Lesotho, South Africa, Tanzania and Madagascar.</u>

1.2.   Decent Work Country Programmes (DWCPs)[1]

Decent Work Country Programmes (DWCPs) have been established as the main vehicle for delivery of ILO support to countries. DWCPs have two basic objectives. They promote decent work as a key component of national development strategies. At the same time they organise ILO knowledge, instruments, advocacy and cooperation at the service of tripartite constituents in a results-based framework to advance the Decent Work Agenda within the fields of comparative advantage of the Organization. Tripartism and social dialogue are central to the planning and implementation of a coherent and integrated ILO programme of assistance to constituents in member States.

DWCPs are the distinct ILO contribution to UN country programmes and constitute one main instrument to better integrate regular budget and extra-budgetary technical cooperation.

Each DWCP is organised <u>around a limited number of country programme priorities and outcomes</u>. These are further detailed in an implementation plan. Monitoring and evaluation guidelines complement this approach. A DWCP is the expression of the <u>ILO Programme and</u>

---

[1] Protocol 2. *High Level Evaluation (HLE) Protocol for DWCP.* Evaluation International Labour Organization – Evaluation Unit

Inception Report

Budget in a country. The country programme priorities and outcomes reflect the strategic results framework of the ILO, adapted to national situations and priorities. In turn Programme and Budget strategic outcomes and indicators are based on Decent Work Country Programme outcomes.

The DWCP is the product of a tripartite participatory process that ensures relevance with the national decent work agenda and coherence with four inseparable, interrelated and mutually supportive _strategic objectives_ of **employment**, **social protection**, **social dialogue and tripartism**, and **fundamental principles and rights at work**[2].

The strategic objectives are complemented by ten _policy outcomes_ and four _cross-cutting policy drivers_ relevant to each policy outcome. They are: _international labour standards_, _social dialogue_, _gender equality and non-discrimination_ and _a just transition to environmental sustainability._

Developmental Cooperation Portfolios

ILO development cooperation projects often contribute in a substantive way towards achieving Decent Work results. **Tanzania** has the most projects, followed by **Zambia** and **South Africa**, respectively.

However, development cooperation funding was not equally distributed among the countries that make up SADC. **South Africa** had almost two-and-a-half times more development cooperation funding channelled through ILO than its nearest comparator, **Tanzania** (US$ 160,902,092) and three times more than third-place **Zambia** (US$ 129,948,518).

Programme and Budget Outcomes

ILO´s analysis showed that the developmental cooperation projects in **Tanzania** addressed more _P&B outcomes_ than did those in any other country. This was followed by **Zambia** and **South Africa**, respectively.

1.3. Priority thematic areas of intervention

In preparation for the 2019 high-level evaluation, the ROAF did an informal analysis of DWCP priorities based on the Programme and Budget 2016-17 and the conclusions of the 13th African Regional Meeting (Addis Ababa, December 2015). It identified the following priority thematic areas of intervention:

Youth Employment

Young people aged 15-24 compose the largest age cohort in Africa. Today, many of Africa's Youth are unemployed or underemployed. While the region has experienced fast development in recent years, economic growth has not been employment-intensive and has led to increasing inequality. Therefore, the promotion of youth employment is a priority to maintain economic, political and social stability.

3

---

[2] **Fundamental principles and rights at work:** to obtain recognition and respect for the rights of workers. All workers, and in particular disadvantaged or poor workers, need representation, participation, and laws that work for their interests

Transition from Informal to Formal Economy

In Africa, most of the labour force is in the informal economy. While some activities in the informal economy offer reasonable livelihoods and incomes, most people engaged in informal activities face a wide range of decent work deficits and often remain trapped in poverty and low productivity.

Social Protection

The ILO's World Social Protection Report 2017–19 states that Africa has realized significant progress in the extension of social protection coverage. Nevertheless, significant coverage gaps remain with respect to children, mothers with new-borns, unemployed workers and persons with disabilities as well as other vulnerable populations.

Labour Migration

International migration in Africa increased from 13.2 to 15.9 million migrants from 2008 to 2014. Out of the 15.9 million migrants in 2014, there were 8.3 million migrant workers (4.7 million males and 3.6 million females) SADC has about 28 per cent of the total population of migrants.

1.4.   Decent Work Programming in SADC and its member-countries

The SADC is an inter-governmental organization headquartered in Gaborone, Botswana. Its goal is to further socio-economic cooperation and integration as well as political and security cooperation among 16 southern African states: Angola, Botswana, Comoros, Democratic Republic of Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Tanzania, Zambia and Zimbabwe.

4

In order to address the issues discussed above, SADC has implemented a *Decent Work Programme (DWP)* that presents a roadmap for the implementation of the *Decent Work Agenda*, at a regional level, over a four-year period from 2013 to 2019. **Lesotho, South Africa, Tanzania and Madagascar** are all covered by the sub-regional dimension of the SADC DWP; however, each of them also has their own DWCP.

3. Independent High-Level Evaluation

High Level Evaluations are governance level evaluations that aim to generate insights into organizational level performance within the context of the results-based management system. Findings from HLE contribute to high level decision making on policies and strategies, and accountability. Senior management and the Governing Body are involved in identifying priorities for HLE, determining the timing and intended uses of each evaluation[3].

3.1. Purpose

Globally, as specified in the TORs, the present evaluation has a dual-purpose: *accountability* and *organizational learning*.

The evaluation will seek to determine how well SADC and its member-countries of <u>Lesotho, South Africa, Tanzania and Madagascar</u> achieved the *outcomes* planned in their respective DWP and DWCPs; *how* they were achieved and *under what* conditions.

The evaluation will also attempt to contribute to *organizational learning* by identifying *lessons learned*; emerging *good practices*; and *recommendations*. This information may be used by ILO and ILO Constituents to formulate future strategies and the design of new DWCPs.

More precisely, using DWP and DWCPs, respectively, as programme frameworks, the evaluation will seek to assess whether the ILO's programmes are effectively serving as instruments to achieve the Decent Work Agenda in SADC and selected member-countries and extract lessons that would lead to:

- Greater relevance to constituent needs, to national and international development frameworks (including the SDGs) and to the ILO's Programme and Budget
- Improved country programme planning and implementation;
- Improved organizational effectiveness;
- Accountability for funding (including RBSA) and for results;
- Strengthening synergies among the ILO's technical advice and technical cooperation activities;
- Applying lessons in future programmes and projects, and
- Identifying approaches to better support the achievement of the areas of critical importance identified as priority by the national tripartite constituents of these countries.

3.2. Scope

After considering a list of the 16 SADC countries plus a few non-SADC countries, <u>EVAL and the Regional Office</u> selected four countries, **Lesotho, South Africa, Tanzania** and **Madagascar**, plus **SADC**, to be <u>included in the scope of the evaluation.</u>

The <u>selection criteria</u> included previous DWCP, large budget, a mix of economic development, at least three thematic areas and backstopped by the same DWT.

5

---

[3] Protocol 2. *High Level Evaluation (HLE) Protocol for DWCP Evaluation*. International Labour Organization – Evaluation Unit

As specified in the TOR, the evaluation will focus on the 4 above-mentioned countries and the SADC and will include all the activities undertaken in the SADC DWP and the selected SADC member-countries of Lesotho, South Africa, Tanzania and Madagascar DWCP from 2014-2019.

3.3.   Clients

The principal client for the evaluation is the **Governing Body**, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include: the Director-General and members of his Senior Management Team, the Evaluation Advisory Committee, the Regional Office Africa and the DWT-Pretoria, and tripartite constituents in SADC countries and the four target countries.

3.4.   Evaluation Criteria and Questions

The evaluation will address the **general areas of focus** (evaluation criteria) and specific questions (please refer to annex 1), as per the TOR: Relevance; Coherence and Validity of Design; Effectiveness; Efficiency; Likelihood of Impact; and Sustainability.

In line with the ILO´s results-based framework approach, the evaluation will focus on identifying and analysing results (at strategic, regional and country levels) through addressing key questions related to the evaluation criteria and the achievement of the Outcomes planned in the SADC DWP as well as in the respective DWCPs using data from the Programmes´ indicators.

6

4. Methodology

The evaluation will follow the ILO's evaluation policy which adheres to international standards and best practices, articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG). More specifically, the evaluation team will conduct the evaluation in accordance with *EVAL Protocol No 2: High-level Evaluation Protocol for DWCP Evaluation.*

As per the TORs, the evaluation will use a <u>mix of evaluation approaches</u> and ensure <u>triangulation</u> of information. It will use a <u>goal-based approach</u> to examine the Country Programme Outcome achievements; <u>a case study approach</u> to examine selected SADC countries; <u>mixed methods</u> to ensure the validity and reliability of the findings; a <u>participatory approach</u> in that, to the extent possible, the evaluation will involve ILO key stakeholders such as beneficiaries, ILO Tripartite Constituents, ILO staff and strategic partners.

4.1. Evaluation framework

The methodology for the evaluation will take into account: i) the need for identifying *global programme* issues, needs and constraints; ii) the need to evaluate both *global programme levels* of achievement, lessons learned, conclusions and recommendations – and taking into account the progress in participating countries; iii) the Programme's contribution to progress *in achieving ILO Program and Budget Outcomes*; iv) the need to formulate *conclusions and recommendations* as an input into future DWCPs strategy and follow-up; v) and <u>the DWP and DWCPs logical frameworks and indicators (where available) to be used as a basis for addressing key questions.</u>

7

Additionally, the evaluations will address the ILO's *cross-cutting policy drivers:* International labour standards; social dialogue; environmental sustainability; and, especially, gender equality and non-discrimination.

In terms of this evaluation, this implies involving both men and women, and other social/cultural categories as relevant by country in the consultation, evaluation analysis and in the composition of the evaluation team. Moreover, the evaluators will review data and information that is disaggregated by sex and assess the relevance and effectiveness of gender-related strategies and outcomes to improve the lives of women and men.

All of the above information will be accurately included in the inception report and final evaluation report.

4.2. Methods and Techniques

The team selected evaluation methods and techniques aimed to ensure relevant data collection and provide evidence needed to generate useful findings, address the evaluation criteria, and answer the evaluation questions.

To strengthen the credibility and usefulness of evaluation results as well as to ensure data accuracy and facilitate its interpretation, the evaluation will use a mix of data sources addressed through multiple methods and techniques. This use of mixed methods and data from mixed sources or "triangulation" will help evaluators overcome the bias that comes from using single information sources, single methods or single observations.

Inception Report

Evaluation methods and techniques will collect primary and secondary data. Primary data will consist on information the evaluators observe or collect directly from stakeholders about their first-hand experience with the interventions. This data will be collected through, meetings, focus group discussions, and interviews that involve direct contact with the respondents. Collection of data through interviews or focus groups will be carried out in a confidential manner.

Secondary data is documentary evidence that has direct relevance for the purposes of the evaluation and that has been produced by the ILO, other individuals or agencies for purposes other than those of the evaluation.

Involving the Tripartite Constituents

The tripartite constituents comprise representatives from Member States Government bodies, Workers' Organizations and Employers' Organizations. This tripartite association, working with the ILO, makes for a unique forum in which governments and social partners in Member States can freely and openly debate and elaborate labour standards and policies.

The HLE Evaluation team will engage and work closely with the tripartite constituents

In this regard, and, following *EVAL´s High-level Evaluation Protocol for DWCP Evaluation,* the ET sought support from ILO (HQ, RO and CO) in order that the **National tripartite constituents be fully engaged in the HLE at the earliest opportunity**: E.g. with clear information on how the process will be scheduled; how they will be involved; what will be their responsibilities; and establishing any agreements needed regarding the disclosure of information and confidentiality, as required.

8

In principle, this will allow time for tripartite constituents to ensure a clear understanding of the scope and purpose of the evaluation; enable tripartite constituents to identify and appoint focal persons to assist the evaluation team; increase ownership of the evaluation responsibilities and build mutual accountability on the results.

Evaluation methods and techniques will include:

1.   *Document mapping*

Based on Annex 2 in the TORs and in consultation with the SEO, the evaluation team conducted a document mapping of background data, relevant documents and research at the country and regional levels.

2.   *Comprehensive document review*

The evaluation team reviewed a variety of documents related to the current evaluation. Examples include: DWP and DWCPs, country programme results, official development assistance-related data, information related to ILO programme and budget, finances and procedures, general information on SDG, labour migration and other relevant topics, ILO Evaluation Office guidelines and other relevant material from secondary sources. The list of documents reviewed can be found in Annex 3.

The evaluation team received all programme and budgetary documentation pertaining to the ILO's programme of support to the SADC DWP and country DWCPs. This includes information

on: (1) regional programme planning (CPOs), (2) technical cooperation projects portfolio planning and implementation management and reporting, (3) the region's RB, RBTC and RBSA allocations and expenditures, (4) project M&E frameworks and implementation strategies, and (5) a list of products that have resulted from ILO support.

3. *Key Informant Interviews and Focus Groups*

The Evaluation Team will conduct a series of interviews with key informants representing:

-   ILO backstopping and technical officials at HQ, Regional Office and COs (Lesotho, South Africa, Tanzania and Madagascar, where applicable)
-   Technical Cooperation Projects' Chief Technical Advisers and project teams (where relevant/applicable)
-   SADC Secretariat Representatives (to be met in Gaborone)
-   Employers' and Workers' Organizations
-   Ministries of Labour
-   Other Government Agencies
-   Other in-countries implementing partners
-   Relevant UN Agencies / multi-bi lateral Agencies
-   Beneficiaries, e.g. sector-related unions and employers' organizations and grass-root organizations representing informal workers
-   Others, as relevant

Depending on the circumstances, these meetings will adopt several formats: One-to-one semi-structured interviews; Group Interviews; in-depth interviews; Phone and Skype interviews.

9

4. *In-depth interviews*

When necessary, the evaluation team will carry out additional focused interviews, to deepen those aspects that may require further investigation (these interviews will most likely be conducted electronically –skype, e-mail- after the field visit phase).

The intersection of qualitative data -from interviews- and quantitative data - basically obtained through documentary analysis- will allow an external validation of the different subjective perceptions.

Interview guides/Protocols have been developed for the in-country visits. These are presented at Annex 4.

Interviews will be guided by the UNEG Norms and Standards.

5. *Workshop to Review Preliminary Findings*

To the extent possible, at the end of the in-country work phase the evaluation team, together with the respective COs will organise a workshop to communicate and discuss the preliminary findings to the ILO CO representatives; tripartite constituents; partners and other stakeholders.

6. *The evaluation matrix*

The evaluation matrix will serve as the main framework for organizing and clarifying the focus of data collection efforts. It consists of a double-entry table in which sources of relevant information are identified for each evaluation category and question. In this way, the evaluation team will capture and systematise all relevant information within a single document. In addition to clarifying and focusing data collection, the matrix will facilitate the subsequent data analysis and reporting phases. The evaluation matrix is presented in Annex 2.

4.3. Evaluation Phases

1. *Preparatory Phase*

Preparatory actions were conducted prior the elaboration of the inception report and before field work. This phase included the following activities:

a) Desk Review of project information

The Evaluation Team identified and reviewed documents and relevant materials from secondary sources needed for the implementation of the evaluation and to identify the key informants to be interviewed.

b) Preliminary contacts and interviews.

10

The Evaluation Team hold initial interviews through conference calls and exchanges via e-mail with EVAL representatives; the SEO and the ILO teams in Lesotho, South Africa, Tanzania and Madagascar to discuss evaluation objectives and logistics.

c) Introductory meeting

An introductory meeting was hold on March 29 with EVAL, CO Pretoria, ROAF and the consultants. The purpose of the conference call was to introduce the evaluation team, to discuss stakeholder engagement and the field missions.

2. *Field Phase*

The ET will visit 4 SADC Countries: Lesotho, South Africa, Tanzania and Madagascar and the SADC Secretariat in Gaborone, Botswana. The evaluation to team divided up to carry out field work, as follows:

Sandy Wark (Team Member)

Madagascar: March 26-April 2

Dwight Ordoñez (Team Member)

Tanzania: 7-13 April

Inception Report

Rafael Muñoz (team Leader):

Lesotho: 20-21 May
Botswana (SADC Secretariat): 23-24 May
South Africa: 27-31 May

3. *Data Analysis and Reporting Phase*

To ensure accurate recall, the evaluation team will keep detailed notes on key informant interviews and focus group discussions throughout the fieldwork portion of the evaluation. The team will use these notes along with the results of its document review to identify and code key evaluation themes. To develop our key findings, conclusions and recommendations, the team will use a variety of analytical methods including content, trend, comparative and gender analysis.

a.) SADC and Country/Thematic Case Studies

At the end of fieldwork, team members will produce country/thematic case studies of their respective countries based on their document review and in-country data collection. The evaluation team will produce a country/thematic case study each of the 4 selected countries (please refer to Annex 6) and one for the SADC DWP (please refer to Annex 7). The country case studies will describe and analyse what happened as a result of ILO's interventions, and determine if these interventions had any observable immediate impacts, and to the extent possible determine the links between the observed impacts and the ILO interventions.

The case studies will be stand-alone reports, answer the evaluation questions and will serve as inputs to the overall evaluation report. The studies will include in-depth analysis of the issues or themes relevant to the ILO's programme of support for the SADC DWP and SADC member country DWCPs with emphasis on ILO-specific approaches to promote social dialogue and contribute to stakeholder capacity to uphold International Labour Standards through a normative approach.

b.) Zero Draft and First Draft reports

The team leader with the contributions from the evaluation team members will analyse and process the information and data collected and analysed in prior phases to produce a *Zero Draft Report* to be circulated among ROE stakeholders for comments and factual corrections. An evaluation report outline can be found in Annex 5.

Based on the comments above, a *First Draft Report* will be prepared. This draft report will provide an objective assessment of the evaluation criteria and clear answers to the evaluation questions. The report will identify strengths, weaknesses and challenges framed within the different project contexts and enabling environment in the different countries. It will highlight examples of lessons learned and good practices and it will provide practical recommendations to be considered by stakeholders for the implementation of current programmes and the design of future projects and programmes.

c.) Final Draft and Final Report

The First draft report will be circulated to a wider circle of key stakeholders. The evaluation team and EVAL will finalize a final independent evaluation report, synthesizing all findings and taking into account feedback from constituents, the ILO and other relevant stakeholders.

Inception Report

11

5. Evaluation Team

The evaluation is conducted by an experienced 3-member team, including Mr. Rafael Muñoz-Sevilla, Mr. Dwight Ordoñez, and Ms. Sandy Wark. A brief summary table presenting each of the team members' qualifications is provided below.

Name	Position	Key Qualifications
Rafael Muñoz	Team Leader	Rafael Muñoz Sevilla, a Spanish national, is an evaluation expert with over 20 years of experience in the field of international development. He has worked for UNICEF, ILO, UNHCR, Save the Children and many more. In the last 15 years he has conducted a considerable number of evaluations in around 30 countries, most of them African Countries. Furthermore, Mr. Munoz has conducted several evaluations for the ILO and the USDOL on employment-related issues: child labour, youth employment, industrial relations, or Decent Work. More specifically, Mr. Muñoz acted as Team Leader in the Final Independent Evaluation of the ILO´s "MAP Project: Monitoring and Assessing Progress on Decent Work (Bangladesh, Brazil, Cambodia, Indonesia, Niger, Peru, Philippines, Ukraine and Zambia + Armenia and Cameroon)" He is specialized in Labour and Employment issues (Decent Work, Child Labour, Forced labour; Industrial relations; working conditions in supply chains, etc.); Youth Employment; Education; Technical and Vocational Education and Training (TVET); and Social Integration. He is fluent in Spanish, English, French and Portuguese.
Dwight Ordoñez	Evaluation Expert	Dwight Ordóñez, PhD, a Peruvian evaluator, based in Lima, with experience in multi-country evaluations of ILO-funded and USDOL-funded projects in Central America, South America and in African and Eastern European countries. Prior thematic work includes forced labour, child labour, OSH and working conditions. In 2016 Mr. Ordóñez carried out an impact assessment of the effects of the mining industry (Chinese, Canadian, Australian companies) on working conditions in Zambia. In 2018 he designed ILO-Verité's proposal for the establishment of a Social Compliance Mechanism in the Palm Oil Supply Chain in four South American countries (Colombia, Ecuador, Brazil, Peru). In 2015 Mr. Ordóñez supported the design of a CMEP for USDOL-ILO's initiative to eliminate forced labour in the cotton sector in Uzbekistan. Mr. Ordóñez has carried out evaluations in Brazil and Mexico. He speaks English, Spanish, French and has a working knowledge of Portuguese.

12

Inception Report

Sandy Wark	Evaluation Expert	Sandy Wark, American, based in Rabat, Morocco, MS Foreign Service, Georgetown University. Over the last 25 years, Ms. Wark has designed, managed and evaluated development programs to build civil society organization capacity, promote sustainable livelihoods among marginalized households, and improve the quality and relevance of education and vocational training programs for children and youth.

Many of her activities feature innovative use of information communication technology. From 2013-2017, Ms. Wark was a senior member of SFS' team providing monitoring and evaluation support to USDOL grantees. She has over ten years' experience designing and evaluating projects on child labour and labour rights in Africa and Asia.

As an ILO consultant, Ms. Wark designed programs to reduce child labour and forced labour in agricultural supply chains including one in Madagascar. In 2016, Ms. Wark produced a guidance note for mainstreaming the child labour and forced labour concerns in technical cooperation activities for the EU and provided inputs for future EU programs to reduce child labour in mining and cotton supply chains. Ms. Wark has also conducted several multi-country evaluations on ILO and other INGO-implemented fundamental labour rights programs. Multiple evaluation assignments assessed the effectiveness of interventions to improve working conditions in garment supply chains. |

13

6. Evaluation organization

6.1.   Evaluation Team Roles and Responsibilities

The **Team Leader** is responsible for day-to-day management of the evaluation and implementation of the work plan. He supervises the outputs of the evaluation team and provides quality assurance for all deliverables and key elements of the evaluation. He is also responsible for liaison with the ILO and for the organisation, preparation and presentation of the different Drafts and the Final Report, including all methodological aspects. Likewise he will participate with other team members in conducting in-country visits.

The **Evaluation Team Members** are involved in all major tasks, utilising their particular expertise to add value to the preparation of all deliverables; including desk phase research; field visits; preparing country case studies, and provide support to the Team Leader in finalising the draft and final evaluation reports. Team work is an important aspect of the work, promoting full utilisation of the skills and experience of team members.

The ILO Code of Conduct for independent evaluators applies to all evaluation consultants. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International Civil Service to which all UN staff is bound. UN staff is also subject to any UNEG member specific staff rules and procedures for the procurement of services.

6.2.   Quality control

14

The Team Leader is responsible for the overall quality of the work performed and of reports. He will verify the overall consistency and coherence between findings, conclusions and recommendations proposed and ensure the professional quality of written outputs produced under this assignment. All deliverables will be carefully examined with regards to content, structure, consistency, layout, etc. in order to ensure that they meet ILO requirements. A key focus of the quality assurance process is to ensure that all stakeholder comments are considered.

6.3.   Language needs in the various countries to be visited

The ET Members are fluent in the following languages:

Team Members	Language Proficiency		Countries
	English	French	
Rafael Muñoz	●	●	South Africa and Lesotho + SADC Gaborone
Dwight Ordoñez	●	●	Tanzania
Sandy Wark	●	●	Madagascar

All reports and evaluation products and outputs will be written in English and <u>reviewed by Sandy Wark</u>, (English language native speaker), for grammatical correctness and quality assurance.

6.4. ILO´s Resources and Management

A SEO from ILO HQ manages and participates in the evaluation process. The SEO's responsibilities include managing the contract with the evaluation consultants, consulting on methodological issues and facilitating access to primary and secondary data.

In the region, logistics support is provided by the Regional Programming Services Team and by the Regional Evaluation Officer. The ILO Director of Evaluation provides oversight and guidance. Input from other EVAL team members may be sought throughout the evaluation process.

7. Deliverables

The deliverables of the evaluation will include:

▪ *Inception report*: This document constitutes the operational plan of the evaluation, and will be aligned with the ToR. The purpose of the inception report is to ensure common understanding and agreement on the ToR among all parties.

▪ *SADC and Country case studies*: These studies will explore the issues or themes relevant to the ILO's programme of support for the **SADC DWP and SADC member country DWCPs**.

▪ *Draft report*: The evaluation team will submit a complete and readable draft report to the evaluation manager. The draft report should reflect the evaluative reasoning and critical thinking that were used to draw value-based conclusions following the evidence. The evaluation manager is responsible for checking the quality of the draft report in terms of adequacy and readability. The evaluation manager circulates the report among stakeholders.

▪ *Final report*: The evaluation manager compiles the comments received and forwards them in a single communication to the evaluation team leader. The evaluation team leader incorporates them as appropriate and submits the final report to the evaluation manager.

The evaluation team will consolidate information from the desk review and country case studies into draft report that will answer the questions set out in the previous section. The length of the report will not exceed 80 pages (excluding annexes).

The report will include specific and detailed recommendations solidly based on the evaluators' analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing each of the same. The report will also include a specific section on lessons learned and good practices that could be replicated or should be addressed in the future.

The evaluators fully acknowledge that underlined ownership of data from the evaluation rests exclusively with the ILO. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO.

15

Inception Report

8. Time-Table of Activities

The following is a proposed evaluation timetable:

Phases	Tasks	Responsible	Dates	Outputs
Phase One: Preparatory	Desk Review of project information Preliminary contacts and interviews Scoping Mission to the Regional Office Preparation of the Inception report	Evaluation team Evaluation Team + ILO Senior Evaluation Officer Team Leader Evaluation Team	March	**Inception Report**
Phase Two: Data collection	Data collection and Analysis for country/ thematic case studies **Madagascar**: March 26-April 2 **Tanzania**: 7-13 April **Lesotho**: 20-21 May **Botswana (SADC Secretariat)**: 23-24 May **South Africa**: 27-31 May	Evaluation team with support from EVAL	March/May	**Collected Data**
Phase Three: Report writing	Write country case studies	Evaluation team	April/May	**Country case studies**
	Desk review and case Studies consolidated into draft report	Evaluation team	June 14th	**Zero draft**
	Zero draft circulated Among ROE stakeholders	EVAL	June 17th	**Draft Zero evaluation report**
	Comments to Zero draft sent to evaluators	EVAL	June 28th	
	First draft delivered to EVAL	Evaluation Team	July 5th	**First Draft**
	First draft circulated for comments	EVAL	July 8th	
	Final draft shared With wider circle of stakeholders	EVAL	July 15th	**Constituent comments**
	Comments consolidated and sent to the evaluators	EVAL	July 22nd	
	Final report	Evaluation Team and EVAL	July 31st	**Final version evaluation report**

16

Inception Report

ANNEXES

17

ANNEX 1: Evaluation Criteria and Questions

Assessment Criteria	Questions to be addressed
Relevance	- Considering that the SADC DWP began in 2013 is the DWP still relevant today? - Have the Lesotho, South Africa, Tanzania and Madagascar DWCPs been relevant to the needs of the constituents? Are they relevant to national, regional and international development frameworks (including to the SDGs?) Are they relevant to the ILO's Programme and Budget Outcomes? - Have the DWCPs been flexible to adapt to context changes?
Coherence & Validity of Design	- Are the SADC DWP and individual DWCPs under review logical and coherent? - Was the DWP evaluable and did the ELS Technical Committee carry out monitoring and evaluation as foreseen? - Are the DWCPs under review evaluable and did they carryout monitoring and evaluation as foreseen? Where principles of Results-Based Management applied?
Effectiveness	- How did ILO support help the SADC DWP and individual DWCPs under review to achieve their expected results, respectively? - How have the countries dealt with DW issues in the absence of a DWCP? - How have the SADC DWP and the DWCPs mutually contributed to the achievement their objectives? - How well did the results address the ILO's cross-cutting policy drivers -international labour standards, social dialogue, gender equality and non-discrimination, and a just transition to environmental sustainability-? - Were there any unexpected results? - What were the key factors of success? - What were the main internal and external constraints/challenges to attaining the expected results?
Efficiency	How cost efficiently was the ILO's support to implement

18

	the SADC DWP and the individual DWCPs under review?
	▪ How well did the ILO coordinate with strategic partners to support the implementation of the SADC DWP and individual DWCPs under review?
	▪ What were there synergies among the SADC DWP and individual DWCPs under review?
Likelihood of Impact	▪ To what extent did the SADC DWP and individual DWCPs contribute to significant positive changes in DW?
	▪ How was the knowledge generated from the DWCPs shared?
Sustainability	▪ What positive and negative recommendations and lessons could be offered to improve the sustainability of the DWP and individual DWCPs under review?
	▪ How can the findings of the evaluation inform the region's strategic direction?
	▪ What recommendations can be offered on the way forward?
	▪ How did the DWCPs deal with sustainability of the DWCPs policy outcomes and impacts?

19

ANNEX 2: Evaluation Matrix

20

Note: Data collection methods with each group of key stakeholders will take the form of individual or small group interviews, conducted face-to-face or by Skype/call for focused interviews.

Issue Areas to Explore During the Evaluation	Sources of Relevant Information								
	Document Review	ILO	SADC	Govt	Employers	Workers	UN Partners	Other International Agencies	"Outsiders"
Relevance									
1. Considering that the SADC DWP began in 2013 is the DWP still relevant today?	X	X	X						
2. Have the Lesotho, South Africa, Tanzania and Madagascar DWCPs been relevant to the needs of the constituents? Are they relevant to national, regional and international development frameworks (including to the SDGs?) Are they relevant to the ILO's Programme and Budget Outcomes?	X	X		X	X	X	X		
3. Have the DWCPs been flexible to adapt to context changes?	X	X		X	X	X	X		
Coherence & Validity of Design									
4. Are the SADC DWP and individual DWCPs under review logical and coherent?	X								
5. Was the DWP evaluable and did the ELS Technical Committee carry out monitoring and evaluation as foreseen?	X	X	X						
6. Are the DWCPs under review evaluable and did they carryout monitoring and evaluation as foreseen?	X	X		X					
7. Where principles of Results-Based Management applied?	X	X	X	X					
Effectiveness									

21

Inception Report

8. How did ILO support help the SADC DWP and individual DWCPs under review to achieve their expected results, respectively?	X	X	X					X		
9. How have the countries dealt with DW issues in the absence of a DWCP?		X		X	X	X			
10. How have the SADC DWP and the DWCPs mutually contributed to the achievement their objectives?		X	X	X					
11. How well did the results address the ILO's cross-cutting policy drivers – international labour standards, social dialogue, gender equality and non-discrimination, and a just transition to environmental sustainability?	X	X	X				X		
12. Were there any unexpected results?		X	X	X	X	X	X		
13. What were the key factors of success?		X	X	X	X	X	X		
14. What were the main internal and external constraints/challenges to attaining the expected results?		X	X	X	X	X			
Efficiency									
15. How cost efficiently was the ILO's support to implement the SADC DWP and the individual DWCPs under review?	X	X	X	X					
16. How well did the ILO coordinate with strategic partners to support the implementation of the SADC DWP and individual DWCPs under review?	X	X	X	X	X	X	X		
17. What were there synergies among the SADC DWP and individual DWCPs under review?	X	X	X	X					
Likelihood of Impact									

22

Inception Report

18. To what extent did the SADC DWP and individual DWCPs contribute to significant positive changes in DW?		X	X	X	X	X	X	
19. How was the knowledge generated from the DWCPs shared?		X		X	X	X	X	
Sustainability								
20. What positive and negative recommendations and lessons could be offered to improve the sustainability of the DWP and individual DWCPs under review?		X	X	X	X	X	X	
21. How can the findings of the evaluation inform the region's strategic direction?		X	X					
22. What recommendations can be offered on the way forward?		X	X	X	X	X	X	
23. How did the DWCPs deal with sustainability of the DWCPs policy outcomes and impacts?	X	X		X			X	

23

Inception Report

ANNEX 3: Documents Reviewed

24

I.   DWP/DCWP

1. SADC DWP and DCWP

- Southern African Development Community Decent Work Programme 2013 – 2019 *Promoting Decent Work for all in the SADC Region – May 2013*
- Ministry of Labour and Employment - Lesotho, Lesotho Decent Work Country Programme 2012 to 2017: *Making Decent Work a Reality in Lesotho - 29 Feb 2012*
- *Republique de Madagascar – Programme Pays pour le Travail Décent 2015-2019 - 29 Avril 2015*
- Tanzania Decent Work Country Programme 2013-2016
- Republic of South Africa Decent Work Country Programme 2010 to 2014 – 29 September 2010
- ILO, Decent Work Country Profile – South Africa draft, 2014

2. ILO DWP/DCWP-related Information

- ILO Evaluation Office, SADC Decent Work Programme Priorities, Outcomes and Outputs (Summary)
- ILO Evaluation Office, DWCPs Regional (SADC) and Country Priorities (table)
- ILO, Sub-regions Count of DCWPs (database)
- ILO, Status of Decent Work Country Programme Development in Africa (as of 15 September 2018 - tables)
- ILO, Status of Decent Work Country Programme Development by Region (as of 15 September 2018 - table)
- ILO, Decent Work Country Programme – A Practical Guidebook, version 4, 2016

25

II.   Country Programme Results

- ILO EVAL, Country Results Database 2010-2015
- ILO EVAL, Country Results Database 2016 on
- ILO EVAL, How to Guide to Country Results Databases; November 15, 2018
- ILO EVAL, From Results Framework 2010-2015 to the Results Framework 2016-2017: Re-mapping Exercise
- ILO EVAL, Definitions on Status of Country Programme Outcomes
- ILO EVAL, CPRs (2014-2018): Database
- Government of Madagascar-ILO, Rapport de Revue a Mi-parcours: Programme Pays pour le Travail Décent à Madagascar 2015-2019 (octobre 2018)

III.   Official Development Assistance (ODA)-related Data

- ILO Evaluation Office, Africa ODA
- Preliminary Analysis of Africa ODA Data by ILO Evaluation Office
- SADC projects 2008-2018 (29 November) (database in XLS)
- ILO Evaluation Office, Selection of a subregion for HLE 2019 Africa
- ILO Evaluation Office, All projects 2008-2018 (database in XLS)
- Regional Projects Africa 2014-18_29 January 2019 (database in XLS**)**
- ILO, PARDEV, The ILO at Work. Results 2015-2015: Africa (brochure, 10 pg.)

Inception Report

IV.   Available Evaluations in African Countries

- Africa HLE Synthesis Review Final (XLS database on evaluations)

V.   ILO Programme, Finances and Procedures

1.   Programme Implementation Reports and Technical Cooperation Strategy

- ILO Programme Implementation 2014-2015 Report - Governing Body, 326th Session, Geneva, 10-24 March 2016
- ILO Programme Implementation 2016-2017 Report - Governing Body, 332th Session, Geneva, 8-22 March 2018
- ILO's Technical Cooperation Strategy 2015–17 (PARDEV) - Governing Body 322nd Session, Geneva, 30 October–13 November 2014.

2.   Programme and Budget

- Programme and Budget for the Bienium 2014-15
- Programme and Budget for the Bienium 2016-17
- Programme and Budget for the Bienium 2018-19

3.   Finances

a.   RBSA, RBTC AND XBTC-related Information

26

- RBSA 2010-2017 for EVAL (database in XLS)
- RBTC 2010-2017 for EVAL (database in XLS)
- XBTC 2010-207 for EVAL (database in XLS)
- 2018 RBSA for EVAL (database in XLS)
- 2018 RBTC for EVAL (database in XLS)

b.   XBTC Reports

- ILO Extra-Budgetary Technical Cooperation - Annual Report 2013 – Expenditure and Delivery (Series: Partnerships for Decent Work)
- ILO Extra-Budgetary Technical Cooperation - Annual Report 2014 – Expenditure and Delivery
- ILO Extra-Budgetary Technical Cooperation - Annual Report 2015 – Expenditure and Delivery
- ILO Extra-Budgetary Technical Cooperation - Annual Report 2016 – Expenditure and Delivery
- ILO Extra-Budgetary Technical Cooperation - Annual Report 2017 – Expenditure and Delivery

4.   ILO Procedures and IS

- Office procedure - Regular Budget Supplementary Account (RBSA) - 23 May 2016
- Director-General's announcement- Regular Budget Technical Cooperation (RBTC) – IGDS Number 447 (version 1) – 16 November 2015
- ILO – BUDREG, Minute Sheet on 2014-2015 Regular Budget Standard Costs and Budgetary Rate of Exchange, October 31, 2013

- Integrated Resource Information System (IRIS) - Governing Body Geneva, Information and Communications Technology Subcommittee - November 2006

VI. **On SADC**

1. **SADC Policy-related documents**

- SADC – Protocol on Employment and Labour
- SADC Gender and Development Monitor 2016 - Tracking Progress on Implementation of the SADC Protocol on Gender and Development (2016)
- Action Plan for SADC Industrialization Strategy and Roadmap - Approved by Summit in Lozitha, Swaziland on 18 March 2017
- SADC Industrial Development Policy Framework
- SADC Industrialization Strategy and Roadmap 2015-2063 - *Approved by Summit in Harare on 29 April 2015*
- SADC Frontloading Industrialization (brochure)
- SADC strategies on post-2020 development agenda
- Trafficking in persons in the SADC Region - Policy brief, *August 2016*
- Code on Social Security in the SADC
- SADC Corporate Identity Manual (2017)

2. **SADC Meetings of Ministers of Labour and Employment-related documents**

- 2018 Meeting of SADC Ministers for Employment and Labour and Social Partners - Report of the Outgoing Chair (South Africa) 07 March 2018
- 2018 Meeting of the SADC Ministers of Employment & Labour and Social Partners - Cape Town International Conference Centre, Cape Town, South Africa -2nd march 2018 - *Theme for the meeting: "Horizon Decent Work: Advancing connectivity, coherence and inclusivity" – draft record*
- Draft Implementation Plan SADC Employment and Labour Protocol 2017-2020 (March 2017)
- Employment and Labour meeting of ministers and social partners; May 2016, Gaborone, Botswana - Draft agenda
- SADC Meeting of Ministers Responsible for Employment and Labour and Social Partners. Horizon Decent Work: Advancing Connectivity, Coherence and Inclusivity   2 March 2018 – Declaration
- 2018 Meeting of the SADC Ministers of Employment & Labour and Social Partners - Cape Town International Conference Centre, Cape town, South Africa - 2nd March 2018 - *Theme for the meeting: "horizon decent work: advancing connectivity, coherence and inclusivity"* - Draft record
- Press statement: Meeting of SADC Ministers and Social Partners responsible for employment and labour, "a" Zambezi River Lodge Victoria Falls, Zimbabwe - 10th July, 2014
- Template SADC labour market information report - Outcome of Capacity building workshop on labour force survey data management in SADC member states - Crowne Plaza, Rosebank - Johannesburg, South Africa- 10th to 12th December 2013
- Opening remarks by the SADC Executive Secretary H.E. Dr. Stergomena Lawrence Tax at the SADC-ICP dialogue platform - Fairgrounds Holdings - Gaborone, Botswana 11th September 2015

3.   SADC Heads of State Communiqués

- SADC, Communiquè Double Troika Summit of SADC Heads of State and Government. Gaborone, Republic of Botswana; 28 June 2016
- SADC, Communiqué of the 36th Summit of SADC Heads of State and Government, Mbabane, Swaziland; August 30-31, 2016
- SADC, Communiqué of the 35th Summit of SADC Heads of State and Government. Gaborone, Botswana; August 17-18, 2015
- SADC, Communiqué Extraordinary Double Troika Summit, Pretoria, Republic of South Africa; 20 February, 2015

4.   Newsletters and other SADC information documents

- Inside SADC – SADC Secretariat Monthly Newsletter – Issue 4, April 2018
- Inside SADC – SADC Secretariat Monthly Newsletter – Issue 12, December 2017
- Inside SADC – SADC Secretariat Monthly Newsletter – Issue 7, July 2018
- Inside SADC – SADC Secretariat Monthly Newsletter – Issue 7, July 2017
- Inside SADC – SADC Secretariat Monthly Newsletter – Issue 10, October 2018
- Inside SADC – SADC Secretariat Monthly Newsletter – Issue 9, September 2017
- SADCAS Bulletin   Accreditation: Exporting your Business
- SADC Success Stories Volume 1, 2015
- SADC Today Vol 19 No. 4 June 2017   - Beyond Revised RISDP

5.   MOUs between SADC and the ILO   28

- Memorandum of Understanding between the Southern African Development Community and the International Labour Organisation (1998)
- Memorandum of Understanding between the Southern African Development Community and the International Labour Organisation (2007)

6.   Other relevant SADC-related documents

- BELL, Wilson, The Southern African Development Community: Solid Achievements and Future Challenges - Strategic Analysis Paper – 14 Nov 2017 *(Indian Ocean Research Programme   - Future Directions International – Independent Strategic Analysis of Australia's Global Interests)*
- International Labour Organization, Tripartite Workshop on Decent work for youth at the center of rural transformation in SADC countries – Recommendations for future action - Harare, 21 – 23 August 2018
- SADC Statistical Yearbook 2015 (Dec 2016)
- ILO, ITC, Report on Retreat of Field Office Directors in the African Region - Victoria Falls (Zimbabwe) - 18 – 21 January 2016

VII.   General Information Documents: SDG, Labour Migration and Other

- ILO, Towards Inclusive and Sustainable Development in Africa through Decent Work – Report of the Director-General – 13th African Regional Meeting – Addis Ababa, Ethiopia (30 Nov. – 3 Dec. 2015)
- ILO World Employment Social Outlook Report – Trends 2018

- ILO, World Social Protection Report 2017-2019 –Universal Social Protection to achieve the Sustainable Development Goals (2017) African Union, ILO, IOM, ECA - Report on Labour Migration Statistics in Africa in 2015 (AUC, Addis Ababa, March 2017)
- ILO, UNAIDS, SIDA - Educated, Empowered, Inspired - Transforming lives through the response to HIV and AIDS in East and Southern Africa –Lessons from the Economic Empowerment Approach
- ILO Evaluation Office, Independent Thematic Evaluation of the ILO's Work in Post-conflit Fragile and Disaster-affected Countries: Past, Present and Future (November 2015)

VIII. **ILO Evaluation Guidelines, Terms of Reference and Other Relevant Evaluation-related documents**

- ILO Evaluation Office, **ToRs** Independent Evaluation of *ILO's Programme of Support To The Southern African Development Community (SADC) and to selected SADC Member-Countries: Lesotho, South Africa, Tanzania And Madagascar from 2014 to 2019 -* February 2019
- ILO Evaluation Office, ILO Policy Guidelines for Evaluation - Principles, rationale, planning and managing for evaluations - *i*-eval resources - 3rd Edition
- ILO Evaluation Office, Protocol 2: High-Level Evaluation (HLE) Protocol for DWCP Evaluation
- ILO Evaluation Office, Conducting High-level Evaluations in the ILO: *A knowledge transfer note from the Evaluation Office to Evaluators (Jan 2019)*
- ILO Evaluation Office, ILO Code of Conduct: Agreement for Evaluators - *Updated October 2018*
- Evaluation Planning Matrix Template
- ILO Evaluation Office, Checklist 3 - Writing the Inception Report
- http://training.itcilo.org/delta/ILO-EVAL/ILO_Self-induction_Module_for_Evaluation_Consultants-Part-I/story_html5.html

29

ANNEX 4: Interview Guides

30

Introduction to the Interview Guides

Interviews and focus groups with key stakeholders will be based on qualitative questions that will be open-ended, that is, the respondents will provide their responses in his/her own words, in order to get in-depth information about their perceptions, insights, attitudes, experiences, or beliefs regarding the project.

Interviews/focus groups will also be useful to follow-up with questions the evaluators may have after analyzing data from other evaluation methods such as document review.

Evaluators may ask the same question to different individuals or informant categories to compare their responses and analyse how these individual differences may reflect on the project.

The items included on the interview guides are exhaustive, but generic. As the interview guides are intended to help the evaluators develop semi-structured interviews/focus groups, they **will be adapted depending on each country context** and project implementation degree; **the profile and attitudes of the respondent; and the results of previous interviews** with other stakeholders; in order to help focus each interview.

31

Introduction to the interview

Thank you for participating in this interview. My name is **<insert name>**. I am one of the consultants conducting the SADC-HLE on behalf of the ILO/EVAL.

The purpose of this interview is to help us better understand the DWCPs/DWP, its results and effects in **<specify name of the country>.** In order to do so, I would like you to respond to some questions, **based on your experience and perspective**.

Your answers will be treated with the strictest **confidentiality**.

The evaluator will ask the respondent to introduce him/herself and his/her role/participation in the project

Do you have any questions before we begin?

ILO Representatives

A.   Demographic Info:

1. **Date:**
2. **Interview location:**
3. **Interviewer Name:**
4. **Primary Note taker Name:**
5. **Respondent Name:**
6. **Respondent Title (during life of Activity):**
7. **Respondent Institution (during life of Activity):**
8. **Sex of respondent:**

Relevance

1. Was the support provided by the ILO for the <Country> DWCP relevant to the needs of the constituents?

    Prompts: Were some actions more relevant than others? If so, what were some examples of well-targeted actions?   What were examples of less well targeted actions? Was the supported provided by the ILO for the DWCP more relevant to the needs of some constituents than others? If so, which constituents were more/or less well served by the plan?

2. Is the DWCP relevant to national, regional and international development frameworks (including to the SDGs?)   Are they relevant to the ILO's Programme and Budget Outcomes?

3. In the years since the DWCP was developed, have there been any significant developments that affected the relevance of the DWCP? To what extent did the ILO adapt its support taking into consideration developments in the country or other unanticipated opportunities/challenges during the last five years?

4. Regarding the SADC DWP, considering that the SADC DWP began in 2013 is the DWP still relevant today?

Coherence & Validity of Design

5. What mechanisms were put in place to monitor progress on the DWCP? Which institutions/constituents were involved? How effective has the mechanism been? What have been the main factors affecting the efficiency of DWCP monitoring?

6. Did the log frame (including the indicators that were proposed) facilitate monitoring? Is there data available on the extent planned activities were implemented? Is there data available on what extent the activities and outputs contributed toward achieving the planned outcomes?   Are there any examples of how data from the M&E system has been used for decision-making?

Inception Report

Effectiveness

7. Are there examples of ILO support to national constituents for the design/implementation of the DWCP that you consider especially effective? What was the nature of the assistance? How was it delivered? By whom? Why do you think it was effective? What evidence is there of effectiveness?

8. Are there examples of ILO support to national constituents for the design/implementation of the DWCP that you consider could have been improved? If so, what are they? What could have been done better/differently?

9. What factors facilitated the success of ILO support to constituents for the design/implementation of the DWCP?

10. What were the main internal and external constraints/challenges that constrained/limited the success of ILO support to constituents for the implementation of the DWCP?

11. Were there any unanticipated outcomes to ILO support, either positive or negative?

12. (Where relevant) How have the countries dealt with DW issues in the absence of a DWCP?

13. Regarding the SADC DWP:

    How did ILO support help the SADC DWP to achieve its expected results?
    Have the SADC DWP and the DWCPs mutually contributed to the achievement their objectives?

Efficiency

14. Based on your knowledge of the resources (human, financial, other material resources) available to the ILO to assist national constituents for the implementation of the DWCP, to what extent were available resources well-allocated? What if anything might have been done differently to make better use of available resources?

15. To what extent was the ILO able to leverage additional resources to support the DWCP from other strategic partners? To what extent did the ILO coordinate and collaborate with other organizations intervening in <country> to implement the DWCP?

16. How well did the ILO coordinate with strategic partners to support the implementation of the SADC DWP

Likelihood of Impact

17. What were the most significant achievements of the DWCP? How did this achievement contribute to the promotion of decent work in <country>?

33

18. What have been the main lessons learned regarding the implementation of the DWCP in the last five years? To what extent has knowledge gained been articulated, documented and/or shared with relevant stakeholders?

19. To what extent did the SADC DWP contribute to significant positive changes in DW in the country?

Cross Cutting

20. To what extent did ILO assistance for DWCP address the special needs and concerns of women? Of other vulnerable groups?

21. To what extend did ILO assistance for the DWCP contribute to social dialogue in <country>?

Sustainability

22. To what extent are the positive outcomes of ILO's assistance for the implementation of the DWCP in <country> likely to be sustained in the coming years? What factors contribute to sustainability? What factors hinder sustainability?

23. How can the findings of this evaluation inform the region's strategic direction?

34

24. What recommendations do you have to improve ILO assistance moving forward?

Are there any other issues you would like to address/discuss?

Workers Organizations

A.   Demographic Info:

1. **Date:**
2. **Interview location:**
3. **Interviewer Name:**
4. **Primary Notetaker Name:**
5. **Respondent Name:**
6. **Respondent Title (during life of Activity):**
7. **Respondent Institution (during life of Activity):**
8. **Sex of respondent:**

Preface: What has been your role in the design/implementation of ILO assistance for the DWCP? How long have you been in this role? Were there particular aspects of ILO assistance for the DWCP that you were involved in? What aspects?

Have you had any role in the design/implementation of ILO assistance for the SADC DWP?

Relevance

1. Was the support provided by the ILO for the <country> DWCP relevant to the needs of your institution?

   Prompts: Were some actions more relevant than others? If so, what were some examples of actions that were particularly helpful to your institution? What were examples of less useful actions? Do you think ILO support for the design/implementation of the DWCP was fairly distributed among ILO constituents?

2. In the years since the DWCP was developed, have there been any significant developments that affected the relevance of the DWCP? To what extent did the ILO adapt its support taking into consideration developments in the country or other unanticipated opportunities/challenges during the last five years?

3. Regarding the SADC DWP, considering that the SADC DWP began in 2013 is the DWP still relevant today?

Coherence & Validity of Design

4. What mechanisms were put in place to monitor progress on the DWCP? Which institutions/constituents were involved? How effective has the mechanism been? What are the main factors that affected the efficiency of DWCP monitoring?

5. Did the log frame (including the indicators that were proposed) facilitate monitoring? Is there data available on the extent planned activities were implemented? Is there data available on what extent the activities and outputs contributed toward achieving the planned outcomes (ie on the indicators proposed in the DWCP document)?   Are there any examples of how data from the M&E system has been used for decision-making?

Inception Report

Effectiveness

6. Are there examples of ILO support to your institution for the implementation of the DWCP that you consider especially effective? What was the nature of the assistance? How was it delivered? By whom? Why do you think it was effective? What evidence is there of effectiveness?

7. Are there examples of ILO support to your institution for the implementation of the DWCP that you consider could have been improved? If so, what are they? What could have been done better/differently?

8. What external or internal factors facilitated ILO support to your institution for the implementation of the DWCP?

9. What were the main internal and external constraints/challenges that constrained/limited the success of ILO support for the implementation of the DWCP?

10. Were there any unanticipated outcomes of the ILO's support for the DWCP, either positive or negative?

11. (Where relevant) How have the countries dealt with DW issues in the absence of a DWCP?

12. Regarding the SADC DWP:

    How did ILO support help the SADC DWP to achieve its expected results?
    Have the SADC DWP and the DWCPs mutually contributed to the achievement their objectives?

Efficiency

13. Based on your knowledge of the resources (human, financial, other material resources) available to the ILO to assist national constituents for the implementation of the DWCP, to what extent were available resources well-allocated? What if anything might have been done differently to make better use of available resources?

14. To what extent was the ILO able to leverage additional resources to support the DWCP from other strategic partners? To what extent did the ILO coordinate and collaborate with other organizations intervening in <country> to implement the DWCP?

15. How did the ILO coordinate with your organization to support the implementation of the SADC DWP?

Likelihood of Impact

16. What were the most significant achievements of the DWCP? How did these achievements contribute to the promotion of decent work in <country>?

17. What have been the main lessons learned regarding the implementation of the DWCP in the last five years? To what extent has knowledge gained been articulated, documented and/or shared with relevant stakeholders?

18. To what extent did the SADC DWP contribute to significant positive changes in DW in the country?

Cross Cutting

19. To what extent did ILO assistance for DWCP address the special needs and concerns of women? Of other vulnerable groups? What more might have been done? Should anything have been done differently to address gender concerns in ILO's support?

20. To what extend did ILO assistance for the DWCP contribute to social dialogue in <country>?

Sustainability

21. To what extent are the positive outcomes of ILO's assistance for the implementation of the DWCP in <country> likely to be sustained in the coming years? What factors contribute to sustainability? What factors hinder sustainability?

37

22. How can the findings of this evaluation inform the country's strategic direction?

23. What recommendations do you have to improve ILO assistance moving forward?

DWCP
SADC DWP

Are there any other issues you would like to address/discuss?

Employers Organizations

A.   Demographic Info:

1. **Date:**
2. **Interview location:**
3. **Interviewer Name:**
4. **Primary Notetaker Name:**
5. **Respondent Name:**
6. **Respondent Title (during life of Activity):**
7. **Respondent Institution (during life of Activity):**
8. **Sex of respondent:**

Preface: What has been your role in the design/implementation of ILO assistance for the DWCP? How long have you been in this role? Were there particular aspects of ILO assistance for the DWCP that you were involved in? What aspects?

Have you had any role in the design/implementation of ILO assistance for the SADC DWP?

Relevance

1. Was the support provided by the ILO for the <country> DWCP relevant to the needs of your institution?

   Prompts: Were some actions more relevant than others? If so, what were some examples of actions that were particularly helpful to your institution? What were examples of less useful actions? Do you think ILO support for the design/implementation of the DWCP was fairly distributed among ILO constituents?

2. In the years since the DWCP was developed, have there been any significant developments that affected the relevance of the DWCP? To what extent did the ILO adapt its support taking into consideration developments in the country or other unanticipated opportunities/challenges during the last five years?

3. Regarding the SADC DWP, considering that the SADC DWP began in 2013 is the DWP still relevant today?

Coherence & Validity of Design

4. What mechanisms were put in place to monitor progress on the DWCP? Which institutions/constituents were involved? How effective has the mechanism been? What are the main factors that affected the efficiency of DWCP monitoring?

5. Did the log frame (including the indicators that were proposed) facilitate monitoring? Is there data available on the extent planned activities were implemented? Is there data available on what extent the activities and outputs contributed toward achieving the planned outcomes (ie on the indicators proposed in the DWCP document)?   Are there any examples of how data from the M&E system has been used for decision-making?

38

Inception Report

Effectiveness

6. Are there examples of ILO support to your institution for the implementation of the DWCP that you consider especially effective? What was the nature of the assistance? How was it delivered? By whom? Why do you think it was effective? What evidence is there of effectiveness?

7. Are there examples of ILO support to your institution for the implementation of the DWCP that you consider could have been improved? If so, what are they? What could have been done better/differently?

8. What external or internal factors facilitated ILO support to your institution for the implementation of the DWCP?

9. What were the main internal and external constraints/challenges that constrained/limited the success of ILO support for the implementation of the DWCP?

10. Were there any unanticipated outcomes of the ILO's support for the DWCP, either positive or negative?

11. (Where relevant) How have the countries dealt with DW issues in the absence of a DWCP?

12. Regarding the SADC DWP:

    How did ILO support help the SADC DWP to achieve its expected results?
    Have the SADC DWP and the DWCPs mutually contributed to the achievement their objectives?

Efficiency

13. Based on your knowledge of the resources (human, financial, other material resources) available to the ILO to assist national constituents for the implementation of the DWCP, to what extent were available resources well-allocated? What if anything might have been done differently to make better use of available resources?

14. To what extent was the ILO able to leverage additional resources to support the DWCP from other strategic partners? To what extent did the ILO coordinate and collaborate with other organizations intervening in <country> to implement the DWCP?

15. How did the ILO coordinate with your organization to support the implementation of the SADC DWP?

Likelihood of Impact

16. What were the most significant achievements of the DWCP? How did these achievements contribute to the promotion of decent work in <country>?

39

17. What have been the main lessons learned regarding the implementation of the DWCP in the last five years? To what extent has knowledge gained been articulated, documented and/or shared with relevant stakeholders?

18. To what extent did the SADC DWP contribute to significant positive changes in DW in the country?

Cross Cutting

19. To what extent did ILO assistance for DWCP address the special needs and concerns of women? Of other vulnerable groups? What more might have been done? Should anything have been done differently to address gender concerns in ILO's support?

20. To what extend did ILO assistance for the DWCP contribute to social dialogue in <country>?

Sustainability

21. To what extent are the positive outcomes of ILO's assistance for the implementation of the DWCP in <country> likely to be sustained in the coming years? What factors contribute to sustainability? What factors hinder sustainability?

22. How can the findings of this evaluation inform the country's strategic direction?   40

23. What recommendations do you have to improve ILO assistance moving forward?

    DWCP
    SADC DWP

Are there any other issues you would like to address/discuss?

SADC REPRESENTATIVES

A.   Demographic Info:

1. **Date:**
2. **Interview location:**
3. **Interviewer Name:**
4. **Primary Notetaker Name:**
5. **Respondent Name:**
6. **Respondent Title (during life of Activity):**
7. **Respondent Institution (during life of Activity):**
8. **Sex of respondent:**

Preface: What has been your role in the design/implementation the DWP? How long have you been in this role? Were there particular aspects of DWP design/implementation that you were involved in? What aspects?

Relevance

1.   Considering that the SADC DWP began in 2013 is the DWP still relevant today?

2.   Has the DWPs been relevant to the needs of the constituents? Is it relevant to national, regional and international development frameworks (including to the SDGs?) Are they relevant to the ILO's Programme and Budget Outcomes?

3.   Have the DWP been flexible to adapt to context changes?

Coherence & Validity of Design

4.   In your opinion is the SADC DWP logical and coherent?

5.   Is the DWP evaluable

6.   Did the ELS Technical Committee carry out monitoring and evaluation as foreseen?

Effectiveness

8.   How did ILO support help the SADC DWP to achieve their expected results?

10.   How have the SADC DWP and the DWCPs mutually contributed to the achievement their objectives?

11.   How well did the results address the ILO's cross-cutting policy drivers – international labour standards, social dialogue, gender equality and non-discrimination, and a just transition to environmental sustainability?

12.   Were there any unexpected results?

13.   What were the key factors of success?

14.   What were the main internal and external constraints/challenges to attaining the expected results?

41

Inception Report

Efficiency

15.   How cost efficiently was the ILO's support to implement the SADC DWP?

16.   How well did the ILO coordinate with strategic partners to support the design/implementation of the SADC?

17.   What were there synergies among the SADC DWP and individual DWCPs under review?

Likelihood of Impact

18.   To what extent did the SADC DWP contribute to significant positive changes in DW in the region/countries?

19.   How was the knowledge generated from the DWP been shared?

Sustainability

20.   What positive and negative recommendations and lessons could be offered to improve the sustainability of the DWP?

21.   How can the findings of the evaluation inform the region's strategic direction?

22.   What recommendations can be offered on the way forward?

23.   How did the DWPs deal with sustainability of the policy outcomes and impacts?

42

Are there any other issues you would like to address/discuss?

Inception Report

ANNEX 5: Evaluation Report Outline

43

COVER PAGE: INCLUDING key intervention and evaluation data

ACKNOWLEDGEMENTS

LIST OF ACRONYMS

EXECUTIVE SUMMARY

I.   PROJECT CONTEXT AND DESCRIPTION

1.1.   Project Context
1.2.   Project Description

II.   EVALUATION PURPOSE AND METHODOLOGY

2.1.   Evaluation Purpose
2.2.   Methodology

III.   FINDINGS

3.1. Relevance
3.2. Coherence and Validity of Design
3.3. Effectiveness
3.4. Efficiency
3.5. Likelihood of Impact
3.6. Sustainability
3.7. Evaluation criteria ratings

44

IV. LESSONS LEARNED, GOOD PRACTICES, AND CONCLUSIONS

4.1. Lessons Learned
4.2. Good Practices
4.3. Conclusions

V.   RECOMMENDATIONS

ANNEXES

ANNEX 1: Terms of Reference
ANNEX 2: Master List of Interview Questions
ANNEX 3: List of Documents Reviewed
ANNEX 4: List of Persons Interviewed
ANNEX 5: Field-work Agendas
ANNEX 6: Inception Report
OTHERS as relevant

Inception Report

ANNEX 6: Country Case Study Template

45

COUNTRY CASE STUDY CONTENTS PAGE (Total 25 pages aprox.)

CONTENTS
ACKNOWLEDGEMENTS
ACRONYMS
EXECUTIVE SUMMARY

1.   INTRODUCTION TO THE EVALUATION AND COUNTRY CASE STUDY

1.1.   Introduction to the Evaluation (COMMON TEXT)
1.2.   Scope and Objectives of the Country Case Study (COMMON TEXT)
1.3.   Limitations of the Country Case Study
1.4.   Country Case Study Methodology (COMMON TEXT)

2.   CONTEXT AND DECENT WORK COUNTRY PROGRAMME(S)

2.1.   Decent Work Context in the Country

2.1.1.   Brief description of the country´s context and background

2.1.2.   Summary of the Decent Work Context

2.2   ILO DWCPs in the Country

Brief description and summary table   46

3.   COUNTRY CASE STUDY FINDINGS

3.1.   Relevance

The current section analyses the relevance and appropriateness of the ILO Decent Work Country Programme(s) related to, the needs of the constituents; national, regional and international development frameworks (including to the SDGs); the ILO's Programme and Budget Outcomes. Also, the section examines the extent to which the DWCPs been flexible to adapt to context changes. Furthermore, from the country´s point of view, the section assesses the current relevance of the SADC DWP (considering that it began in 2013)

Summary of main findings

3.1.1.   Constituents' needs

EQ: Have the DWCPs been relevant to the needs of the constituents?

3.1.2.   National, regional and international frameworks

EQ: Are they (the DWCPs) relevant to national, regional and international development frameworks (including to the SDGs)?

EQ: Are they relevant to the ILO's Programme and Budget Outcomes?

Table. Summary: Alignment of CPOs with ILO P&B outcomes, DWCP, UNDAF and SDGs

Inception Report

3.1.3. Current relevance

EQ: Have the DWCPs been flexible to adapt to context changes?

3.1.4. SADC DWP: country′s views

EQ: Considering that the SADC DWP began in 2013 is the DWP still relevant today?

3.2. Coherence & Validity of Design

This section of the evaluation examines whether the principles of Results-Based Management were applied. It also analyses the coherence and validity of the design. To do so, the evaluation focused on the following key aspects: the logic and coherence of the DWCPs under review; the DWCPs evaluability; and the monitoring and evaluation arrangements put in place.

Summary of main findings

3.2.1. Results based Approach

EQ: Where principles of Results-Based Management applied?

The ILO defines results-based management (RBM) as "a management approach that directs organizational processes, resources, products and services towards the achievement of measurable outcomes[4]."

47

3.2.2. Logic and coherence of the DWCPs under review

EQ: Are the DWCPs under review logical and coherent?

a) Internal logic

RBM requires the creation of a logical sequence of cause-and-effect events that include activities, outputs, outcomes and objectives. It also calls for the definition of assumptions to test the logic of causal links, as well as indicators and means of verification to measure the objectives. These components are organized in a matrix called Log Frame or Results Framework.

b) External coherence

Did the ILO involve and work closely with key stakeholders and institutions in the country?

---

[4] Results-based Management in the ILO. A Guidebook. International Labour Organization 2011

Inception Report

3.2.3.   Monitoring and Evaluation

a)   Evaluability of the DWCPs under review

EQ: Are the DWCPs under review evaluable?

EVAL has a conceptual framework and an evaluability instrument which can be applied to both ILO Decent Work Country Programmes (DWCPs) and projects. The evaluability instrument scores individual projects and programmes based on the following six criteria:

- Objectives
- Indicators
- Baselines
- Milestones
- Risks and assumptions
- Monitoring and Evaluation

See if an evaluability review was conducted by EVAL. Check whether changes/improvements were introduced in the projects' design as per EVAL's recommendations

Also, according to the *High Level Evaluation (HLE) Protocol for DWCP* assessing the evaluability of the DWCPs includes an assessment of the priorities, the country programme outcomes, the Theory of Change and an investigation into data that exists in relation to the questions which the evaluation will answer.

48

i)   Priorities' Assessment

ii)   Theory of Change

iii)   Country programme outcomes and indicators

iv)   Availability of data

b)   M&E arrangements

EQ: Did the (Decent Work Team / CO / Tripartite commission) carryout monitoring and evaluation as foreseen?

3.3.   **Effectiveness**

This section aims to provide a global overview of the main challenges encountered in the implementation of the DWCP; assess the key results achieved to date; and, examine how the results addressed the ILO's cross-cutting policy drivers.

Furthermore, the section analyses EQs: *how ILO supported the DWCPs to achieve their expected results; how have the country dealt with DW issues in the absence of a DWCP (where relevant); whether there were any unexpected results; as well as, the key factors of success*

Summary of main findings

Inception Report

3.3.1. Challenges on implementation

EQ: What were the main internal and external constraints/challenges to attaining the expected results?

3.3.2. Main Results achieved

*In this regard, and in order to articulate a clear model for assessing the effectiveness, the analysis is organized around **(a)** DWCP priorities; and **(b)** Country Programme Outcomes (CPOs).*

a. *DWCP Priorities* (Common to all DWCPs)

1) Strengthening Fundamental Principles and Rights at work

2) Promotion of Employment

3) Strengthening and Broadening Social Protection Coverage

4) Strengthening Tripartism and Social dialogue

b. *Country Programme Outcomes (CPOs)*
CPO:
P&B outcome:

49

Results achieved

ILO contribution

CPO:
P&B outcome:

Results achieved

ILO contribution

3.3.3. ILO's cross-cutting policy drivers

1) International Labour Standards

2) Social Dialogue

3) Gender equality and non-discrimination

4) A just transition to environmental sustainability

Inception Report

3.3.4. Strategic fit: SADC DWP- DWCPs

EQ: How have the SADC DWP and the DWCPs mutually contributed to the achievement their objectives?

3.4. Efficiency

The efficiency section explores to what extent has ILO been able to take a leadership role in generating partnerships and in leveraging national government and partner resources; as well as, how effectively and efficiently has ILO allocated and managed human and financial resources for implementing DWCPs under review.

Summary of main findings

3.4.1. Connectedness and Coordination

EQ: How well did the ILO coordinate with strategic partners to support the implementation of the DWCPs under review?

What were there synergies among the SADC DWP and individual DWCPs under review?

3.4.2. Allocation of Resources

EQ: How cost efficiently was the ILO's support to implement DWCPs under review?

50

Table: Use of resources: Planed / Expenditure
Table: Budget allocations
Table: RBSA/XBTC/RBTC expenditure
Table: Expenditure per CPO

3.5. Likelihood of Impact

Likelihood of impact relates to the strategic orientation applied in influencing wider and long-term development changes. That is, the contribution of the ILO´s SADC DWP and DWCPs contribute to significant positive changes in Decent Work.

Summary of main findings

EQ: To what extent did the DWCPs contribute to significant positive changes in DW?

EQ: How was the knowledge generated from the DWCPs shared?

3.6. Sustainability

The sustainability section assesses the likelihood that ILO interventions and/or achievements will be continued or even scaled up and replicated by national partners.

Summary of main findings

EQ: How did the DWCPs deal with sustainability of the DWCPs policy outcomes and impacts?

Inception Report

3.7.   Lessons Learned

The evaluation identified some lessons learned, which were driven by some of the challenges faced as well as the positive results obtained. In this section we list the most relevant of these lessons learned, so they can be taken into consideration in current and/or future interventions.

EQ: What positive and negative lessons could be offered to improve the sustainability of the DWP and individual DWCPs under review? (Originally under **sustainability**)

4.   CONCLUSIONS

The following chapter presents a <u>synthesis of the conclusions drawn from the analysis of the findings</u> and is organized in correspondence with the seven evaluation sections: Appropriateness and coherence of programming; relevance; effectiveness; efficiency; cross-cutting issues; sustainability; and Lessons Learned.

EQ: How can the findings of the evaluation inform the region's strategic direction? (Originally under **sustainability**)

5.   RECOMMENDATIONS

EQ: What recommendations can be offered on the way forward? (Originally under **sustainability**)

51

Recommendation 1: Heading

Text

Responsible unit(s)	Priority	Time implication	Resource implication

Recommendation 2: Heading

Text

Responsible unit(s)	Priority	Time implication	Resource implication

ANNEXES

List of persons interviewed

Participants at the evaluation workshop

Documents reviewed

Field-work agenda

Others (as relevant)

Inception Report

ANNEX 7: SADC Case Study Template

52

SADC CASE STUDY CONTENTS PAGE (Total 25 pages aprox.)

CONTENTS
ACKNOWLEDGEMENTS
ACRONYMS
EXECUTIVE SUMMARY

1. **INTRODUCTION TO THE EVALUATION AND SADC CASE STUDY**

1.1.   Introduction to the Evaluation (COMMON TEXT)
1.2.   Scope and Objectives of the SADC Case Study
1.3.   Limitations of the Country Case Study
1.4.   SADC Case Study Methodology

2. **CONTEXT AND DECENT WORK PROGRAMME**

2.1.   **Decent Work Context in the SADC Region**

2.1.1.   Brief description of the region´s context and background

2.1.2.   Summary of the Decent Work Context

2.2   **The SADC DWP**

53

3. **SADC CASE STUDY FINDINGS**

3.1.   **Relevance**

The current section analyses the relevance and appropriateness of the SADC Decent Work Programme related to the countries´ needs; regional and international development frameworks (including to the SDGs); and the ILO's Programme and Budget Outcomes. Also, the section examines the extent to which the DWP has been flexible to adapt to context changes. Furthermore, the section assesses the current relevance of the SADC DWP (considering that it began in 2013)

Summary of main findings

3.1.1.   Countries' needs

EQ: Has the DWPs been relevant to the needs of the countries?

3.1.2.   Regional and international frameworks

EQ: Is it relevant to regional and international development frameworks (including to the SDGs?)

Table: Alignment with regional and international development frameworks

EQ: Is it relevant to the ILO's Programme and Budget Outcomes?

Table: Alignment with ILO P&B outcomes and DWCPs

Inception Report

3.1.3.   <u>Current relevance</u>

EQ: Have the DWP been flexible to adapt to context changes?

EQ: Considering that the SADC DWP began in 2013, is the DWP still relevant today?

3.2.   Coherence & Validity of Design

This section of the evaluation examines the coherence and validity of the design. To do so, the evaluation focused on the following key aspects: the logic and coherence of the DWPs; the DWPs evaluability; *and the monitoring and evaluation arrangements put in place.*

Summary of main findings

3.2.1.   <u>Logic and coherence of the DWP</u>

EQ: Is the SADC DWP logical and coherent?

c)   Internal logic

RBM requires the creation of a logical sequence of cause-and-effect events that include activities, outputs, outcomes and objectives. It also calls for the definition of assumptions to test the logic of causal links, as well as indicators and means of verification to measure the objectives. These components are organized in a matrix called Log Frame or Results Framework.

d)   External coherence

Did the SADC Secretariat involve and work closely with key stakeholders and institutions in the region and in the countries?

3.2.2.   <u>Monitoring and Evaluation</u>

EQ: Was the DWP evaluable and did the ELS Technical Committee carry out monitoring and evaluation as foreseen?

3.3.   Effectiveness

This section aims to provide a global overview of the main challenges encountered in the implementation of the DWP and assess the key results achieved to date. Furthermore, the section analyses how ILO supported the SADC DWP to achieve its expected results and, whether the SADC DWP and the DWCPs mutually contributed to the achievement their objectives.

Summary of main findings

3.3.1.   <u>Challenges on implementation</u>

EQ: What were the main internal and external constraints/challenges to attaining the expected results?

3.3.2.   <u>Main Results achieved</u>

Inception Report

*In this regard, and in order to articulate a clear model for assessing the effectiveness, the analysis is organized around **(a)** Contributions to Regional Priority thematic areas[5] of intervention; and **(b)** SADC DWP Priorities and Outcomes.*

a. _Contributions to Regional Priority thematic areas of intervention_

1) *Youth employment*

2) *Transition from Informal to formal economy*

3) *Labour migration*

4) *Social Protection*

b. _SADC DWP Priorities and Outcomes_

▪ _Priority 1: Regional Technical Work_

  Outcome 1.1: Functional SADC Labour Market Information System harmonized and strengthened

  Outcome 1.2: Labour Migration Governance Systems Strengthened

  Outcome 1.3: Human Trafficking Eliminated

  Outcome 1.4: Skills development policies harmonized and strengthened

▪ _Priority 2 Promotional Work_

  Outcome 2.1: International Labour Standards ratified, domesticated and complied with

  Outcome 2.3: Compliance with SADC Codes (Social Security, Child Labour, safe use of chemicals, HIV and AIDS, TB in Mining promoted

  Outcome 2.4: Decent work promoted in the informal economy in SADC Member States

▪ _Priority 3 Information Sharing_

  Outcome 3.1: Improved knowledge of best practice in employment and labour policies, legislation, programmes and social protection floors among Member States

3.3.3. Strategic fit: SADC DWP- DWCPs

EQ: How have the SADC DWP and the DWCPs mutually contributed to the achievement their objectives?

---

[5] As defined in the ToRs

Inception Report

55

3.4.   Efficiency

The efficiency section explores to what extent ILO has been able to take a leadership role in generating partnerships and in leveraging national government and partner resources as well as, how effectively and efficiently ILO has allocated and managed human and financial resources for implementing DWCPs under review.

Summary of main findings

3.4.1. Connectedness and Coordination

EQ: How well did the ILO coordinate with strategic partners to support the implementation of the SADC DWP?

EQ: What were there synergies among the SADC DWP and individual DWCPs under review?

3.4.2. Allocation of Resources

EQ: How cost efficiently was the ILO's support to implement the SADC DWP?

Table: Use of resources: Planed / Expenditure
Table: Budget allocations / ILO support
Table: Expenditure per Outcome

3.5.   Likelihood of Impact

56

Likelihood of impact relates to the strategic orientation applied in influencing wider and long-term development changes. That is, the contribution of the ILO´s SADC DWP and DWCPs to significant positive changes in Decent Work.

Summary of main findings

EQ: To what extent did the SADC DWP contribute to significant positive changes in DW?

EQ: How was the knowledge generated from the DWPs shared?

3.6.   Sustainability

The sustainability section assesses the likelihood that ILO interventions and/or achievements will be continued or even scaled up and replicated by national partners.

Summary of main findings

EQ: How did the DWPs deal with sustainability of its outcomes and impacts?

3.7.   Lessons Learned

This section will identify lessons learned during the implementation of the DWP so they can be taken into consideration in current and/or future interventions.

EQ: What positive and negative lessons could be offered to improve the sustainability of the DWP? (Originally under **sustainability**)

Inception Report

4. CONCLUSIONS

The following chapter presents a <u>synthesis of the conclusions drawn from the analysis of the findings</u> and is organized in correspondence with the seven evaluation sections: Appropriateness and coherence of programming; relevance; effectiveness; efficiency; cross-cutting issues; sustainability; and Lessons Learned.

EQ: How can the findings of the evaluation inform the region's strategic direction? (Originally under **sustainability**)

5. RECOMMENDATIONS

EQ: What recommendations can be offered on the way forward? (Originally under **sustainability**)

Recommendation 1: Heading

Text

Responsible unit(s)	Priority	Time implication	Resource implication

Recommendation 2: Heading

Text

57

Responsible unit(s)	Priority	Time implication	Resource implication

ANNEXES

List of persons interviewed

Documents reviewed

Field-work agenda

Others (as relevant)

Inception Report

APPENDIX 3:
FIELD-WORK AGENDAS

Schedule of Meetings: Lesotho

20 – 22 May 2019

Sunday 19th May 2019

Xxx; Arrival at Moshoeshoe International Airport,

Maseru, Lesotho

Airport pick up to Avani, Maseru.

Monday 20th May 2019

07:30 – 08:10	Courtesy meeting with the Principal Secretary and Directors Ministry of Labour and Employment
08:15 – 10:15	Directors and Principal Officers Ministry of Labour and Employment
10:15 – 12:30	Representatives of the five labour federations
12:30 – 13:30	Lunch
14:00 – 15:30	Representatives of the employers' organisations
16:00 – 17:00	UN Resident Coordinator's Office & a courtesy call to the RC

Tuesday 21st May 2019

08:15 – 10:15	Parliamentary Counsel *(Not available. Skype call to be Arranged)*
10:30 – 11:30	Ministry of Finance and the Central Bank
12:00 – 13:00	National Advisory Committee on Labour [NACOLA]
13:00 – 14:00	Lunch
14:00 – 15:00	Principal Secretary and Directors Ministry of Development Planning, including Bureau of Statistics

15:15 – 16:15   Labour Court and Directorate for Dispute Prevention and Resolution

16:30 – 18:00   Collaborating UN agencies

Wednesday 22nd May 2019

09:00 – 13:00   National Debriefing Workshop

13:00 – 14:00   Lunch

End of consultations in Maseru, Lesotho

Depart for Moshoshoe Airport en route OR Tambo International Airport Johannesburg, South Africa

Schedule of Field Work in Madagascar

Jour 1 – Lundi 25 mars 2019		
15h30	Arrivée à Ivato et installation à l'hôtel	Accueil par le chauffeur de l'OIT
Jour 2 – Mardi 26 mars 2019		
08:30 – 10:30	CNaPS • Mme Andriampenomanana Tina • Chargée d'Etudes	
11:00 – 12:30	Equipe de l'OIT • Ramaromanana Clara, Chargée de Programme et Point Focal de Suivi et Evaluation • Ramiarintsoa Holiarivony, ANP Projet HIMO • Razafimandimby Noémie, ANP Projet REFRAME	Maison Commune des Nations Unies, Galaxy Andraharo
14:00 – 17:00	Conférence des Travailleurs de Madagascar • Deux (2) représentants par centrale syndicale	Salle Titan III Maison Commune des Nations Unies, Galaxy Andraharo
17:15 – 18:30	Echange avec le Projet SAVABE – Lutte contre le travail des enfants financés par US$OL • Jean-Pierre Boenge Singa, CTP du projet	Par skype
Jour 3 – Mercredi 27 mars 2019		
9:30-10:30	M. Noelson Rabearivelo Ministère de la Formation Professionnelle	
10:30-11:30	ONEF Mme Anja Elia Razafindriniaina Directeur Général de l'ONEF	
13:00-14:00	Mme Francine Rasolofonirina, Ministère de l'Agriculture	
Jour 4 – Jeudi 28 mars 2019		
08:30 – 10:30	Entreprendre à Madagascar • Mme Bodomalala Rarijason, Directeur général EàM	Maison Commune des Nations Unies, Galaxy Andraharo
10:30 – 12:00	M. Coffi Agoussou Directeur du Bureau de Pays de l'OIT pour Madagascar, les Comores, Maurice et les Seychelles	Maison Commune des Nations Unies, Galaxy Andraharo
12:00-13:00	Lunez PADAYACHY Directeur ONU Sida Madagascar	Maison Commune des Nations Unies, Galaxy Andraharo
Jour 5 à Jour 7 – Vendredi 29 mars 2019 à Dimanche 31 mars 2019		
Jour 8 – Lundi 1 avril 2019		
08:30-10:00	Equipe de l'OIT • Razafinisoa Nombàna, Chargée de Programme • Rasolofoniainarison Lauréat, ACP Projet VZF/Gouvernance	Maison Commune des Nations Unies, Galaxy Andraharo
10:30-11:30	Beatrice Chan Ghing Yiu, Madagascar Employers Group (GEM)	GEM Offices
14:00 – 16:00	Inspection de Travail • Hanitra Razakaboana, Directeur Régional du Travail, Région Analamanga	Immeuble de l'Inspection du Travail, Antsahavola

Jour 9 – Mardi 2 avril 2019		
08:30 – 13:00	Rencontre avec la Direction Générale du Travail et des Lois Sociales • Directeur Général du Travail et des Lois Sociales • Direction de la Promotion du Travail Décent • Direction du Travail (CNLTE, Normes, etc) • Direction de la Sécurité et Santé des Travailleurs • Direction de la Migration Professionnelle	
14-15:30	Rencontre avec la Direction Générale de l'Emploi	

The United Republic of Tanzania

Name and Institution	Day	City/ Regioin
Anthony Rutabanzibwa – National Programme Officer	Monday 8th April – 8.30 am	Dar es Salaam
Albert Okal – NPC, Skills Development	Monday 8th April – 2 pm	Dar es Salaam
Edmund Moshe/ Kristina Wiebel – UNDAP – Economic Growth and Employment	Tuesday 9th April – 9 am	Dar es Salaam
Patricia Bulema – Finance Officer	Tuesday 9th April, – 10.30 am	Dar es Salaam
Secretary General – ZATUC (trade union)	Wednesday 10th April – 8:30 am	Zanzibar
Principal Secretary, MLEEWC – Ministry responsible for Labour	Wednesday 10th April – 10 am	Zanzibar
Omar Makungu, Chief Justice Zanzibar	Wednesday 10th April – 11:30am	Zanzibar
Executive Director, ZANEMA (employers' association)	Wednesday 10th April – 12:30 pm	Zanzibar
Director General, Social Security Regulatory Authority	Thursday 9th April – 10.00 am	Dodoma
Director of Employment, PMOLYED – Ministry responsible for Labour (Prime Minister's Office)	Thursday 11th April – 11.30 pm	Dodoma
Dampo Ndenzaki – NPC, Productive Investments and Social Protection – ILO	Thursday 11th April – 2.00 pm	Dodoma
Wellington Chibebe – CO Director	Friday 12th April – 8 am	Dar es Salaam
Designated staff – TUCTA (trade union, mainland)	Friday 12th April – 9:30 am	Dar es Salaam
Designated staff, ATE (employers' association)	Friday 12th April – 11:00 am	Dar es Salaam

South Africa

23 MAY (Thursday)	24 MAY (Friday)
MORNING	**MORNING**
08:30 – 09:00: Meeting with ILO Director, ILO Pretoria Office **09:00 – 10:00** Overview of the High Level Evaluation, Decent Work Team & Programme Unit, *Ground floor boardroom.* ILO Pretoria Office **10:00 – 12:00** DWT	**09:00-10:30** – Meeting with Cosatu, *COSATU House, Braamfontein, 5th Floor 110 Jorissen Street Cnr, Simmonds. Contact: Gertrude 0828292966/ 010 219 1322* **12:00-12:30** President of the sub-Regional Employers' organization, SADC Private Sector Forum *(61 Katherine St, Sandhurst, Sandton, 2196)* **12:30-13:30** – CEO BUSA and BUSA representatives on DWCP Steering Committee *(61 Katherine St, Sandhurst, Sandton, 2196)*
AFTERNOON	**AFTERNOON**
12:30 – 13:30: Deputy Director General, Mr. Sam Morotoba, Public Employment Services. **Venue:** *Sheltered Employment Enterprise (SEE) Offices, 221 Moreleta Street, Koedospoort, Silverton. Contact: Ms Amukelani Mabasa. 0128437308,* **cell:** *0720768353* **14:00 – 14:45:** Director-General: Mr. Thobile Lamati) & Chief Director (International Relations Directorate) *National Department of Labour 215 Laboria House Francis Baard 071 631 6420 or 0123094126* **14:45 – 15:30:** DDG Labour Policy and Industrial Relations (Mr Virgil Seafield & Team *(National Department of Labour, 215 Laboria House Francis Baard) 012 309 4547 – Mobile 082 678 9195* **15:30 – 16:30:** Ms. Esther Tlhoane (Chief Director Public Employment Services) & Team, *(National Department of Labour, 215 Laboria House Francis Baard) Tel: 012 309 4470/ 082 908 2273*	**15:00 – 17:00** – Meeting with Acting General Secretary FEDUSA, Office Bearers and team, Holiday Inn Johannesburg Airport, *(Contact person is Brenda 0735315339 or Fiona 11 279 1800/ 78 816 6985*

29 MAY (Wednesday)	30 MAY (Thursday)	31 MAY (Friday)
MORNING	**MORNING**	**MORNING**
08:00 – 11:00 SADC Workshop, *Holiday Inn, Johannesburg Airport* **Cancelled** **12:00 – 13:00** Meeting with DDG Mr. Mojalefa Mohoto with Team. National Department of Small Business Development *ILO Pretoria Offices. (Dti Campus, 77 Meintjies street, Block G- 3rd Floor, Sunnyside, Pretoria)*	**08:00 – 08:30** Meeting with Sindile Moitse, ILO Pretoria Office, *20 Crestway Block C, ILO Pretoria Office in Persequor Park opposite CSIR* **10:00 – 10:45** Meeting with representatives of Community, Nedlac *14A Jellicoe Avenue, Rosebank. / 011 328 4200 (Contact Rejoice Nedlac) and or Conti (0630856767)* **12:00 – 13:00**- Meeting with the Chief Director Inspections, Enforcement Directorate, National Department of Labour (Mr Tibor Szana) and Team *082 883 5737/ Tel: 012 309 4388*	**08:30 – 09:30** Deputy Director General & EPWP Team, National Department of Public Works, *256 Madiba Street Pretoria* **10:45 – 11:30** Nedlac Head of Programme Operations and Secretariat for the Decent Work Country Programme Steering Committee, *Nedlac 14A Jellicoe Avenue Rosebank* **12:00 – 13:30** National Debriefing Workshop, *Nedlac 14A Jellicoe Avenue Rosebank*
LUNCH	**LUNCH**	**LUNCH**
14:00 – 15:00 Meeting with Director General, Brenda Modise & Team, National Department of Social Development *(164 Totius Street: Harlequins Office Park 012 741 6802)* **15:30 – 16:30** Meeting with Director General, Monde Thom & Team, National Department of Economic Development, *3rd Floor, Block A, DTI Campus, 77 Meintjies Street, Sunnyside, Pretoria.*	**14:00 – 15:30** DWT-Specialists *20 Crestway Block C, ILO Pretoria Office in Persequor Park opposite CSIR* **15:30 – 1700** Development Cooperation, ILO Pretoria Office, *20 Crestway Block C, ILO Pretoria Office in Persequor Park opposite CSIR* **18:00 – 19:00** Meeting with the President of Cosatu, *Kempton Park. Exact Venue to be confirmed*	**14:00 – 15:00** Briefing by the Evaluator with the ILO Pretoria Office Director, *Nedlac 14A Jellicoe Avenue Rosebank*

SADC Secretariat
Gaborone, Botswana

27 – 28 May 2019

Sunday 26th May 2019

Xxx; Arrival at Sir Seretse Khama International Airport,

Gaborone, Botswana

Airport shuttle to Hotel, Xxx

Monday 27th May 2019

08:30 – 10:30	Director, SADC Employment and labour Sector
10:30 – 11:00	SADC Deputy Executive Secretary, Regional Integration
11:30 – 12:30	European Delegation
13:00 – 14:00	Lunch
14:00 – 15:30	Secretariat; Southern Africa Trade Union Coordination Council
16:00 – 17:30	Secretariat; SADC Private Sector Forum

Tuesday 28th May 2019

End of consultations in Gaborone, Botswana

Travel back to Johannesburg, South Africa

APPENDIX 4:
LIST OF PARTICIPANTS
IN THE INDEPENDENT HIGH LEVEL EVALUATION

LESOTHO

Ministry of Labour and Employment

Name	Title
Makhoabane Ledimo	Deputy Principal Secretary
Mamohale Matsoso	Labour Commissioner
Malebona Khabo	President of the Labour Court
Hlomohang Majara	Director DDPR
Maseeiso Lenkoane	Director HR
Khohlisa Maputsoe	Chief Legal
Maqenehelo Mahlo	Director NES
Molebatsi Koalepe	Inspections Manager
Cecilia Seema	Counseling Manager
Makhoeli Tlali	WKMC Fund Administrator
Mpinane Masupha	Principal Migrant Liaison Officer
Mamolise Falatsa	PR Manager
Maretsepile Lesia	Registrar (Tus and Eos)
Matsolo Khanya	Economic Planner

NACOLA

Name	Institution
Ntsane Nnena	LECODU
Daniel Maraisane	LLC
Monaheng Mokaoane	LLC

Name	Institution
Paul Sematlane	LLC
Teboho Tolo	COLETU
Lebonejoang Molefi	LLC
Hlalele Tsolo	ALEB
Thato Kao	ALEB
Thabo Nkuoatsana	ALEB
Relebohile Ntene	ALEB
Bryan McCarthy	ALEB
Jui-Chi Chang	ALEB
Mampe Mphana	ALEB
Malikhabiso Majara	ALEB
Lindiwe Sephomolo	ALEB
Maseephephe Matete	Ministry of Labour
Martha Mosoang	LTUC
Solong Senohe	LLC

Workers' Organizations:

Name	Institution
Ntsane Nnena	LECODU
Daniel Maraisane	LLC
Monaheng Mokaoane	LLC
Solong Senohe	LLC
Mamphe Mafa	LLC

Employers Organizations:

Name	Institution
Lindiwe Sephomolo	ALEB

Public Service

Name
Manneheng Sefeane
Lebohang Ramoholi
Matlelima Adam

Central Bank of Lesotho

Name
Malinda Serobanyane
Lefu Khasu
Thabang Mohloki
Teboho Penane

Development Planning

Name
Motebang Mokitimi
Matale Matsela
Mokone Mokokoane

MADAGASCAR

ILO CO Personnel

Name	Title
Clara Ramaromanana	National Programme Officer
Coffi Agossou	Director Country Office for Madagascar, Comores, Mauritius and the Seychelles
Holiarivony Ramiarintsoa	National Programme Assistant
Jean-Pierre Boenge Singa	CTA Project SAVABE
Noémie Razafimandimby	National Programme Assistant
Lauréat Rasolofoniainarison	National Programme Assistant
Nombàna Razafinisoa	National Programme Assistant

ILO HQ Personnel

Name	Title
Claire Harasty	ILO Employment Economist
Maria Galotti	ILO Labour Migration Branch
Lou Tessier	ILO Force Labour and Fair Recruitment
Severine Deboos	ILO Employment Specialist
Terje Tessem, Chief	Employment-Intensive Programme, Employment Sector

ILO DWT Pretoria

Name
Mohammed Mwamadzingo

Government of Madagascar Officials

Name	Title
Anjaratiana Elia Razafindrianiaina	Directeur Général de l'Office National de l'Emploi et de la Formation
Cristelle Ramaroson	Directrice de la Promotion du Travail Décent, Ministry of Labour
Eudoxie Rasoatsiamizma	Directeur Générale de la Promotion de l'Emploi
Fenitra Randriatianarisoa	Directeur de la Migration Professionnelle
Francine Rasolofonirina	Ministere de l'Agriculture
Hanitra Razakaboana	Regional Director of Labour, Analamanga Region
Louis Andriamamonjy	Directeur de la Professionnalisation des Petits Métiers et de la Promotion de l'Auto-emploi
Paulis Solo	Directeur du Travail et de la Promotion des Droits Fondamentaux
Noelson Rabearivelo	Ministère de l'Enseignement Technique et de la Formation Professionnelle
Rabeayimanana Fetre Arthur	Direction de la Sécurité et Santé des Travailleurs
Ratavilahy Harilala Andriniaina	Charge d'etude Service de la Construction Ministry of National Education and Vocation Training
Tina Andriampenomanana	Chargée d'Etudes Caisse National de Prevoyance Sociale
Tina Rakotoprimanana	Directeur de la Formation Continue et de Renforcement des Capacités

Social Partners

Name	Institution
Beatrice Chan Ghing Yiu	Madagascar Employers Group (GEM)
Lorasva Fetra Horinano	CTM/FISEMA
Narivoung Thierry Andrianaly	CTM/FMN
Olga Vololona Rakotoarimanga	CTM/SAREN
Francine J.N.U Randrianarisoa	CTM/FISENARE
Lako Rasoamananoro	CTM/ FISENARE
Remi H Botoudi	CTM/SEKRIMA
Tiana Andriamanana	CTM/TM

Other UN Agencies

Name	Title
Lunez Padayachy	UNAIDS Country Director

Other ILO Partners

Name	Title
Mme Bodomalala Rarijason	Directeur général Entreprendre Madagascar
M. Jan Gilhuis	Senior Programme Manager, International Trade Initiative

TANZANIA

Person	Institution	Position
Anthony Rutabanzibwa	ILO – CO Dar es Salaam	Senior Programme Officer
Albert Okal	ILO – CO Dar es Salaam	National Programme Coordinator – Skills Development
Edmond Moshy	ILO – CO Dar es Salaam	National Programme Economic Growth and Employment
Dampo Ndenzaki	ILO – CO Dar es Salaam	National Program Coordinator (since 2015) – Productive Investments and Social Protection
Patricia Bulemela	ILO – CO Dar es Salaam	Finance and Administration Officer
Wellington Chibebe	ILO – CO Dar es Salaam	CO Director
Kristina Weibel	UN Tanzania – Delivering as One	UNDAP Economic Growth and Employment Outcome Coordinator
Fatma Gharib Bilal	MLEEWC Zanzibar	Principal Secretary
Ali Suleiman	MLEEWC Zanzibar	Director of Employment
Mahaza Ghalib	MLEEWC Zanzibar	Director of Planning, Policy and Research
Fatma I. Ally	MLEEWC Zanzibar	Labour Commisioner
Mari M. Rajab	MLEEWC Zanzibar	Deputy Permanent Secretary
Sherja Haramis	MLEEWC Zanzibar	Social Protection Officer
Ahmed Faksale	MLEEWC Zanzibar	Occupational Safety and Health Officer
Hadiya Omek	MLEEWC Zanzibar	Dispute Handling Unit Officer
Khamis Mwinyi Mohammed	ZATUC	Secretary General; member of Zanzibar Social Security Fund
Omar O. Makungu	High Court of Zanzibar	Chief Justice
Salahi Salim Salahi	ZANEMA	Director; Member of the Executive Committee of the East African Employers' Association
Joseph Mutashubilwa	Social Security Regulatory Authority	Director of Research and Actuarial
Twahir Mohammed	Social Security Regulatory Authority	Researcher
Ally Msaki	PMO-LYED – Mainland	Director of Employment
Godfrey Chambo	PMO-LYED – Mainland	Deputy Director of Policy and Planning
Fatma Urari	PMO-LYED – Mainland	Senior Economist – Directorate of Policy and Planning
Meja Kapalata	TUCTA	Director of OSH and HIV and AIDS
Dan Sora Tandasi	ATE	Economist
Helen L. Mkwizu	ATE	HIV/AIDs & Health Officer
Distance interviews, through Phone call or SKYPE		
Annamarie Kiaga	ILO- CO Harare – DWT for Eastern and Southern Africa	Specialist on Informal Economy, Tanzania Past National Coordinator (2011-2016) – through Skype
Victoire Umuhire	ILO RO Pretoria – Decent Work Team	Social Protection and Legal Officer
Hiroshi Yamabana	ILO HQ Geneva	Social Security Department
Jens Christensen	ILO RO Pretoria DWT	Specialist Enterprise Development, Climate change, green jobs
Sipho Ndlovu	ILO RO Pretoria	DWT Senior Program Officer

SOUTH AFRICA

ILO Pretoria Office

Name	Title
Mr. Joni Musabayana	Director
Ms. Sindile Moitse	Programme Officer

Decent Work Team Specialists

Name	Title
Ms. Maria Machailo-Ellis	Senior Specialist, Employers
Ms. Laura Brewer	Senior Specialist, Skills and Employment
Mr. Jens Dyring Christensen	Senior Specialist, Enterprise Development & Job Creation
Mr. Asfaw Kidanu	Senior Specialist, Employment Intensive Investment
Mr. Redha Ameur	Regional Specialist, HIV & AIDS
Mr. Bernd Mueller	Employment Specialist
Mr. Ricardo Furman Wolf	Regional Senior Monitoring & Evaluation Officer
Mr. Theodoor Sparreboom	Labour Migration Specialist

ILO/Labour Intensive Rural Roads Maintenance Programme

Name	Title
Mr. Walter Mothapo	Sector Manager, EPWP Planning & Support, LDPW, Limpopo Province
Ignatius Ariyo	Chief Director, Infrastructure Sector, EPWP

Social Economy Policy Unit

Name	Title
Ms. Kerryn Krige	Chief Technical Advisor

National Stakeholders

Name	Title
Mr. Sam Morotoba	Deputy Director General, Public Employment Services
Mr. Thobile Lamati & team	Director-General. International Relations Directorate. National Department of Labour
Mr Virgil Seafield & Team	DDG Labour Policy and Industrial Relations. National Department of Labour
Ms. Esther Tlhoane & Team	Chief Director Public Employment Services, National Department of Labour
Mr. Fikaswa Mncanca	Chief Director Inspections. National Department of Labour
Mr Tibor Szana and Team	Chief Director Inspections, Enforcement Directorate, National Department of Labour
Ms Brenda Sibeko	Acting Deputy Director-General. Department of Social Development

Name	Title
Mr. Anthony Makwiramiti	Acting Chief Director Social Insurance. Department of Social Development
Mr. Brenton van Brede	Chief Director, Social Assistance. Department of Social Development
Mr. Mojalefa Mohoto & Team	DDG. National Department of Small Business Development
Ms. Brenda Modise & Team	Director General National Department of Social Development
Mr. Molefa Pule	Acting DDG. National Department of Economic Development
Ms. Irene Ramafola	Chief Financial Officer. National Department of Economic Development
Mr Stanley Henderson	Deputy Director General & EPWP Team, National Department of Public Works
Ms. Tanya Cohen and team	CEO Business Unity South Africa (BUSA)
Mr. Godfrey Selematsela	Acting General Secretary Federation of Unions of South Africa (FEDUSA)
Ms. Dorothy Nokuzola	Vice-President Social Justice and Gender. (FEDUSA)
Ms. Baby Ntoula	Gender representative. FEDUSA
Ms. Brenda Modise.	Social Policy Officer and Gender. FEDUSA
Mr. Godfrey Selematsela	National President. FEDUSA.
Mr. Tsholo Lefaka	LMC Cordinator. NEDLAC
Mr. Nobuntu Sibisi	Head of Programme Operations NEDLAC
Ms. Tumi Zwane	Community representative
Ms. Conti Matlakala	Community representative
Mr. Tebogo Thejane	Community representative
Ms. Gertrude Mitsheweni	Congress of South African Trade Unions (COSATU)
Mr. Jan Mahlangu	COSATU
Mr. Theo Steele	COSATU
Mr. Tshepo Mabulana	COSATU
Mr. Tumediso Modise	National Council of Trade Unions (NACTU)
Mr. Zanoxolo Mpendu	NACTU
Mr. Austin C. Muneku	Executive Secretary Southern Africa Coordination Council (SATUCC)
Mr. Godfrey Selematsela	SATUCC treasurer

SADC

Name	Title
Ms Dudu Simelane	Director, SADC Employment, Labour and Youth Directorate
Mr. Maxwell Parakokwa	Senior Programme Officer, SADC Employment, Labour and Youth Directorate
Ms Zoe A. Isaacs	Secretariat; SADC Private Sector Forum, Director Business Development Services
Mr. Austin C. Muneku	Secretariat; Southern Africa Trade Union Coordination Council, Executive Secretary
Ms. Catarina Caetano	Attachée Cooperation Officer, EU Delegation to the republic of Botswana and SADC

APPENDIX 5: DOCUMENTS REVIEWED

I. DWP/DCWP

1. SADC DWP and DCWP

- Southern African Development Community Decent Work Programme 2013 – 2019 *Promoting Decent Work for all in the SADC Region – May 2013*

- Ministry of Labour and Employment – Lesotho, Lesotho Decent Work Country Programme 2012 to 2017: *Making Decent Work a Reality in Lesotho – 29 Feb 2012*

- *Republique de Madagascar – Programme Pays pour le Travail Décent 2015-2019 – 29 Avril 2015*

- The United Republic of Tanzania Decent Work Country Programme 2013-2016

- Republic of South Africa Decent Work Country Programme 2010 to 2014 – 29 September 2010

- ILO, Decent Work Country Profile – South Africa draft, 2014

2. ILO DWP/DCWP-related Information

- ILO Evaluation Office, SADC Decent Work Programme Priorities, Outcomes and Outputs (Summary)

- ILO Evaluation Office, DWCPs Regional (SADC) and Country Priorities (table)

- ILO, Sub-regions Count of DCWPs (database)

- ILO, Status of Decent Work Country Programme Development in Africa (as of 15 September 2018 – tables)

- ILO, Status of Decent Work Country Programme Development by Region (as of 15 September 2018 – table)

- ILO, Decent Work Country Programme – A Practical Guidebook, version 4, 2016

- Synthesis Review of ILO's Programme of Support to SADC and to Selected SADC Member Countries, Center for Economic and Social Research, University of Southern California, May 2019

II. COUNTRY PROGRAMME RESULTS

- ILO EVAL, Country Results Database 2010-2015

- ILO EVAL, Country Results Database from 2016

- ILO EVAL, How to Guide to Country Results Databases; November 15, 2018

- ILO EVAL, From Results Framework 2010-2015 to the Results Framework 2016-2017: Re-mapping Exercise

- ILO EVAL, Definitions on Status of Country Programme Outcomes

- ILO EVAL, CPRs (2014-2018): Database

- Government of Madagascar-ILO, Rapport de Revue a Mi-parcours: Programme Pays pour le Travail Décent à Madagascar 2015-2019 (octobre 2018)

III. CASE STUDY COUNTRY SPECIFIC DOCUMENTS

1. Lesotho

- The Lesotho DWCP results-Monitoring Plan with milestones 2019 – 2023

- Minutes of the meetings of the National Advisory Committee on Labour: 2014-2018

- The Lesotho DWCP Implementation Plan with 2019 – 2023

- Technical Memorandum Lesotho labour administration needs assessment. ILO Labour Administration and Inspection Programme

- Lesotho DWCP Mid-term Review. 2017

- ILO technical assistance in a least developed country context: The making of labour law for the Lesotho labour market

- Kingdom of Lesotho. Ministry of Labour and Employment. Strategic Plan 2013-18

- Lesotho United National Development Assistance Plan (LUNDAP) 2013 – 2017

- Lesotho Labour Policy October, 2018

2. Madagascar

- International Labour Organisation, A case study of drivers and constraints for OSH in the lychee global value chain from Madagascar, 2017.

- International Labour Organisation, Madagascar DWCP Mid-term Review. 2018

- International Labour Organisation, Projet d'Appui à la Création d'Emplois Décents par la Recherche (PACER), Rapport Finale, April 2018.

- International Labour Organisation, Projet Contribution à la Réduction de la Pauvreté par la Promotion de l'Emploi des Jeunes (CREPEJ – Phase 2) – Evaluation finale, 2016

- International Labour Organisation, NORMLEX Information System on International Labour Standards – Madagascar https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11110:0::NO::P111 10_COUNTRY_ID:102955

- National Institute of Statistics – Ministry of Economy of Madagascar, National Survey on Employment and the Informal Sector, 2012

- National Institute of Statistics – Ministry of Economy of Madagascar, School-to-Work transition survey ETVA Madagascar, 2015. https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ed_emp_msu/documents/publication/wcms_543382.pdf

- National Institute of Statistics – Ministry of Economy of Madagascar, Child Labor in Madagascar in 2012: Report on the National Employment and Informal Economy Survey, 2012

- Présidence de la République de Madagascar, Présentation de la Politique Générale de l'Etat

- Rajoelina, Andry, « Initiative pour l'Emergence de la Madagascar » 2018

- The World Bank, Madagascar Economic Update Fostering Financial Inclusion, July 2018

■ The World Bank "Madagascar: World Bank $90 Million to Strengthen the National Social Protection Programs," 2019 https://www.worldbank.org/en/news/press-release/2019/03/01/madagascar-world-bank-90-million-to-strengthen-the-national-social-protection-programs

■ UNDAF 2015-2019 Madagascar, http://mg.one.un.org/content/unct/madagascar/fr/home/notre-action/undaf-2015-2019.html

■ United Nations Development Program, Human Development Indices and Indicators: 2018 Statistical Update, http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MDG.pdf

■ United States Department of Labour, 2017 Findings on the Worst Forms of Child Labour-Madagascar

3. South Africa

■ BUSA Action Plan on Enterprise Development for SMEs, Start-Ups and Formalizing business (2012-2017)

■ International Labour Organisation, South Africa DWCP Monitoring Plan 2010-2014

■ International Labour Organisation, South Africa DWCP implementation Plan 2010 – 2014

■ International Labour Organisation, South Africa DWCP Mid-term Review. 2013

■ Minutes of the meetings of the NEDLAC: 2014-2018

■ National Development Plan (Vision 2030) South Africa

■ National Youth Development Agency presents Integrated Youth Development Strategy to Parliament, 31 Oct. Online: https://www.gov.za/speeches/youth-unemployment-south-africa-30-oct-2018-0000

■ New Growth Path 2010-2020, South Africa

■ Republic of South Africa, Government Gazette, No 40557 of 19 January 2017. Available online: http://www.labour.gov.za/DOL/legislation/acts/unemployment-insurance-fund/unemployment-insurance-contribution-uif-act-and-amendments

■ South Africa's Medium Term Strategic Framework (MTSF) 2014-2019

■ South Africa's National Strategy for Sustainable Development and Action Plan, NSSD (2011 – 2014).

4. The United Republic of Tanzania

■ AGGARWAL, Ashwani, Recognition of Prior Learning: Key success factor and the building blocks of an effective system (ILO DWT Pretoria RO); Pretoria, 2015.

■ Danish Trade Union Council for International Development Cooperation, Tanzania and Zanzibar Labour Market Profile 2018; / LO/FTF Council Analytical Unit

■ ILO, Key Indicators of the Labour Market (KILM), 9th edition https://www.ilo.org/global/publications/books/WCMS_409035/lang--en/index.htm

■ ILO, the United Republic of Tanzania – Social Protection: Country Profile http://www.social-protection.org/gimi/ShowCountryProfile.action;jsessionid=VpOm_hlq4Kd_6WWIGtXd1MwTAiv1ybGqnh9Qj_h4IJpc301ghcrR!1507227732?id=215&lang=EN

■ ILO – The United Republic of Tanzania CO, Decent Work for Sustainable Development in Tanzania – Sustainable Development Goals; Dar es Salaam, 2015.

■ ILO – The United Republic of Tanzania CO, Making Decent Work a Reality in Tanzania, Dar es Salaam, 2016

■ ILO – The United Republic of Tanzania CO, Final DWCP TZ_Consolidated Implementation Plan_ Nov 2012_1.xls

■ Memorandum of understanding between the International Labour Organization and the East African Community, draft, 2017.

- Ministry of Finance – URT, National Strategy for Growth and Reduction of Poverty (MKUKU-TAII)-2010 http://www.mof.go.tz/mofdocs/msemaji/Five%202016_17_2020_21.pdf
- Ministry of Finance – URT, National Development Plan 2016/2017-2020/2021 http://www.mof.go.tz/mofdocs/msemaji/Five%202016_17_2020_21.pdf
- Tanzania Institute of Education, Guide for developing entrepreneurship education curriculum for basic and secondary education in Tanzania Mainland; Dar es Salaam, 2015
- Tanzania National Bureau of Statistics, Integrated Labour Force Survey, 2014 http://www.nbs.go.tz/nbstz/index.php/english/statistics-by-subject/labour-statistics/614-the-2014-integrated-labour-force-survey-ilfs
- The Revolutionary Government of Zanzibar: Zanzibar Strategy for Growth and Reduction of Poverty: 2010-2015 (ZSGRP II) – MKUZA II http://www.tzdpg.or.tz/fileadmin/_migrated/content_uploads/MKUZA_II_Draft_July_19__for_National_Consultation_W_shop__sent.pdf
- WILHEM, Gabriel, Tanzania Decent Work Country Programme Review, October 2016.
- World Bank, Tanzania: Country Overview https://www.worldbank.org/en/country/tanzania/overview

VI. OFFICIAL DEVELOPMENT ASSISTANCE (ODA)-RELATED DATA

- ILO Evaluation Office, Africa ODA
- Preliminary Analysis of Africa ODA Data by ILO Evaluation Office
- SADC projects 2008-2018 (29 November) (database in XLS)
- ILO Evaluation Office, Selection of a subregion for HLE 2019 Africa
- ILO Evaluation Office, All projects 2008-2018 (database in XLS)
- Regional Projects Africa 2014-18_29 January 2019 (database in XLS)
- ILO, PARDEV, The ILO at Work. Results 2014-2015: Africa (brochure, 10 pg.)
- OECD Development at a Glance, Statistics by Region Africa 2018 Edition

V. AVAILABLE EVALUATIONS IN AFRICAN COUNTRIES

- Africa HLE Synthesis Review Final (XLS database on evaluations)

VI. ILO PROGRAMME, FINANCES AND PROCEDURES

1. Programme Implementation Reports and Technical Cooperation Strategy

- ILO Programme Implementation 2014-2015 Report – Governing Body, 326th Session, Geneva, 10-24 March 2016
- ILO Programme Implementation 2016-2017 Report – Governing Body, 332th Session, Geneva, 8-22 March 2018
- ILO's Technical Cooperation Strategy 2015–17 (PARDEV) – Governing Body 322nd Session, Geneva, 30 October–13 November 2014.

2. Programme and Budget

- Programme and Budget for the Bienium 2014-15
- Programme and Budget for the Bienium 2016-17
- Programme and Budget for the Bienium 2018-19

3. Finances

a. RBSA, RBTC AND XBTC-related Information

■ RBSA 2010-2017 for EVAL (database in XLS)

■ RBTC 2010-2017 for EVAL (database in XLS)

■ XBTC 2010-2017 for EVAL (database in XLS)

■ 2018 RBSA for EVAL (database in XLS)

■ 2018 RBTC for EVAL (database in XLS)

b. XBTC Reports

■ ILO Extra-Budgetary Technical Cooperation – Annual Report 2013 – Expenditure and Delivery (Series: Partnerships for Decent Work)

■ ILO Extra-Budgetary Technical Cooperation – Annual Report 2014 – Expenditure and Delivery

■ ILO Extra-Budgetary Technical Cooperation – Annual Report 2015 – Expenditure and Delivery

■ ILO Extra-Budgetary Technical Cooperation – Annual Report 2016 – Expenditure and Delivery

■ ILO Extra-Budgetary Technical Cooperation – Annual Report 2017 – Expenditure and Delivery

4. ILO Procedures and IGDS

■ Office procedure – Regular Budget Supplementary Account (RBSA) – 23 May 2016

■ Director-General's announcement- Regular Budget Technical Cooperation (RBTC) – IGDS Number 447 (version 1) – 16 November 2015

■ ILO – BUDREG, Minute Sheet on 2014-2015 Regular Budget Standard Costs and Budgetary Rate of Exchange, October 31, 2013

■ Integrated Resource Information System (IRIS) – Governing Body Geneva, Information and Communications Technology Subcommittee – November 2006

VII. ON SADC

1. SADC Policy-related documents

■ SADC – Protocol on Employment and Labour

■ SADC Gender and Development Monitor 2016 – Tracking Progress on Implementation of the SADC Protocol on Gender and Development (2016)

■ Action Plan for SADC Industrialization Strategy and Roadmap – Approved by Summit in Lozitha, Swaziland on 18 March 2017

■ SADC Industrial Development Policy Framework

■ SADC Industrialization Strategy and Roadmap 2015-2063 – *Approved by Summit in Harare on 29 April 2015*

■ SADC Frontloading Industrialization (brochure)

■ SADC strategies on post-2020 development agenda

■ Trafficking in persons in the SADC Region – Policy brief, August 2016

■ Code on Social Security in the SADC

■ SADC Corporate Identity Manual (2017)

2. SADC Meetings of Ministers of Labour and Employment-related documents

■ 2018 Meeting of SADC Ministers for Employment and Labour and Social Partners – Report of the Outgoing Chair (South Africa) 07 March 2018

■ 2018 Meeting of the SADC Ministers of Employment & Labour and Social Partners – Cape Town International Conference Centre, Cape Town, South Africa -2nd March 2018 – Theme for the meeting: "Horizon Decent Work: Advancing connectivity, coherence and inclusivity" – draft record

■ Draft Implementation Plan SADC Employment and Labour Protocol 2017-2020 (March 2017)

■ Employment and Labour meeting of ministers and social partners; May 2016, Gaborone, Botswana – Draft agenda

■ SADC Meeting of Ministers Responsible for Employment and Labour and Social Partners. Horizon Decent Work: Advancing Connectivity, Coherence and Inclusivity 2 March 2018 – Declaration

■ 2018 Meeting of the SADC Ministers of Employment & Labour and Social Partners – Cape Town International Conference Centre, Cape town, South Africa – 2nd March 2018 – Theme for the meeting: *"horizon decent work: advancing connectivity, coherence and inclusivity"* – Draft record

■ Press statement: Meeting of SADC Ministers and Social Partners responsible for employment and labour, "a" Zambezi River Lodge Victoria Falls, Zimbabwe – 10th July, 2014

■ Template SADC labour market information report – Outcome of Capacity building workshop on labour force survey data management in SADC member States – Crowne Plaza, Rosebank – Johannesburg, South Africa- 10th to 12th December 2013

■ Opening remarks by the SADC Executive Secretary H.E. Dr. Stergomena Lawrence Tax at the SADC-ICP dialogue platform – Fairgrounds Holdings – Gaborone, Botswana 11th September 2015

3. SADC Heads of State Communiqués

■ SADC, Communiqué Double Troika Summit of SADC Heads of State and Government. Gaborone, Republic of Botswana; 28 June 2016

■ SADC, Communiqué of the 36th Summit of SADC Heads of State and Government, Mbabane, Swaziland; August 30-31, 2016

■ SADC, Communiqué of the 35th Summit of SADC Heads of State and Government. Gaborone, Botswana; August 17-18, 2015

■ SADC, Communiqué Extraordinary Double Troika Summit, Pretoria, Republic of South Africa; 20 February, 2015

4. Newsletters and other SADC information documents

■ Inside SADC – SADC Secretariat Monthly Newsletter – Issue 4, April 2018

■ Inside SADC – SADC Secretariat Monthly Newsletter – Issue 12, December 2017

■ Inside SADC – SADC Secretariat Monthly Newsletter – Issue 7, July 2018

■ Inside SADC – SADC Secretariat Monthly Newsletter – Issue 7, July 2017

■ Inside SADC – SADC Secretariat Monthly Newsletter – Issue 10, October 2018

■ Inside SADC – SADC Secretariat Monthly Newsletter – Issue 9, September 2017

■ SADCAS Bulletin Accreditation: Exporting your Business

– SADC Success Stories Volume 1, 2015

– SADC Today Vol 19 No. 4 June 2017 – Beyond Revised Regional Indicative Strategic Development Plan

5. MOUs between SADC and the ILO

■ Memorandum of Understanding between the Southern African Development Community and the International Labour Organisation (1998)

■ Memorandum of Understanding between the Southern African Development Community and the International Labour Organisation (2007)

6. Other relevant SADC-related documents

■ BELL, Wilson, The Southern African Development Community: Solid Achievements and Future Challenges – Strategic Analysis Paper – 14 Nov 2017 *(Indian Ocean Research Programme – Future Directions International – Independent Strategic Analysis of Australia's Global Interests)*

■ International Labour Organization, Tripartite Workshop on Decent work for youth at the center of rural transformation in SADC countries – Recommendations for future action – Harare (Zimbabwe), 21 – 23 August 2018

■ SADC Statistical Yearbook 2015 (Dec 2016)

■ ILO, ITC, Report on Retreat of Field Office Directors in the African Region – Victoria Falls (Zimbabwe) – 18 – 21 January 2016

VIII. GENERAL INFORMATION DOCUMENTS: SDGs, LABOUR MIGRATION AND OTHER

■ ILO, Towards Inclusive and Sustainable Development in Africa through Decent Work – Report of the Director-General – 13th African Regional Meeting – Addis Ababa, Ethiopia (30 Nov. – 3 Dec. 2015)

■ ILO World Employment Social Outlook Report – Trends 2018

■ ILO, World Social Protection Report 2017-2019 –Universal Social Protection to achieve the Sustainable Development Goals (2017) AU, ILO, IOM, ECA – Report on Labour Migration Statistics in Africa in 2015 (AUC, Addis Ababa, March 2017)

■ ILO, UNAIDS, SIDA – Educated, Empowered, Inspired – Transforming lives through the response to HIV and AIDS in East and Southern Africa –Lessons from the Economic Empowerment Approach

■ ILO Evaluation Office, Independent Thematic Evaluation of the ILO's Work in Post-conflict Fragile and Disaster-affected Countries: Past, Present and Future (November 2015)

IX. ILO EVALUATION GUIDELINES, TERMS OF REFERENCE AND OTHER RELEVANT EVALUATION-RELATED DOCUMENTS

■ ILO Evaluation Office, **terms of reference**, Independent Evaluation of *ILO's Programme of Support To The Southern African Development Community (SADC) and to selected SADC Member-Countries: Lesotho, South Africa, the United Republic of Tanzania And Madagascar from 2014 to 2019* – February 2019

■ ILO Evaluation Office, ILO Policy Guidelines for Evaluation – Principles, rationale, planning and managing for evaluations – *i*-eval resources – 3rd Edition

■ ILO Evaluation Office, Protocol 2: High-Level Evaluation (HLE) Protocol for DWCP Evaluation

■ ILO Evaluation Office, Conducting High-level Evaluations in the ILO: *A knowledge transfer note from the Evaluation Office to Evaluators (Jan 2019)*

■ ILO Evaluation Office, ILO Code of Conduct: Agreement for Evaluators – *Updated October 2018*

■ Evaluation Planning Matrix Template

■ ILO Evaluation Office, Checklist 3 – Writing the Inception Report

■ http://training.itcilo.org/delta/ILO-EVAL/ILO_Self-induction_Module_for_Evaluation_Consultants-Part-I/story_html5.html

APPENDIX 6:
LESOTHO CPOS

CPO Code	Title	Results achieved
LSO105	*Enhanced knowledge base on decent work in the rural economy*	A diagnostic report and policy recommendations on the rural and informal economy in Lesotho were developed and validated at a national multi-stakeholder workshop in May 2017. (HL) The following key strategic actions were identified to inform the development of sectoral and national actions plans, strategies or programmes: 1. Ensure the promotion of formalization of the informal economy and the promotion of decent work in rural areas; 2. Facilitate the development of a national strategy on formalization of the informal economy and the promotion of decent work in the rural economy; 3. Revise the legal framework, tax, licensing of business; improving the functioning and coverage of labour inspection to increase compliance with relevant laws and regulations, as well as the elimination of child labour and the promotion of gender equality and addressing the working conditions of the young livestock herders.
LSO152	*Strengthening workplace compliance in line with international labour standards*	The Government of Lesotho, in consultation with the social partners, adopted a Strategic Compliance Plan that identified four priority sectors: textile and garment, construction, security and retail and selected economic units (enterprises). These sectors are subject to regular inspections to improve workplace compliance. (MS) The plan reinforces effective collaboration and partnerships between the labour inspectorate, other public institutions and employers' and worker's organizations in order to achieve comprehensive responses for workplace compliance. It compels the labour inspectorate to work in collaboration with public inspection agencies in the Ministry of Trade to enhance the promotion of investments and trade together with promotion of labour rights and decent work. Ministry of Labour and Employment developed and adopted an Action Plan to mainstream HIV and AIDS into the Labour Inspectors' advisory services and to assess compliance to HIV-related workplace policies and regulations. (2016) (HL) The plan includes a list of 107 establishments or workplaces to be inspected in sectors including from banking, manufacturing and retail. With the support of BW Nicaragua, labour compliance as well as productivity has increased in factories that have subscribed to the programme. The analysis of assessment findings shows that there has been a decline in the number of non-compliance points in most factories with two or more assessments, including on employment contracts (+50% compliance), dialogue discipline and dispute (+40% compliance) and chemicals and hazardous substances (+30% compliance). Performance Improvement Consultative Committees (PICCs) and training have played an important role in improving labour compliance under occupational safety and health (OSH), contracts and human resources. Labour-management and worker-supervisor relationships have also improved. With the support of BW tools and services, these improvements have translated in significant developmental impact outside the factory floor, where workers have benefited from capacity building on budget handling, being able to save more and invest in productive activities in their households, and achieve greater gender balance with more equal responsibilities in child-rearing and household chores.

CPO Code	Title	Results achieved
LSO801	*Enhanced capacity of the employers' organizations to analyse the business environment and influence policy development*	• Association of Lesotho Employers (ALE) led assessment of the enabling environment for sustainable enterprises in Lesotho. The Draft Assessment Report on Enabling Environment for Sustainable Enterprises (ESEE) for Lesotho and Action Plan were validated (multi-stakeholder workshop 2014). (Action Plan =MS) • Priorities of the Action Plan are: Education, Training and Life-long Learning; Entrepreneurial Culture and Business Development and Access to Finance. The report serves to complement efforts already made by Lesotho Government such as the development of National Employment Policy (to be adopted by Cabinet in 2015). • The Association of Lesotho Employers and Business has developed a National Private Sector Business/Policy Advocacy Agenda informed by the Lesotho EESE Report for 3-year structured policy advocacy to influence business reforms. • Representatives of the Association of Lesotho Employers and Business participated in various thematic national task teams on the implementation of the DWCP outputs and influenced business environment reforms regarding: the National Employment Policy; reform of the national labour law in line with the comments of the Committee of Experts; establishment of the national social security scheme and the multi-stakeholder validation, March 2014 of the national report on addressing the implementation deficits on the comments of Committee of Experts. A significant proportion of the comments has informed the 2015 revision of the national labour code and the draft legislative framework on the establishment of a comprehensive national social security scheme which has been completed and to be submitted to Cabinet for adoption. The Association of Lesotho Employers and Business (ALEB) launched a series of the new services targeted to SME's in Lesotho through the Start and Improve Your Business (SIYB) Programme. (2016) (HL) The programme was launched in response to findings of an assessment that analysed the types of services needed by SME's in Lesotho. The findings indicated a gap in training on financial knowledge, access to finance and access markets to accelerate business growth. As ALEB's existing services was focused primarily on industrial relations, the assessment allowed ALEB to pay greater attention to SME business development and develop a new training service. By offering SIYB, ALEB enables potential and existing small entrepreneurs to start viable businesses and to increase the viability and profitability of existing enterprises, and to create quality employment for others in the process. The first SIYB raining included 23 members and non-members of ALEB. ALEB also uses SIYB training as a networking platform for larger company members to interact and pitch their products to the SME sector. For example, three of the leading Lesotho Financial Institutions presented their products to the SMEs and share information on other services they offer. In addition, SIYB is used to train SMEs on effectively responding to public tenders. Many SMEs see tenders from Government and big public enterprises as a major source of business. The knowledge and unpacking of public tenders have opened the eyes of many SMEs as they had always regarded them as highly technical. The series of other training and services have been packaged into a service brochure which was launched along with a ToT session.
LSO802	*Strengthened institutional capacity of workers' organizations to influence policy formulation*	A significant proportion of the Committee's comments have informed the 2015 revision of the national labour legislation, in order to be in line with ILS. (HL) Workers' organizations participated in implementation and monitoring of the DWCP as well as the legislative framework on the establishment of a comprehensive national social security scheme; the revision of the national labour law; and the finalization of the draft National Employment Policy. Workers' organizations participated and contributed towards the multi-stake holder validation (March 2014) of the national report on addressing the implementation deficits on the comments of Committee of Experts. Representatives from several workers' organizations (the Lesotho Labour Council (LCC), the Lesotho Trade Union Congress (LTUC), the Alliance of Progressive Trade Unions (APTU), the Lesotho Congress of Democratic Unions (LECODU), the Congress of Lesotho Trade Unions (COLETU)) participated in the national tripartite task teams on: social security; development of the Lesotho Labour Policy and the labour law reform process to advance the decent work agenda. Representatives of the workers' organizations participating in the national task team on the labour law reforms presented the following policy positions which were integrated into the amended legislation: (HL) • introduction of bargaining councils; • unionization of public servants; • inclusion of the term 'employment relationship' in the revised labour law; • proposed improvement on organizational rights; and • protection of domestic workers.

CPO Code	Title	Results achieved
		The amended labour legislation, draft social security legislation and the draft Lesotho Labour policy have been endorsed in 2016 by the statutory national social dialogue institution, the National Advisory Committee on Labour (NACOLA), pending final discussion and endorsement by cabinet. (HL, final approval would be a MS)
LSO 827	*Strengthened capacity of ILO tripartite Constituents to monitor compliance and application of ratified conventions and to fulfil the reporting obligations.*	The Lesotho DWCP recognizes the implementation of international labour standards as one of the "central and critical" cross-cutting themes.
		Specific activities detailed below were carried out in fulfilment of the Outputs under the Lesotho DWCP Output 9.3, *"Enhanced capacity of the employers' and workers' organisations to monitor compliance with international labour standards"* and to particularly address the comments of the CEACR:
		1. A national multi stake holder workshop was held in March 2014 to review and validate a report on a study consolidating deficits on the implementation of the comments of the CEACR for the period 2008-2013.
		2. A National Action Plan has been developed to facilitate a comprehensive and phased approach to give effect and address the implementation deficits on the comments made by the ILO Committee of Experts.
		3. The on-going review of the labour law reform process (February 2014 – December 2015) addresses a significant portion of the comments of the Committee of Experts.
		The implementation strategy under Outcome 9 of the Lesotho DWCP indicates that ILO support will focus on a better integration of international labour standards and the comments of the CEACR are central in the support provided to the employers and workers towards the implementation of the Lesotho DWCP.
		Trade union officials and shop stewards in the textile and garment sector have improved understanding of the basic tenets of the ILO Conventions on FoA and CB rights, the extent to which these rights have been translated into domestic labour law and enhanced capacity of trade unions to effectively negotiate for decent employment, wages and inclusion of workers' rights in CB.
		Improved awareness of tripartite constituents of Labour Migration Conventions and frameworks that could enhance the ability of the social partners to effectively influence the development of national labour migration policy that is in line with international labour standards. (HL)
		-The National Advisory Committee on Labour (NACOLA) endorsed a revised Labour Code (Oct 2016). The Ministry of Labour has submitted drafting instructions to the Office of the Parliamentary Counsel (equivalent to the Auditor-General's Office) repealing the existing labour legislation, which consisted of several laws, so that it may be codified and consolidated in the Amendment Bill.
		The amended legislation seeks to address comments of the Committee of Experts on the Application of Conventions and Recommendations (CEACR), outlined in its 2014 report. Four key areas were identified for further discussion and elaboration in the revised Code, namely: (1) scope of protection; (2) flexible labour standards (to meet the demands of the current labour market in a fair manner); (3) developments in collective bargaining; and (4) reform of the key labour market institutions to improve their efficiency.

Code	Title	Key Results
MDG101	Employment strategies and programs are promoted in target regions	• The Ministry of Employment, Technical Education and Vocational Training participated in the implementation of the program «Contribution to the reduction of poverty by the promotion of youth employment «(CREPEJ) a joint UNDP/ILO programme which facilitated the job-placement of 2,166 poor and unemployed young men and women (60% women) in 6 regions in Madagascar. • The Program to Support the Creation of Decent Jobs by Research (PACER - May 2016 to March 2018) organized seven regional «Research-Innovation-Employment» fairs, 10 university and business partnerships, developed an «Prior Work Experience» certification model for Higher Education, launched 72 innovative youth projects, connected 400 researchers and businesses and exposed more than 10,000 young people to the world of research and employment.
MDG103	The employability of workers, especially from vulnerable groups, is reinforced	• The Ministries in charge of Employment and Labour, with the Enterprise Group of Madagascar (GEM) and the Madagascar Workers' Conference (CTM) adopted and validated the Action Plan for the Employment component of the National Policy on Employment and Vocational Training (PNEFP). The Action Plan is the national strategic framework for promoting employment. The ILO provided technical advisory services, supported broad consultations and organized a validation workshop attended by 126 participants, (61 women). • The Ministry of Agriculture and Fisheries and the Ministry of Labour, in consultation with social partners and key stakeholders, developed and validated the 2017-2019 National Action Plan for the promotion of Decent Work in the rural economy in, 2017. This plan covers five priority areas, namely (i) employability and training, (ii) agricultural and rural services, (iii) social protection, (iv) investment/ entrepreneurship/ labour-intensive approach (HIMO) /social and solidarity-based economy, and (v) labour rights and social dialogue. The Plan incorporates strategies and actions for vulnerable groups
MDG104	The national information system on employment and vocational training is reinforced	• The CREPEJ programme (see above) resulted in the establishment of Regional Information Systems for Employment in Regional Employment Services Offices in 6 regions of Madagascar. The mission of the centres is the management of information on employment and providing employment intermediation services to youth. ILO support included funding for data base managers, hardware and software and capacity building of Regional Employment Services personnel. The ILO also conducted a feasibility study on how to scale-up the intervention through the creation of a National Public Employment Service (PES) with autonomous status, which was presented to stakeholders in March 2018.[1]
MDG105	The approach HIMO is adopted by consulting agencies and SME to promote employment	• From 2015-2019, the ILO participated in a UNICEF led program supported by the Government of Norway [MAG / 15/03 / CEF] which resulted in the construction of 36 primary schools using the HIMO approach. In the 5 school districts targeted by this program, 50,065 jobs were created. In addition, the programme built the capacity of small and medium-sized enterprises, parents' associations and members of infrastructure maintenance committees involved in the construction and maintenance of the schools. • New collaboration is planned with Ministry of Agriculture to integrate HIMO in rural road rehabilitation and construction.

---

[1] https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-addis_ababa/---ilo-antananarivo/documents/genericdocument/wcms_647484.pdf

Code	Title	Key Results
MDG107	Programs aiming to facilitate the formalization of informal enterprises are developed	• The Ministry of Labour in collaboration with the ILO, the Enterprise Group of Madagascar (GEM) and the Conference of Workers of Madagascar (CTM), developed and implemented an awareness program for the formalization of the national informal economy. The program was carried out for the period January 2016 - November 2017. The intervention regions touched both the national and regional levels and resulted in the creation of 7 informal workers associations.
MDG202	The involvement of tripartite constituents in social dialogue and the representative system is improved	• In 2017, Workers and Employers organization representatives were supported by the ILO to raise awareness in select regions on bi-partite social dialogue mechanisms and train workers and employers on strengthen the capacity of employers and workers at enterprise level on the concept of decent work, the laws and regulations governing social dialogue and good practices in this area. • In 2018, the ILO supported Government efforts to revive the national social dialogue mechanism, the National Labour Committee, which had been inactive since 2009. The ILO supported the organization of a first meeting and is providing technical advisory services on improving the legal framework of Committee functions.
MDG203	The social protection system is extended and improved	• National dialogue conducted on the development of a consensual framework for the formulation of a national social security policy for rural workers. The ILO supported a high-level workshop on the topic in 2015 that involved 400 representatives from 22 regions of Madagascar • As part of its activities on the formalization of the informal sector, the ILO supported local authorities to develop a model which allowed 1,772 members of the informal workers associations' subscription-based medical service plans. • The ILO carried out an assessment of occupation health and safety in the litchi value chain which resulted in employers adopting some study safety recommendations in the value chain.
MDG204	The fight against HIV/AIDS in the workplace is intensified	• No significant results reported during the 2014-2019 period. The ILO in collaboration with UNAIDS is conducting research on how enterprises integrate the issue of SIDA at the workplace. It is also working on small programmes in cities with high infection rates on peer education programs and collaboration with large companies on HIV/AIDS education.
MDG205	Ownership of the fight against the WFCL by tripartite constituents is strengthened	• Adoption and signing of the Code of Conduct in the Tourism sector to combat Commerical Sexual Exploitation of Children (CSEC). Signed by the Prime Minister, the ILO Regional Director for Africa, the National Tourist Office of Madagascar and UNICEF. Later signed by various regional tourism offices. • Following ILO study on the children's involvement in banditry in the Diana region, local authorities developed an action plan to eradicate the problem. • Revision of regional bylaws in Diana to stop child domestic work. • The operators in vanilla production signed a code of conduct to combat child labour in covering the period 2016 to 2019. • The ILO organized workshops for the development of the Diana Region Action Plan in Northern Madagascar (Antsiranana City) in November 2016 and offered technical assistance for vocational training workshops for out-of-school children in various settings. areas (masonry, plumbing, piping, carpentry, etc.). For tourism, the ILO carried out sensitization and promotion workshops on the Code of Conduct with 975 operators and actors in the sector. For domestic work, the ILO contributed with technical and operational support for the establishment of a regional and local child labour monitoring and monitoring system. • The ILO has supported the efforts of social partners and authorities in the country to combat child labour with RBSA funds [MDG / 16/01 / RBS] and with the financial support of the Government of France [RAF / 16 / 53 / FRA] and the United States [MDG / 16/01 / USA]. It has implement four programs to combat child labour implemented with mix of capacity building for local authorities and social partners and direct services for victims.
MDG207	The governance of migration and the protection of migrant workers is improved	• The ILO carried out research on labour migration in Madagascar, which included gap analysis of the legal framework in relation to relevant international standards in January 2018. • Through a tripartite participative process, developed model bi-lateral agreements with migrant receiving countries in the middle east to be used as a basis for upcoming bilateral labour migration agreement between the Madagascar and Lebanon. • With ILO support the I nternational Federation of Domestic Workers organized two meetings with domestic workers in Madagasxar and are developing a strategy for creating a national domestic workers association.

Code	Title	Key Results
MDG801	The technical and institutional capacity of employers' organizations is strengthened for greater respect of fundamental labour rights and international labour standards	• No significant capacity building results reported in 2014-2019.
MDG802	The technical and institutional capacity of workers' organizations is strengthened for greater respect of fundamental labour rights and international labour standards	• Mapping of the maritime sector in Madagascar in partnership with the Maritime General Syndicate of Madagascar (SYGMA) as preparatory step towards ratification of relevant international labour convention. • The Workers' Conference of Madagascar (CTM) adopted a strategic development plan in April 2016 which set objectives to organize workers of all categories, especially the most vulnerable. The ILO supported a workshop to develop the plan which was attended by 11 trade union federations. The same year, the ILO also organized training for 11 trade union federations on general topics related to the role and function of Worker's Organizations.
MDG825	Strengthened capacity of member states to ratify and apply international labour standards and fulfil their reporting obligations	• In 2018, the ILO responded to a government request to prepare for the ratification of five International Conventions and one protocol. In December 2018, the Malagasy parliament voted in favour of ratifying the conventions/protocol; ILO assistance for legal and regulatory work is ongoing which is expected to culminate in their official ratification in mid-2019. The relevant conventions/protocol include: Convention on Migrant Worker (C143), Convention on Labour relations in the Public Sector (C151), Convention on Collective Bargaining (C154), Convention on private recruitment agencies (C181), Convention on Domestic Worker (C189) and Protocol N°29 de 2014 relative to Convention N°29 on Forced Labour,1930. • Since January 2016, the Ministry of Labour has been using "Guide to Labour inspection in the Informal Economy" to improve compliance with labour laws in this area. The ILO contributed to: (i) strengthening the capacity of the 75 labour inspectors, (ii) technical and other tripartite consultation to adapt and disseminate the Guide.

APPENDIX 8:
THE UNITED REPUBLIC OF TANZANIA CPOS

CPO	TITLE	RESULTS ACHIEVED
-	Creation of employment opportunities for young men and women	National employment policy with a youth employment priority developed and adopted by the government and the social partners.
-	Creation of employment opportunities for young men and women	Two national apprenticeship programmes developed and implemented by the government with the social partners: i) first formal apprenticeship training programme developed for and implemented in the hotel and tourism sector together with the Tourism Confederation of Tanzania and Hoteliers Association of Tanzania; ii) system and programme for assessment and certification of skills attained from informal apprenticeships developed and implemented.
-	Young women's and men's entrepreneurial and SME activities enhanced	Entrepreneurship strategy kazi nje nje developed and endorsed by Government as a conduit through which to establish entrepreneurship networks in selected districts. Capacity of over 500 beekeepers and 40 carpenters in (cooperative) apiculture sector enhanced in eight regions to increase production and improve safety and quality of products
-	Young women's and men's entrepreneurial and SME activities enhanced	The Tanzania Association of Professional Business Development (BDS) Services Providers established in February 2011. A network of 30 BDS organizations capacitated to deliver entrepreneurship and business start-up training tailored to young men and women on Tanzania Mainland and Zanzibar. Capacity and performance of 23 cooperative enterprises and support structures (including Trade Union Congress of Tanzania) improved. More than 60,000 cooperative members benefited from capacity-building actions Management advisory capacity and governance of cooperative support institutions improved through staff training, organizational reforms and tools.
-	Young women's and men's entrepreneurial and SME activities enhanced	Strategy developed by Master Trainers for BDS providers to deliver business start-up training with a focus on labour law compliance. Strategy developed by master trainers for BDS providers to support 12 rural districts through training in entrepreneurship development.
TZA101	Improved equitable working conditions	The Health WISE programme, a sectoral adaptation of the ILO Work Improvement in Small Enterprises (WISE) methodology for the health sector, was implemented in the Dodoma region by an NGO working for the Tanzanian Ministry of Health.
TZA101	Improved equitable working conditions	1) Awareness-raising campaign on maternity protection conducted by the Ministry of Labour and Youth Employment, the Trade Union Congress of Tanzania (TUCTA), and the Association of Tanzanian Employers (ATE). This campaign was based on a cartoon booklet on maternity protection rights, in both English and Swahili, and a DVD on maternity protection rights, which were developed, published and disseminated. 2) Awareness raising among workers' and employers' representatives in Tanzania mainland and Zanzibar on Domestic Workers Convention, 2011 (No. 189) was conducted prior to its adoption. 3) Awareness raising/sensitization of Members of Parliament (August 2011).

CPO	TITLE	RESULTS ACHIEVED
TZA102	Improved equitable working conditions	1) Implementation of a training strategy for all labour inspectors in the country (74) on maternity protection by the Ministry of Labour and Youth Employment. 2) A similar training strategy for employers was also developed and implemented by the Association of Tanzanian Employers (ATE). A total of 30 employers were trained, and in turn have trained 450 employees at Kibo hotels, 200 employees Schools of St. Jude and 123 employees at Mount Meru Flowers (total of 803 people trained). 3) A similar training strategy was also developed for workers. It is estimated that around 3,000 workers have been reached through training provided by the Trade Union Congress of Tanzania (TUCTA).
TZA102	-	The National HIV and AIDS Policy has been revised to articulate HIV/AIDS interventions in the workplace, based on Recommendation 200. The role of public and private sectors, as well as in the formal and informal economy, has been highlighted as part of the response against HIV and AIDS in the workplace. The Association of Tanzania Employers was appointed as a focal organization for mobilizing the country's private sector, with increased involvement of workers' organizations. A specific outcome on HIV and AIDS workplace programmes was included in the United Nations Development Assistance Plan, 2011/15 (UNDAP). This provides legitimacy to the ILO and other UN agencies to support government and private sector counterparts to give effect to the HIV and AIDS workplace interventions. The ILO has been recognized by TACAIDS as the lead agency in promoting economic empowerment interventions (employment creation and strengthening) that target vulnerable groups as a means of reducing vulnerability to HIV.
TZA102	Plans and programmes on HIV/AIDS at the workplace improved and implemented	20 cooperatives formulated and implemented workplace programmes for prevention and impact mitigation. 100 people living with HIV started income-generating activities in the following sectors: animal husbandry, retail shops, tailoring and farming. This has led to: a) increased knowledge among leaders and management of cooperative organizations to mainstream HIV and AIDS in workplaces and operational activities; and b) mainstreaming of HIV/AIDS in the workplaces of 22 cooperative union members of the Tanzania Federation of Cooperatives. These programmes saw the involvement of cooperative apex organizations, as well as cooperative unions and the government department responsible for the promotion of cooperatives.
TZA102	Strong and representative employer's organizations influencing economic and social policies	Association of Tanzania Employers' (ATE) strategic plan 2010-2014, endorsed in 2010, includes annual revision of its implementation workplan. A stakeholder planning exercise involving ATE's partners was conducted in 2010 to monitor and assess strategic plan implementation and to prepare the annual work plan for 2011. The exercise was also used to allow all of ATE's partners to meet and agree on how the five strategic plan objectives could be most effectively implemented with support from its partners and to organize and consolidate a member-driven approach. ATE staff capacity-building programme implemented to improve management and delivery of business plans and workplans in support of the strategic plan.
TZA102	Strong and representative employer's organizations influencing economic and social policies	The Association of Tanzania Employers (ATE) expanded its training service offer by developing a business plan, in line with their existing strategic plan. The training business plan was approved by the Executive Director and piloted in 2011
TZA102	Strong and representative employer's organizations influencing economic and social policies	As a result of the capacity-building and business planning exercise, the following new or renewed paying training services are operational and available for members and non-members: • Termination and Negotiation Skills for Collective Bargaining • OSH, HIV and AIDS at the workplace • Outstanding Customer Care • Performance Management • Productivity and Competitiveness
TZA102	Strong and representative employer's organizations influencing economic and social policies	An Employers' Business Agenda outlining priorities for private sector development was approved by the Board and Annual General Meeting (AGM) of the Association of Tanzania Employers (ATE) and published. The Business Agenda is the mandated lobbying strategy for ATE, developed through a process of desk research, members' consultations (two consultative meetings with the eight sectors), training and capacity building, and dialogue with social partners and other private sector development stakeholders.The ATE Business Agenda was launched in August 2011 at the Employers' Business Forum, attended by high-level government officials, trade unions, and other business membership organizations.As part of the renewed lobbying strategy, a Communication Officer position was created in the organization and a broad communication plan (strategy, tools and budget) was developed.

CPO	TITLE	RESULTS ACHIEVED
TZA102	Expanding the influence of Ministries of Labour, social partners, social dialogue and tripartism	Establishment of tripartite working group on labour inspection to improve coordination (in line with Convention No. 81) on measures for ensuring compliance with national labour laws, as a part of the country's overall national labour policy. The working group also achieves the objective of raising awareness among the social partners on the activities of/services available from the labour inspectorate. It is also a forum for advice on effective labour law compliance and on the role of the social partners in assisting the labour inspection system in achieving decent work outcomes in the workplace.
TZA102	Expanding the influence of Ministries of Labour, social partners, social dialogue and tripartism	A budgeted national training strategy on labour inspection was developed jointly with by the government. The strategy will provide a sustainable plan for improving the skills, and thereby the professional status and ultimately the stability of employment for labour inspectors (increasing the competencies of inspectors is a key element in promoting retention of labour inspection staff). Following the adoption of the strategy, a training of trainers was carried out for labour inspectors (90 in mainland Tanzania and 36 in Zanzibar)
TZA103	Improved equitable working conditions	A pilot action plan (three months) for the implementation of the HEALTH-WISE in selected health facilities adopted and developed in the Dodoma region.
TZA103	Policy coherence	The National Poverty Reduction Strategy, MKUKUTAII, MKUZA, Vision 2025, and the UN Development Assistance Plan (UNDAP) articulate decent work and employment as the goal of working out of poverty and enhancing economic growth. A Decent Work Country Profile was finalized and endorsed by tripartite constituents.
TZA103	Policy coherence	Implementation of the Decent Work Country Programme (DWCP), in which selected national priorities (youth employment, child development, social protection, skills development, governance) are incorporated. The budget of the Ministry of Labour (MOL) takes into account the DWCP priorities.
TZA103	Improved skills development strategies for employability	In 2016, the Government of United Republic of Tanzania developed a multi-pronged youth employment strategy focused on five high-impact priority areas, namely: (a) sustainable enterprise development; (b) decent work for youth; (c) enhancing agriculture productivity; (d) skills development; and (e) building labour market information systems.
TZA103	Improved skills development strategies for employability	In 2016, the Government, in consultation with the social partners, finalized and validated the National Apprenticeship Framework. The Framework is part of the institutionalization of the Apprenticeship Programme and provides guidance in design, promotion and implementation of quality apprenticeship programmes. The Government (including Zanzibar) and the social partners established a national tripartite committee to advise and guide the implementation of formal apprenticeships in the hotel sector. As a result, in 2017, 56 tourist hotels participated in implementing a certified apprenticeship programme, directly benefiting 157 young people.
TZA104	Policy coherence	Tenets of decent work were incorporated into sectoral programmes implemented under the auspices of UN Joint Programmes (social dialogue, working conditions, equal opportunity - JP2 and JP10). Assessment of selected policies using the CEB Toolkit for Mainstreaming Employment and Decent Work completed.
TZA104	Policy coherence	ILO constituents engaged in process of articulating, developing and executing development strategies: Poverty Reduction Strategy, MKUKUTAII, MKUZAII. Inclusion of constituents in governance structure of development frameworks (UNDAP, UNJPs).
TZA104	Labour market information system developed and implemented, ensuring adequate coverage of rural areas	MDG employment indicators from previous integrated labour surveys (2001 and 2006) have been analysed and together with other surveys have been captured in the ILO's Key Indicators of the Labour Market database and the UN MDG database. Capacity of Ministry of Labour and National Bureau of Statistics built in the areas of labour market analysis and report writing in order to be able to generate and provide information and analysis on MDG employment indicators and develop the labour market information system in Tanzania. A factsheet on labour and employment that captures employment from administrative records on a regular basis developed and adopted.
TZA104	Labour market information system developed and implemented, ensuring adequate coverage of rural areas	Ministry of Labour and Employment datasheet/data collection tool reviewed and finalized. The datasheet/data collection tool has been integrated by the Government in 2013 into the Local Government Monitoring Database to capture information on labour and employment. The government has adopted UN CEB tool and applied it at national level to mainstream employment and Decent Work. Following adaptation and application of the UN CEB toolkit, the national budget guidelines 2013/14 now requires the sectors to prepare employment report and submit to the Ministry of Labour

CPO	TITLE	RESULTS ACHIEVED
TZA104	Improved skills development strategies for employability	The comprehensive demand driven TVET policy in Tanzania Mainland and Apprenticeship policy in Zanzibar were finalized. National youth employment creation programmes (2013-2015) now explicitly include skills development policies and strategies, following support provided earlier for the National Development Plan(2011-15) and UNDAP (2011-15). Skills development outcomes have been integrated by the Government in its national development strategies to reduce poverty reduction and promote economic growth.
TZA104	Women and youth entrepreneurship development policies and programmes that create decent work strengthened	Assessment, review, and mainstreaming of entrepreneurship in the curricula being used for primary, secondary (Ordinary and Advanced levels), education, and teacher training done and finalized. Drafting and finalization of National Entrepreneurship Training Framework done and finalized. 10 community banks mainstreamed Gender in their strategic plan. 3 Banks initiated Women Entrepreneurs Desk to support Female customers
TZA104	Women and youth entrepreneurship development policies and programmes that create decent work strengthened	Tanzania Association of Professional BDS Providers (TAPBDS) was established, registered and operational. 2 BDS providers mainstreamed GET Ahead tools in their Entrepreneurship Training (Cabo Consult and the MTI-Base
TZA104	Increased gender sensitive social protection coverage including those in the informal economy and vulnerable groups	Social security legislative and regulatory instruments developed. This included The Social Security Laws (Amendments) Act, 2012 enacted by Parliament and signed by the President on 15 June 2012. Six Social Security Regulatory Authority (SSRA) officers obtained Social Security Diploma.
TZA104	Improved and equitable working conditions, particularly for vulnerable groups and informal economy	The labour ministry and social partners adopted a tripartite action plan which promoted decent work for domestic workers in October 2012. The action plan outlined key actions to be undertaken by stakeholders between 2012-14 to improve working conditions of domestic workers (including ratification of C189). Implementation of the action plan is on-going under the oversight of a tripartite working group (TWG).
TZA105	Improved and equitable working conditions, particularly for vulnerable groups and informal economy	Trade Union Congress of Tanzania (TUCTA) and the Conservation, Hotels, Domestic and Allied Workers Union (CHODAWU) familiarized domestic workers with C189, informed them of ways to access their rights, and raised public awareness about domestic workers' rights through awareness raising campaigns in December 2012 and September 2013.
TZA105	Improved safety and health conditions at work places in Tanzania	A situational analysis of OHS in Zanzibar was completed in August 2012 with tripartite consultation and a national OSH profile developed ready for publication. The situational analysis forms the basis for the development of the OSH policy and OSH programme for Zanzibar, both of which tripartite constituents have validated in June 2013. An OHS Bill for mainland Tanzania was finalized and submitted for adoption of the Parliament in April 2013. The Bill facilitates the ratification of 1. Convention Safety and Health in Mining (176) 2. Convention Safety and Health in Agriculture (184), and 3. Safety and Health in Construction (167).
TZA105	Plans and programmes on HIV/AIDS at the workplace improved and implemented	Five enterprises (two from Agriculture and three from manufacturing sector) developed and launched HIV and AIDS workplace programme in 4 regions - Tanga, Morogoro, Dar es Salaam and Mbeya (under the UNDAP joint programme). 32 Social economy organizations including cooperatives and business association of informal economy workers along Tanzania-Zambia Corridor in five hotspots: Ilula, Mafinga (Iringa region), Makambako (Njombe Region), Tunduma and Kyela (Mbeya region) have been supported to formulate and implement HIV workplace programmes
TZA105	Plans and programmes on HIV/AIDS at the workplace improved and implemented	Enterprise level workplace programmes developed through bi-partite committees established as prescribed in ILO Code of Practice and R200. ILO trained 25 labour/OHS inspector in Zanzibar to monitor implementation of HIV WPP and 35 arbitrators and mediators for settling HIV related disputes.
TZA105	Strong and representative employer's organisations influencing economic and social policies	The Association of Tanzania Employers developed a toolkit on "Employment Contracts: Engagement and Termination" as an expanded service. The Toolkit will be used in training and consultations and as a reference aid by employers. It helps employers deal with issues relating to engagement and termination, assists them to comply with the law/ procedures, thereby reducing disputes and compensation paid for unlawful termination, and improves industrial relations at the workplace.

CPO	TITLE	RESULTS ACHIEVED
TZA107	Strong and representative workers organizations influencing economic and social policies	Workers organization contributed in improving reporting obligations under the ILO conventions on forced and child labour. Through the involvement of workers' organizations, the Decent Work Country Programme (DWCP) has been developed and is in place and implemented. Workers' priorities have been addressed in the DWCP.
TZA107	Strong and representative workers organizations influencing economic and social policies	Time bound action plans are in place, in both Mainland and Zanzibar, to ensure that CEACR observations and/or recommendations on Tanzania are implemented.
TZA107	Labour Inspection/ Capacity of labour institutions to implement labour laws enhanced	The Government implemented its labour inspection training plan and strengthened the knowledge and skills of inspectors to better exercise their functions
TZA107	Increasing opportunities for decent work and productive employment for young men and women	In 2017, the Government of the United Republic of Tanzania, in consultation with social partners, revised the 2008 National Employment Policy (NEP) and developed an implementation strategy. The revision was necessitated by national labour dynamics which make job creation a challenge. The revised policy aims to stimulate national productivity in order to attain full, gainful and freely chosen employment to reduce labour underutilization and enhance productivity. Based on guidelines elaborated by the Ministry of Labour and the Ministry of Finance on integration of employment in local plans and budgets, 288 planning and budgeting officers from Ministerial Departments and Agencies (MDAs) and Local Government Authorities (LGAs) in mainland Tanzania and Zanzibar developed decent work sensitive plans and budgets for 2016-17. The Government also approved implementation of the recommendations from the assessment report in the public works component of the Productive Social Safety Net (PSSN) Programme. This will lead to improved capacity, coordination, sector linkages of labour-intensive public works sub-projects, as well as sustainable plans for maintenance of created assets and infrastructures. Based on guidelines elaborated by the Minister of Labour and the Ministry of Finance on integration of employment in local plans and budgets, 288 planning and budgeting officers from Ministerial Departments and Agencies (MDAs) and Local Government Authorities (LGAs) in Mainland Tanzania and Zanzibar developed decent work-sensitive plans and budgets for 2016-17. The Government has also approved implementation of the recommendations of the assessment report of the public works component of the Productive Social Safety net (PSSN) programme that will lead to improved capacity, coordination, sector linkages of labour intensive public works sub projects as well as sustainable plans for maintenance of created assets and infrastructures.
TZA108	Informal economy operations further integrated and mainstreamed into social-economic enhancing frameworks and initiatives	In 2017, the Government of the Republic of Tanzania has included the transition to formality as a focus area in the implementation strategy to revise the 2008 National Employment Policy (NEP). The strategy proposes specific measures to address formalization of employment and enterprises.Further, a Recognition of Prior Learning (RPL) system as a means to promote inclusion and facilitate transition from informality to formality, access to decent work opportunities and formal training, has been adopted in 2017 by the Government, in consultation with the social partners. Consequently the government has allocated public funds to assess, certify and upgrade skills of workers in the informal economy throughout the country targeting 3,900 men and women in 2016/2017.
TZA126	Labour Inspection / Capacity of labour institutions to implement labour laws enhanced	A statistical system for data that facilitates the recording, storing and dissemination of labour inspection reports has been established.

CPO	TITLE	RESULTS ACHIEVED
TZA126	Social dialogue institutions and labour dispute resolution forums strengthened.	**Zanzibar** A Dispute Handling Unit (DHU) was established in Zanzibar under Section 72(3) of Labour Relation Act no 1 of 2005. The DHU was officially launched on 27 April 2012 and is fully operational. • The capacity of seven new Commissioners to conciliate and arbitrate labour disputes has been developed. They have dealt with 141 complaints between June 2012 and April 2013, of which 95 have been successfully resolved. The mediation of these disputes and issuance of arbitration awards take place within the time specified by the law. • The DHU is equipped with an electronic registry. • Awareness-raising material was developed by the DHU which contributed to making its services known to the public. • The Tripartite Committee enacted under Section 78 of the Labour Relation Act no 1 of 2005 to advise the DHU on the appointment of mediators and arbitrators and to review the performance of the dispute system, was established. It meets on a regular basis to reviewed progress in operationalizing the DHU and to monitor the system. **Mainland Tanzania** The overall effectiveness of the mechanism for labour disputes settlement, the Commission for Mediation and Arbitration (CMA) has been revitalised and improved and its institutional capacity strengthened. • The capacity of 35 Commissioners to mediate and arbitrate labour disputes has been strengthened. A total of 46,357 complaints have been filed at the CMA since 2008 (up to May 2013). Of these, 44,362 complaints have been successfully resolved with only 1995 complaints pending. • Essential Services Regulations have been developed, published and gazetted. The CMA is mandated to handle disputes emanating from the essential services through the prescribed legal procedures. • Awareness-raising material was developed and translated by the CMA which contributed to making CMA activities known to the public. • The CMA is now equipped with a registry and case management database with which it is able to track performance and produces summary reports on decisions. It published a concise report of all decisions.
TZA126	An enabling environment to reduce incidence of child labour in selected sectors enhanced	As part of its strategy to protect young workers from unacceptable forms of work, the Government of the United Republic of Tanzania, in consultation with the social partners and other stakeholders, revised the National Action Plan (NAP) on child labour in 2016. In the framework for the implementation of the NAP, district authorities established child protection committees in selected districts in 2016. The committees have developed action plans and budgets on child protection with a focus on child labour at the national level. In 2016, the Government, in consultation with the social partners, developed a new gender-responsive strategy to extract children from child labour to join free primary school, with a priority on selected districts.
TZA126	An enabling environment to reduce incidence of child labour in selected sectors enhanced	In 2016, the Government, in consultation with the social partners, developed a strategy to ratify the Domestic Workers Convention, 2011 (No. 189). The strategy entails sensitizing legislators and the public at large on the provisions of C189.
TZA151	-	The Private Employment Agents Regulations 2012 adopted, which applies to all private employment agents working or intending to work in Zanzibar.
TZA151	-	Case of satisfaction re: C138 (Report 2013): The Law of the Child (Child Employment) Regulations were adopted in 2012, pursuant to Law of the Child Act no. 21 of 2009, which contain a list of hazardous activities in which a child under 18 years of age shall not be employed. Case of satisfaction re: C182 (Report 2013): The Law of the Child (Child Employment) Regulations were adopted in 2012, pursuant to Law of the Child Act no. 21 of 2009, which contains a list of hazardous activities in which a child under 18 years of age shall not be employed. The Committee observes that this list includes a wide range of hazardous types of work in the sectors of: agriculture, fishing, mining and quarrying, construction, service, trade, transport and others. Case of interest re: C182 (Report 2013): The Government's information, communicated in its report under the Minimum Age Convention, 1973 (no. 138), that during the 2011-12 financial year a total of 17,243 children were withdrawn from the worst forms of child labour, and 5,073 children were prevented from engaging in these worst forms.

CPO	TITLE	RESULTS ACHIEVED
TZA151	-	(Case of interest re: C. 105) 2013 Dans le cadre du projet SPA, les représentants des ministères compétents et ceux des organisations d'employeurs et de travailleurs ont élaboré un plan d'action assorti de délais qui doit permettre de remédier aux difficultés rencontrées dans l'application des conventions relatives au travail force. (case of interest re : C. 138) 2013 La loi portant sur la règlementation du travail des enfants comporte des dispositions relatives à ce qui peut constituer un travail léger et à ce qui doit être exclu de cette notion. De plus l'enfant ne peut être employé pendant les heures d'écoles, plus de deux heures par jour scolaire, plus de 16h par semaine. (case of interest re : C. 142) 2013 Le taux de fréquentation de l'enseignement technique et professionnel a augmenté de 32.3%, alors que le taux de fréquentation scolaire des filles est passé de 46,3% en 2010 à 47,9% en 2012. (case of interest re : C. 182) Le gouvernement a fourni des informations dans le rapport remis au titre de la convention No. 138, selon lequelles, au cours de l'exercice financier 2011-2012, 17 243 enfants ont été soustraits aux pires formes de travail des enfants et 5073 enfants ont été empêchés de s'y engager. (case of satisfaction re : C. 138) The Law of the Child Regulations were adopted in 2012, pursuant to Law of the Child Act No. 21 of 2009, which contains a list of hazardous activities in which a child under 18 years of age shall not be employed. (case of satisfaction re: C. 182) The Law of the Child Regulations were adopted in 2012, pursuant to Law of the Child Act No. 21 of 2009, which contains a list of hazardous activities in which a child under 18 years of age shall not be employed.
TZA151	-	Zanzibar: the Labour Commissioner presented a progress report of the time-bound action plan for enhancing capacity to reduce the incidence of Child and Forced Labour. He indicated that concrete and tangible progress had been achieved. With regard to mainland Tanzania, in May 2013, the Deputy Labour Commissioner presented a progress report. She indicated that concrete and tangible progress had been achieved on the majority of the areas identified in the plan. In particular, it was highlighted that these steps included targeted labour inspections in specific sectors, as well as the adoption of legislation that addressees the CEACR's comments under the child labour Conventions.
TZA151	Plans and programmes on HIV/AIDS at the workplace improved and implemented	In March 2016, the Labour, Economic and Social Council (LESCO) for Tanzania Mainland adopted the HIV and AIDS Code of Conduct in the world of work. The Code prescribes how employers and workers are to comply with provisions pertaining to rights at work, non-discrimination and reasonable accommodation for people living with HIV and AIDS at the workplace.
TZA151	Plans and programmes on HIV/AIDS at the workplace improved and implemented	In 2017 the Government of the Republic of Tanzania developed a new Health Sector HIV and AIDS Strategic Plan 2017-2022, which has a component that focuses on strengthening workplace compliance approaches, in recognition of the right to work irrespective of the HIV status and the principle of non-discrimination in the access to HIV testing through the workplace.
TZA152	Strengthened capacity of member States to ratify and apply international labour standards, including gender equality principles, and to fulfil their reporting obligations	Service providers audited on facts of the global compact (labour and human rights). Advisory services provided by labour inspectors to assist business providers to bring their services to UN in sync with ILS via Global Compact. ILS pertaining to core conventions integrated as component of UN business operations strategy via the UN Global compact.
TZA152	Policy coherence / Enabling policy environment to enhance productive employment creation strengthened	Ministries, departments and agencies (MDAs) and local government authorities (LGAs) have successfully mainstreamed employment and decent work in the national budgets and are reporting employment outcomes to the Ministry of Labour.
TZA801	Policy coherence /Enabling policy environment to enhance productive employment creation strengthened	A web-based labour market information system developed for mainland Tanzania and Zanzibar. Tanzania Employment Services Agency (TaESA) are using the developed labour market information system website. A data tool/questionnaire developed and integrated into the Local Government Monitoring Database (LGMD) to capture labour and employment information.
TZA801	Policy coherence /Enabling policy environment to enhance productive employment creation strengthened	The tripartite plus constituents participated in developing LMIS and finalizing of ILFS 2013/14 questionnaire. ILO constituents engaged in process of articulating, developing and executing development strategies: Poverty Reduction Strategy, MKUKUTAII, MKUZAII already in 2010-11. DWCP 2012-2015 developed with tripartite constituents is being finalized before formal adoption.

CPO	TITLE	RESULTS ACHIEVED
TZA801	Employment and particularly youth employment issues are at the centre of national development policies	The government made it compulsory that its ministries and local government authorities mainstream employment in their sectoral policies and medium term expenditure frameworks. Frameworks/ policies of 10 ministries and 24 local government authorities are mainstreaming employment into their medium term expenditure frameworks
TZA801	Employment and particularly youth employment issues are at the centre of national development policies	Regional authorities adopted a Youth Empowerment Declaration committing themselves to execute a time-bound action plan. In addition to employment, areas in focus under the plan include agriculture and sustainable development, food security, infrastructure development, etc.
TZA801	Labour market information system developed and implemented, ensuring adequate coverage of rural areas	Following capacity building sessions to selected Ministries, Departments and Agencies (MDAs) and Local Government Authorities (LGAs) on mainstreaming employment in the national plans and budgets and MDG reports, provision has been made in the national budget guidelines requiring MDAs to mainstream employment and report outcomes to the Ministry of Labour and Employment.
TZA802	Labour market information system developed and implemented, ensuring adequate coverage of rural areas	During the training organized by the ILO, a fact sheet to capture key employment indicators was developed, discussed and endorsed by participants. The fact sheet will be integrated into the district database management system. At national level, a labour market information collection manual has been developed and will be validated by stakeholders. This manual will capture data/information from key sectors and institutions with central depository system at NBS.
TZA802	Labour market information system developed and implemented, ensuring adequate coverage of rural areas	The Integrated Labour Force Survey 2014/15 is in the final stage with final report expected in September 2015. The report will be printed and disseminated for wider use by stakeholders. The data sets for all the four quarters have been provided to the ILO for further analysis, international monitoring and comparison.
TZA802	Improved skills development strategies for employability	Tripartite National committee for apprenticeship programme was established in June 2012. The committee has successfully guided the commencement of the certified apprenticeship in hotel sector. The committee drafted a national framework of youth apprenticeship, and a time- bound action plan to oversee the finalization of the framework by October 2015. The constituents' capacity (especially that of employers) has strengthened in terms of developing and implementing apprenticeship programmes. These programmes also give formal recognition to non-formal trainings with certification.
TZA802	Improved skills development strategies for employability	As of 2014, three VET (Vocational Education and Training) Centres In Morogoro, Mwanza and Dar es Salaam have capacity to facilitate small scale Recognition of Prior Learning Assessment processes. As a result Vocational and Education Training Authority institutionalized skills recognition and is conducting certification and skills upgrading for informally trained people.
TZA802	Strong and representative workers organizations influencing economic and social policies	The Trade Union Congress of Tanzania (TUCTA) and Zanzibar Trade Union Congress (ZATUC) adopted in 2017 their strategic plans aimed at streamlining their activities to achieve organizational sustainability in the medium and long term. These plans, among others, include measures to organize, in the next biennium, a minimum of 500,000 and 15,000 informal economy workers in mainland Tanzania and Zanzibar respectively, especially in the domestic workers' sector and Export Processing Zones. These measures aim at increasing the workers' organisations' density, bargaining strength and influencing capacity in decision-making.
TZA803	Creation of employment opportunities for young men and women	A Zanzibar Youth Employment Forum was convened in May 2014 bringing together 150 stakeholders from the key sector ministries, workers and employers organizations, private sector, development partners, civil society organizations, youth groups etc. to validate and endorse the Youth Employment Action Plan and chart out workable solutions for youth employment promotion. Following the endorsement of the action plan, 500 copies have been printed and disseminated for use by stakeholders.

CPO	TITLE	RESULTS ACHIEVED
TZA803	Women and youth entrepreneurship development policies and programmes that create decent work strengthened	Entrepreneurship has been increasingly/ incrementally been integrated into formal and informal education mechanisms in 2014. Entrepreneurship was introduced in 2014 in national formal and informal education systems. • The Ministry of Labour and Employment finalized the drafting of National Youth Employment Creation Programme (NYECP). • Draft National Action plan (NAP) for WED developed. • The National Entrepreneurship Training Framework (NETF) was developed in collaboration with National Economic Empowerment Council (NEEC) and the Tanzania Institute of Education (TIE). This is a common framework for entrepreneurship education trainings for all levels.
TZA803	Social dialogue institutions and labour dispute resolution forums strenghtened.	In 2016, the Government, following recommendations from the Labour, Economic and Social Council (LESCO), launched the Workers' Compensation Regulations, 2016 (published 27 May, 2016), operationalizing the main Workers' Compensation Act. LESCO recommended amendments to labour laws, which were passed by Parliament as the Written Laws (Miscellaneous Amendments) Act, No. 2 of 2016, introducing administrative sanctions to be ordered by labour officers in cases of contraventions of provisions pertaining to working conditions.
TZA803	Social dialogue institutions and labour dispute resolution forums strenghtened.	A National Plan of Action (NPA) on strengthening labour dispute prevention and resolution systems was adopted unanimously by the Government and other institutions, including representatives of the social partners, at the conclusion of a National Workshop on Improving Dispute Resolution Systems, which was held in May 2016 in Zanzibar. This NPA establishes an integrated platform for action to pursue detailed national priorities for improving the function of individual labour dispute resolution systems in the United Republic of Tanzania (Mainland Tanzania and Zanzibar).
TZA826	Women and youth entrepreneurship development policies and programmes that create decent work strengthened	Strategic interventions aiming at promoting cooperative development among youth were developed and implemented.
TZA826	Women and youth entrepreneurship development policies and programmes that create decent work strengthened	A pool of 30 WED trainers qualified for accreditation in 2015, 23 (13 women and 10 men) of whom have already been accreditedThrough ToEs in 2014, 1200 women entrepreneurs were trained, 48% of these young women and 65% of them from rural areas.60% accessed finances through Equity bank and Restless Business Grants, CRDB Bank branch and Barrick Gold.
TZA901	Women and youth entrepreneurship development policies and programmes that create decent work strengthened	1,500 out of 5000 trained young men and women accessed financial services. 25 groups (informal) with over 400 members were assisted to formalize and establish Savings and Credit Cooperative Societies (SACCOS). This has enabled access to financial services by over 818 people (133 men and 685 women) save for business development and management skills they developed in the process.
TZA901	Improved and equitable working conditions, particularly for vulnerable groups and informal economy	Zanzibar tripartite action plan on domestic work adopted in 2015.
TZA901	Improved and equitable working conditions, particularly for vulnerable groups and informal economy	Awareness raised through a campaign on domestic work and C189 launched by CHODAWU-Z in urban west and south regions of Unguja in May and June 2015, and in the north and south regions of Pemba in June 2015. It consisted of symposia on domestic workers rights and C189, street drama, and dissemination of leaflets. Awareness raised among the general public, which included employers of domestic workers, about the rights of domestic workers on Domestic Workers Day in June 2015 in Zanzibar (also organized by CHODAWU-Z).
TZA901	Improved and equitable working conditions, particularly for vulnerable groups and informal economy	The Ministry of Labour and the Ministry of State President Office Labour and Public Service (MSPOLPS) supported a training course provided by the ILO to improve labour inspection and dispute resolution in the domestic work sector. 31 labour officers and inspectors from Ministry of Labour (Mainland) and MSPOPLPS (Zanzibar) were trained in labour inspection in the domestic work sector in January 2015; and 40 mediators and arbitrators trained in dispute prevention and resolution in the domestic work sector in October 2015. These were achieved in accordance with Tanzania-Mainland's Tripartite Action Plan to improve working conditions and promote decent work for domestic workers.

CPO	TITLE	RESULTS ACHIEVED
TZA901	Plans and programmes on HIV/AIDS at the workplace improved and implemented	10 workplace programmes developed and launched in five different sectors (manufacturing, agriculture, tourism, education and lumbering). The programmes incorporated tenets of the ILO Code of Practice and R200.Trainers from employers and workers organizations (manufacturing, agriculture, tourism, education and lumbering sectors), and informal sector operators were trained (TOT)on how to operationalize the ILO Code of Practice and R200 and adopted atime-bound action plan within which to do so.
TZA901	Plans and programmes on HIV/AIDS at the workplace improved and implemented	The Employment and Labour Relations [Code of Conduct] on HIV and AIDS at Work Place for Tanzania Mainland which incorporates the 10 key principles of the ILO code of practice on HIV/AIDS and the world of work was adopted by the constituents in 2014.
TZA902	Strong and representative workers organizations influencing economic and social policies	The principal role of TUCTA and ZATUC in the implementation of the Decent Work Country Programme ensures the incorporation of the International Labour Standards. Furthermore the ZATUC Strategic Plan for 2015-19 prioritizes the promotion of international labour standards relating to social dialogue, freedom of association, collective bargaining and occupational safety and health.
TZA902	Strong and representative workers organizations influencing economic and social policies	Zanzibar Trade Union Congress (ZATUC) engaged in the national initiative to articulate a comprehensive approach addressing youth unemployment. ZATUC and their mainland counterpart, Trade Union Congress of Tanzania (TUCTA) fully participated in articulating the DWCP priorities and implementation strategies. Both were also actively engaged in formulating the United Nations Development Assistance Programme I and II.
TZA902	Social dialogue institutions and labour dispute resolution forums strenghtened.	The Labour Court case management system has been strengthened through disseminating labour court rulings, which helps ensure consistent and efficient delivery of services by the Commission for Mediation and Arbitration (CMA) and improve voluntary compliance and settlement of disputes among the social partners. • Labour Court rulings (2007-2010) were indexed for guiding the tripartite partners and arbitrators in settlement of disputes in a more consistent manner, based on case law. The CMA has been using the indexed court rulings as a reference to solving disputes. • Labour Court Case Digests/Manuals (2011-12 and 2013) were also developed and 2,000 copies were disseminated by June 2015. This contributed to enhancing legal predictability and wider awareness of jurisprudence among judges and the social partners. • Capacity building of judges was conducted on international labour standards, with a focus on their application in the national context. In response to a widespread concern in both Mainland Tanzania and Zanzibar concerning access to dispute resolution mechanisms for vulnerable workers, a total of 38 newly-recruited mediators and arbitrators were trained in October 2015 on not only general conciliation/mediation skills but also specific skills to reach out to vulnerable workers with a focus on domestic workers.
TZA903	An enabling environment for the reduction of incidence of Child Labour enhanced	Child labour is currently an integral component of the ongoing 2015 ILFS.
TZA903	Increased gender sensitive social protection coverage including those in the informal economy and vulnerable groups	1. On September 2016, the Government of Zanzibar and the social partners approved the five-year (2016/17-2020/21) implementation plan of the Zanzibar Social Protection Policy, which is in line with international labour standards and promotes gender equality and non-discrimination. The Government established various social protection interventions including: (a) agricultural input subsidies to raise food production; unconditional or conditional cash transfers; (b) primary and lower secondary school fee waivers and secondary schools for the most vulnerable children (MVC); (c) maternity benefits; (d) health insurance and compensation payments for workers injured at work; (e) hospital fee exemptions; and (f) abolition of user fees for services delivered in Government hospitals. All of the above measures benefit various population segments and are aimed at realizing the operationalization of the policy, which includes pre- and school age children and working adults. 2. The mainland Government of Tanzania integrated social protection aspects into the new second Five Year Development Plan (FYDP II-2016/17-2020/21), endorsed in July 2016. The integration of clear social protection objectives, interventions and indicators in the FYDP II is considered fundamental to establishing Government coordination of a multi-sectoral response to the needs of economically deprived and insecure groups, agreed upon with the social partners. Furthermore, the identified social protection priorities are in line with the ILO's Social Protection Floors Recommendation, 2012 (No. 202), and additionally promotes gender equality and non-discrimination. The Government's new FYDP II includes the implementation of major social security reforms, namely: (a) the merging of social security funds; (b) the introduction of a harmonized benefit calculation formula; and (c) a review of the social protection legal and policy framework.

CPO	TITLE	RESULTS ACHIEVED
TZA903	Increased gender sensitive social protection coverage including those in the informal economy and vulnerable groups	1. On July 2017, the Government of Tanzania approved, in consultation with the social partners, the establishment of the five-year (2018/19-2022/23) second phase of the Productive Social Safety Net Programme (PSSN), with interventions focusing on cash transfers, livelihoods and public works, benefiting 15 per cent of the poorest population in the country. The approval followed a public expenditure review (PER) on social protection which documented expenditure gaps and recommended strategies to bridge the gaps. The PSSN incorporates components that promote gender equality by strengthening women's skills and self-esteem and enhancing their access to finance and technology while building their economic resilience. 2. In 2016, the Government initiated the first phase of its operationalization of the Workers Compensation Fund, following the approval of the Workers' Compensation Act of 2008, aimed at providing access to employment injury insurance (EII) to more than 2 million formal sector workers, both in the private and public sectors. The benefits covered include: medical aid, compensation for temporary and for permanent disablement, rehabilitation services, a constant attendance care grant, funeral grants, and compensation to dependents of deceased employees. Since its operationalization in 2016, more than 2,500 victims of work injuries benefited from the fund, with a growing proportion of the labour force getting EII coverage and better working conditions as a result. Further, the Government approved the implementation of major social security reforms which included: merging of social security funds; introduction of a harmonized benefit calculation formula; and review of the legal and policy frameworks. The social security reforms will enable extension of coverage for social security benefits.
TZA904	An enabling environment for the reduction of incidence of Child Labour enhanced	Two studies on child labour in Tanzania have been carried out: 1. Mapping of employers and employers' organizations initiatives to combat child labour in Tanzania 2. How the Brazilian Experience in Combating Child Labour through Labour Inspection could benefit Tanzania

CPO Code	Title	Results achieved
ZAF 101	**CPO 2014-2015:** More women and men, especially youth and people with disabilities have access to decent jobs **CPO 2016-2017:** Enterprise development support for SMEs and Cooperatives on their transition to formality with a focus on improving productivity, working conditions and environmental sustainability.	Provincial departments on economic Development in KwaZulu Natal and Free State adopted and implemented four EnterPRIZE Challenges together with private partners, targeting sectors including Tourism, Waste Management, catering and Social Development and Youth Innovation. National department of small business development (NDBD) has adopted a national register of small businesses with commitment of resources from the EU to facilitate transition.
ZAF 102	Promoting responsible and sustainable enterprises	MOUs with Free State Provincial Department of small Business, Tourism and Environmental Affairs and KwaZulu Natal province of Economic Development, Tourism and environment (2014 and 2015) to support tourism sector. MOU with federated Hospitality Association of South Africa to promote principles of sustainable enterprise and responsible tourism, increase access to SMEs to SCORE training and application of funds in eastern Cape, Free State KwaZulu Natal and Northern Cape. MOU with KZWN Edetea for partnership with municipality of Umhlatuze (Responsible Tourism Challenge). MOU with federated hospitality Association of SA for roll out of SCORE to business sectors within tourism and hospitality sectors across the same provinces. Selected industries, para-statal and government managed wildlife nature reserves were trained to and engage in the rollout SCORE training in tourism and hospitality sectors. National trainers trained in SCORE methodology to train partner institutions
ZAF 103	Labour intensive infrastructure development promoted through the National expanded Public Works Program	Development of DYSAM a (Satellite Dynamic Social Accounting Matrices) (2016) with collaboration of Economic Development Department, Dept of Environmental Affairs, Trade and Industry and Dept of Public Works. DYSAM was used to assess employment impact of annual government development interventions; socio economic impact of the integrated energy master plan; and to assess the employment impact of possible government decisions to curb carbon dioxide emission.

CPO Code	Title	Results achieved
ZAF 105	Decent work at the centre of economic and social policies	Statistics SA facilitates regular access to the ILO to labour market data collected through quarterly labour force surveys. SA department of labour submitted to SADC a national employment report that includes data relating to 5 indicators linked to SDG 8 and SDG 5.
ZAF 107	**CPO 2014-2015:** Policies that facilitate the transaction of the informal economy to the formal economy are formulated and adopted **CPO 2016-2017:** Strengthened capacity of Government and Social Partners to develop policies and programmes that facilitate transition of the informal economy to formality	**2014-15** NIBUS (Department of Business Development) – approved by Cabinet in 2014. Based on interventions pillars that provide for: 1) Rights based framework for strengthened legal and regulatory environment, ensuring greater compliance through less stringent requirements; 2) Entrepreneurship development support through mechanisms that facilitate better access to skills training, technology and financial services; 3) Improved stakeholder management and engagement through appropriate social dialogue mechanisms. **2016-2017** KwaZulu Provincial 5-year Master plan on transitioning informal towards formalization in consultation with provincial multi-stakeholder forum. Start of implementation of Masterplan by Provincial Department of Economic Development. Collaboration between Government of South Africa and provincial Governments of KwaZulu Natal (KZN and Free State (FS) to facilitate sensitization on transition from informal to formal economy recommendation, 2015 (No. 204). Drawn on research from 2015-2017 to set priorities for a National Action Plan to facilitate transition.
ZAF 151	Enhanced capacity of the tripartite constituents for improved workplace compliance with labour legislation and in line with international labour standards	SA Department of Labour adopted a roadmap in 2017 towards the ratification of the Occupational Health Services Convention, 1985 (C161) National department of Labour undertook a new initiative in 2016 to pilot the extension of labour inspections to the informal economy. In 2017, DOL drafted a plan towards strengthening capacity of labour inspectors and strengthening social partners in labour involvement in law compliance. DOL, through relevant labour inspectorate has also managed to mainstream HIV and AIDS in the labour inspector training. Through social dialogue process, ILO constituents have reflected on issues of protection of workers vis a vis their HIV status, access to health services through the workplace and compliance to the principles of the HIV and AIDS recommendation (2010 – 200 which was launched and adopted in 2017. Same social dialogue ensures mainstreaming of HIV/AIDS in policy and operations of over 90% of all Government departments. National Tripartite Steering Committee established by Dept of Education to produce evidence and assess status of health among the SA educators, a study on status of health of educators in public schools in SA was conducted in 2017. This has supported the education sector to develop the strategy to improve HIV testing uptake among the SA educators.
ZAF 152	Improved collective bargaining mechanisms established in vulnerable sectors	Collective agreement was negotiated, by members of Local Business Committee in the Ports of Durban, which resulted in regularization of employment for 1200 temporary employees. Number of days lost due to industrial action was reduced.
ZAF 153	Freedom of Association and the right to collective bargaining strengthened with particular focus on selected sectors.	Evaluation showed strengthened awareness in labour inspectors on rights and responsibilities related to Freedom of Association in the rural/agricultural sector. • Increased awareness in representatives of employers and workers in agricultural sector on principles of freedom of association and collective bargaining (also evidenced in evaluation) • Increased cooperation between labour inspectorate and commission on Conciliation, Mediation and Arbitration in terms of improved coordination in responding to FACB challenges.

CPO Code	Title	Results achieved
ZAF 155	**CPO 2014-2015:** Improved Institutional capacity to implement sound wage policies **CPO 2016-2017:** Strengthening labour market institutions, including those pertaining to collective bargaining to address job quality, inequality and youth unemployment.	**2014-2015** Introduction of mechanism to incorporate questions of hours worked into Quarterly Employment Survey by Statistics South Africa, which allowed for improved labour productivity (a wage related indicator). Members of National Economic Development and Labour Council trained on ILOs perspective on the measurement of labour productivity in 2013. **2016-2017** Draft national minimum wage agreement (NMW) in 2017 (into effect in 2018). Department of labour has since then proposed amendments to labour act to accommodate NMW. To Basic Conditions of Employment Act. New Bill on NMW was drafted. Review of social bargaining model of Motors Industry, findings adopted in 2018 continue review of collective bargaining system in 2018. Development of costing tool to facilitate youth employment schemes, for public Employment Services Branch.
ZAF 156	Strengthening engagement by ILO constituents towards promoting decent work in the rural economy.	KwaZulu Natal provincial Government developed a 5-year Master plan on transitioning the informal towards formalization. This was done in consultation with reps of Government, workers and employers and civil society. (2016) (MS) PDED (Provincial Department of Economic Development) has started to implement aspect of the programme including a review of regulatory environment for informal businesses, development of a database of SMEs and development of an informal traders' automated application and information management system. National Government of Sa collaborated with provincial Govt of KwaZulu and FS to facilitate sensitization on the transition from the Informal to the Formal Economy Recommendation, 2015 (No 204). In addition, sensitization also took place through workshops and other forums. Government and social partners have drawn on findings from research for a national action plan to facilitate the transition from the informal economy towards formalization.
ZAF 176	Government and Social Partners develop and implement effective HIV/AIDS and TB workplace programs	National Workplace Framework on HIV/TB for Transportation sector (2014). National Framework on HIV/TB for Wholesale and Retail Sectors (2015). National Framework for HIV/TB for Motor Industry Staff Association (2014). HIV/TB stigma and discrimination education programme for SA National AIDS Councils (SANAC) (2015) Workplace programme for Transport Sector was developed by a National Steering Committee. Informal Economy: Committee of informal business operators established to develop and monitor implementation of Workplace Framework on HIC/TB. Bi-partite Committees established in Motor Industry Staff Association and wholesale and retail sector to develop and monitor implementation of respective workplace programmes in line with 10 key principles of ILO Recommendation 200. Tripartite HIV and TB stigma and discrimination education program was developed by SANAC Legal and Human Rights Technical Task Team.
ZAF 801		BUSA, Business Unity SA established a Task team representing all industry sectors across its membership to collate members' views and facilitate development of a Business policy position on the National health Care System. Adopted in 2014. BUSA also adopted business policy position on national minimum wage in Sept 2014. Shared with Government and parliament. Government regulations in 2014 reflect the position of BUSA. BUSA undertaking assessment of enabling environment for SME Development and Transition to Formality to inform business position on transition to formality. (2015)
ZAF 802	Workers' organisations promote the creation of decent employment opportunities through participating in policy dialogue	COSATU adopted a position on the MW which facilitated workers engagement in national dialogue for a national MW. In 2016, Act on *Basic Conditions of Employment* was adopted, including most of the union's policy proposals on NMW.

CPO Code	Title	Results achieved
ZAF 826	Improved application of principles and rights on non-discrimination in employment and occupation	Pay Equity Regulations were adopted and published by the Government, which include criteria and guidelines for assessing work of equal value (2014). Gives effect to equal pay provisions in Employment Equity Act (2014). Capacity of employment Equity Directorate in Dept of Labour has been strengthened to provide technical support to the Commission for Employment Equity (CEE) on pay equity issues. Allowed Commissioners CEE to effectively engage in social dialogue towards the adoption of pay equity amendment regulations that include a section on the criteria and methodology for assessing work of equal value.
ZAF 828	Strengthened capacity of member States to ratify and apply international labour standards and to fulfill their reporting obligations.	National Action Plan to address the Comments of the ILO Committee of Experts was developed and adopted by Government and the Social Partners (2015). The plan includes action and activities to be undertaken, by what party and with timelines. Congress of the South Africa Trade Union (COSATU) adopted a policy position paper on maternity protection (2015) to strengthening worker's engagement in national dialogue platforms on maternity protection. (Linked to DWCP output 1.1) COSATU has developed and adopted a strategy to lobby Governments for the ratification of the Maternity Protection Convention (No. 183) Linked to DWCP output 1.1) COSATU and SA Domestic Services and Allied Workers Union (SADSAWU) developed and adopted an Action Plan (2014) to lobby for the incorporation of the Domestic Workers Convention C189 into national law. This includes review of legislation to ensure it is aligned with C 189. (DWCP output 12) SA submitted 7 reports to ILO under article 22 of ILO Constitutions. Includes substantive responses to requests for information from CEACR). Government and social partners adopted an Action Plan to address comments of the CEACR pending since 2013, which was implemented in 2016-2017. Plan fostered greater commitment by relevant line ministries within the Government to address some of the implementation gaps that were identified. Drafting of a Child Protection Strategy aiming at a coordinated response towards providing specialized services to children who are vulnerable or victims of trafficking and child labour; and the national Department of Labour adopted the Fourth Child labour programme action (CLPA) that came into effect April 2017.
ZAF 901	Strengthening labour market institutions, including those pertaining to collective bargaining to address job quality, inequality and youth unemployment	In 2017, National Department of Planning, Monitoring and Evaluation (DMPE) of RSA developed an Operational Plan for the Implementation of a National Youth Policy 2015-2020 (NYP in close consultation with social partners and key stakeholders in the youth sector). Two pillars: 1) Economic Participation and Transformation and 2) Education, Skills and Second Chances.
ZAF 902	Enterprise development support for SMEs and Cooperatives in their transition to formality with a focus on improving productivity, working conditions and environmental sustainability	BUSA developed an action plan on Enterprise Development for SMEs, start ups and business formalization (Adopted in 2016). This was informed by an assessment of the EESE (Enabling Environment for Sustainable Enterprise (EESE) (completed by Feb 2016).

APPENDIX 10:
FINANCIAL SUPPORT FOR CPO ACHIEVEMENT IN THE FOUR COUNTRIES UNDER REVIEW (2014–18)

Expenditures by Country Programme Outcome (CPO) and Funding Source 2014-2018

Lesotho: Expenditures by Funding Source and CPO		
Funding Source	**CPO**	**Expenditure (subtotal)**
Private / Non-State Actors	LSO127	27.166
Private / Non-State Actors	LSO101	35.774
Multi-Bilateral Donors	LSO152	469.969
Multi-Bilateral Donors	LSO101	1.693.850
Total		2.226.759

Source: ILO Development Cooperation Dashboard

Madagascar: Expenditures by Funding Source and CPO		
Funding Source	**CPO**	**Expenditure**
United Nations	MDG204	7.999
Multi-Bilateral Donors	MDG802	29.000
Other Inter-Governmental Organizations	MDG207	75.750
Multi-Bilateral Donors	MDG202	108.487
Direct Trust Funds	MDG105	183.461
Core voluntary funds (RBSA)	MDG205	297.727
United Nations	MDG205	299.671
Core voluntary funds (RBSA)	MDG101	304.497
Core voluntary funds (RBSA)	MDG107	353.371
United Nations	MDG101	1.192.649
Multi-Bilateral Donors	MDG205	1.245.234
United Nations	MDG105	7.818.323
Total		**11.916.169**

Source: ILO Development Cooperation Dashboard

South Africa: Expenditures by Funding Source and CPO		
Funding Source	**CPO**	**Expenditure**
Multi-Bilateral Donors	ZAF151	12.192
Direct Trust Funds	ZAF101	12.388
United Nations	ZAF176	15.816
United Nations	ZAF101	28.655
Direct Trust Funds	ZAF102	35.753
Direct Trust Funds	ZAF177	53.107
Multi-Bilateral Donors	ZAF802	62.107
United Nations	ZAF102	196.261
Core voluntary funds (RBSA)	ZAF802	242.710
Core voluntary funds (RBSA)	ZAF107	255.531
Core voluntary funds (RBSA)	ZAF828	361.019
Multi-Bilateral Donors	ZAF156	403.750
Multi-Bilateral Donors	ZAF102	2.459.803
Multi-Bilateral Donors	ZAF101	8.775.889
Direct Trust Funds	ZAF103	10.471.997
Total		**23.386.978**

Source: ILO Development Cooperation Dashboard

The United Republic of Tanzania: Expenditures by Funding Source and CPO		
Funding Source	**CPO**	**Expenditure**
United Nations	TZA901	15.041
Direct Trust Funds	TZA126	94.629
Multi-Bilateral Donors	TZA104	100.504
United Nations	TZA104	139.921
United Nations	TZA126	145.168
Core voluntary funds (RBSA)	TZA903	150.648
Other Inter-Governmental Organizations	TZA903	152.047
Core voluntary funds (RBSA)	TZA102	161.733
Core voluntary funds (RBSA)	TZA105	168.287
United Nations	TZA151	171.226
United Nations	TZA903	172.339
Core voluntary funds (RBSA)	TZA803	192.421
United Nations	TZA107	207.405
Core voluntary funds (RBSA)	TZA107	236.046
Core voluntary funds (RBSA)	TZA103	291.247
Multi-Bilateral Donors	TZA106	407.564

The United Republic of Tanzania: Expenditures by Funding Source and CPO		
Funding Source	**CPO**	**Expenditure**
Private / Non-State Actors	TZA126	530.181
Multi-Bilateral Donors	TZA101	650.491
Direct Trust Funds	TZA903	853.728
United Nations	TZA102	889.838
United Nations	TZA826	1.090.832
Multi-Bilateral Donors	TZA103	1.134.032
United Nations	TZA101	3.688.841
Multi-Bilateral Donors	TZA102	5.960.515
Total		**17.604.684**

Source: ILO Development Cooperation Dashboard

Expenditures by Cooperation Projects and CPO 2014-2018

Lesotho: 2014-2018 Expenditures by Project and CPO			
Funding	**CPO**	**Project Title**	**Expenditure**
Multi-Bilateral Donors	LSO152	Strengthening Labour Inspection in Lesotho	469.969
Private / Non-State Actors	LSO101	Revenue budget Better Work Lesotho	35.774
Multi-Bilateral Donors	LSO101	Better Work Lesotho – Phase I (Centralized)	43.942
Private / Non-State Actors	LSO127	HIV/AIDS Peer Education Sustainability Pilot	27.166
Multi-Bilateral Donors	LSO101	Increasing Decent Employment in the Manufacture Sector in Lesotho (Phase 2)	406.824
Private / Non-State Actors	LSO102	Supportive Environment-Workplace Program: Business and Labour Sectors Global Fund Rd 8	
Multi-Bilateral Donors	LSO101	Better Work Lesotho – Phase II	1.243.084
Total			**2.226.759**

Source: ILO Development Cooperation Dashboard

Madagascar: 2014-2018 Expenditures by Project and CPO			
Funding Source	**CPO**	**Project title**	**Expenditure**
United Nations	MDG101	Contribution à la réduction de la pauvreté par la promotion de l'emploi des jeunes à Madagascar, CREPEJ	299.991
Core voluntary funds (RBSA)	MDG101	Technical support on job creation on the informal and rural economies in Madagascar	304.497
Core voluntary funds (RBSA)	MDG205	Support tripartite constituents on elimination of child labour	297.727
United Nations	MDG204	Plan Conjoint des Nations Unies de Lutte contre le VIH/Sida à Madagascar	7.999

Madagascar: 2014-2018 Expenditures by Project and CPO			
Funding Source	**CPO**	**Project title**	**Expenditure**
United Nations	MDG101	Vers l'autonomisation des femmes et jeunes filles vulnérables à travers l'emploi décent	85.145
Other Inter-Governmental Organizations	MDG207	Global action to improve the recruitment framework of labour migration MADAGASCAR	75.750
United Nations	MDG105	Education for all Madagascar	4.471.379
Multi-Bilateral Donors	MDG205	Supporting Sustainable, Child Labor Free Vanilla-Growing Communities in Sava	1.245.234
United Nations	MDG205	Lutte pour la protection des droits des enfants contre la violence et les pires formes de travail des enfants, victimes de l'exploitation sexuelle des enfants à des fins commerciales dans les régions de Diana et Atsimo Andrefana	150.324
Multi-Bilateral Donors	MDG202	VZF – Madagascar	108.487
United Nations	MDG205	Intensification de la lutte contre les pires formes de travail des enfants dans l'exploitation des enfants à des fins commerciales(ESEC) dasn les régions de Diana/NosyBe et Atsimo Andrefana / Toliara et Mangily (BIT/IPEC/LCTE DIAA)	149.347
United Nations	MDG105	Construction d'écoles primaires à Madagascar selon l'approche à Haute Intensité de Main d'Oeuvre	3.346.944
Core voluntary funds (RBSA)	MDG107	Support vulnerable groups of workers in their transition from informal economy to formalization	353.371
Direct Trust Funds	MDG105	Construction d'écoles primaires à Madagascar, basée sur l'utilisation de ressources locales	183.461
Multi-Bilateral Donors	MDG802	Outcome 10: Thematic funding for 2014-15 (Sida-ILO Partnership Programme 2014-17)	29.000
United Nations	MDG101	Contribution à la réduction de la pauvreté par la promotion de l'emploi des jeunes – Phase 2 – CREPEJ 2	807.513
Total			**11.916.169**

Source: ILO Development Cooperation Dashboard

South Africa: 2014-2018 Expenditures by Project and CPO			
Funding Source	**CPO**	**Project title**	**Expenditure**
Multi-Bilateral Donors	ZAF101	Public procurement and social economy	80.680
Direct Trust Funds	ZAF103	Development of dynamic social accounting matrix tool in South Africa	93.406
Multi-Bilateral Donors	ZAF101	Development of a Social Economy Policy for South Africa	387.954
Multi-Bilateral Donors	ZAF151	Gender Mainstreaming in the ILO Norway Partnership Agreement in South Africa	12.192
Direct Trust Funds	ZAF103	Implementation of the Expanded Public Works Programmes in the Limpopo Province, South Africa through the Limpopo Department of Public Works	4.171.143

South Africa: 2014-2018 Expenditures by Project and CPO			
Funding Source	**CPO**	**Project title**	**Expenditure**
Multi-Bilateral Donors	ZAF101	Private and Public Procurement and the Social Economy	2.072.348
United Nations	ZAF101	Partnership of Action on Green Economy (PAGE) – Phase III	28.655
Core voluntary funds (RBSA)	ZAF828	Technical support on international labour standards in South Africa	361.019
Multi-Bilateral Donors	ZAF102	Sustaining Competitive and Responsible Enterprises (SCORE) – South Africa Phase II 2013-2017	1.312.400
Core voluntary funds (RBSA)	ZAF107	Support development of a National Informal Business Development strategy	219.426
Direct Trust Funds	ZAF177	Technical support to comprehensive social security reform in South Africa	53.107
Multi-Bilateral Donors	ZAF102	Promotion of Decent Work in Southern African Ports (phase II)	415.152
Direct Trust Funds	ZAF102	Sustaining Competitive and Responsible Enterprises	35.753
Multi-Bilateral Donors	ZAF156	Secondment- HR/TALENT	403.750
Multi-Bilateral Donors	ZAF102	Promotion of Decent Work in the South Africa Transport Sector (phase 2)	587.589
Multi-Bilateral Donors	ZAF101	Job creation through SME development – A knowledge sharing project	687.367
Multi-Bilateral Donors	ZAF101	The Sustainable Enterprise Development Facility for Job Creation in South Africa	3.921.816
Core voluntary funds (RBSA)	ZAF802	Capacity building of workers' organizations on employment opportunities	242.710
Multi-Bilateral Donors	ZAF102	Junior Professional Officer – HR/TALENT	144.662
Multi-Bilateral Donors	ZAF101	Emplois et métiers verts	9.768
Multi-Bilateral Donors	ZAF101	Junior Professional Officer – HR/TALENT	52.132
United Nations	ZAF176	Private Sector Response to HIV and TB in the Retail Sector	15.816
Direct Trust Funds	ZAF101	Documentation of Case Study for National Treasury South Africa	12.388
Core voluntary funds (RBSA)	ZAF107	Support the development of a National Informal Business Development strategy	36.105
Direct Trust Funds	ZAF103	Implementation of the Expanded Public Works Programme in the Limpopo Province, South Africa through the National Department of Public Works	6.207.448
Multi-Bilateral Donors	ZAF802	Outcome 10: Thematic funding for 2014-15 (Norway-ILO Partnership Programme 2012-15)	62.107
Multi-Bilateral Donors	ZAF101	Employment creation through Small and Medium Scale Enterprise (SME) development	1.563.824
United Nations	ZAF102	Partnership for Action on Green Economy (PAGE) – Phase II	196.261
Total			**23.386.978**

Source: ILO Development Cooperation Dashboard

The United Republic of Tanzania: Expenditures by Project and CPO			
Funding Source	**CPO**	**Project title**	**Expenditure**
United Nations	TZA102	Trade Sector Development Programme: Market Value Chains Relating to Horticultural Products for Responsible Tourism Market Access Project	539.830
Multi-Bilateral Donors	TZA103	SKILL-UP Tanzania (Upgrading Skills for the changing world of work)	202.537
United Nations	TZA901	Training on participatory gender audit for UN in the United Republic of Tanzania and developing a common approach to gender audit	11.295
United Nations	TZA151	Improved labour market governance and promotion of tripartism	
United Nations	TZA901	UNDAP-DAO support	3.746
United Nations	TZA903	Joint programme to support the United Republic of Tanzania's Productive Social Safety Nets (PSSN)	172.339
Multi-Bilateral Donors	TZA102	WED-AFRICA: Irish Aid-ILO Partnership Programme, Phase II, 2014-15	1.510.773
Multi-Bilateral Donors	TZA106	Junior Professional Officer – HR/TALENT	407.564
Other Inter-Governmental Organizations	TZA903	Supporting the establishment of sustainable and inclusive social protection systems	152.047
Private / Non-State Actors	TZA126	ARISE II: elimination of child labour in tobacco-growing communities in the United Republic of Tanzania	530.181
Multi-Bilateral Donors	TZA102	Secondment- Dar es Salaam	86.687
United Nations	TZA126	ILO – Unified Budget Results Accountability Framework (2018 – 19) – Inter-Regional Project – Country Envelop (UBRAF CE)	145.168
Core voluntary funds (RBSA)	TZA102	Strengthening capacity building of farmers and vulnerable groups (youth and women) through cooperative and entrepreneurship development	161.733
Multi-Bilateral Donors	TZA104	Making decent work a reality for domestic workers the United Republic of Tanzania	1.130
Direct Trust Funds	TZA126	Supporting the implementation of the National Action Plan for the Elimination of Worst Forms of Child Labour in Tanzania	94.629
United Nations	TZA104	UNDAP – Social protection	139.921
Direct Trust Funds	TZA903	Capacity building and actuarial services to the Workers Compensation Fund of Tanzania	6.483
Core voluntary funds (RBSA)	TZA103	Establishing a sound system for assessment and certification skills acquired by young persons through non formal and informal means	166.247
United Nations	TZA826	Governance component of UNDAP in the United Republic of Tanzania	1.090.832
Multi-Bilateral Donors	TZA104	Outcome 5.TANZANIA_Working Conditions, 2014-15 (Sida-ILO Partnership Programme 2014-17)	99.374
Direct Trust Funds	TZA903	Actuarial consultancy and training in the United Republic of Tanzania	220.033
United Nations	TZA151	UNDAP- HIV/AIDS	171.226

The United Republic of Tanzania: Expenditures by Project and CPO			
Funding Source	**CPO**	**Project title**	**Expenditure**
Core voluntary funds (RBSA)	TZA103	Supporting the formalization of informal enterprises through the improvement of labour law compliance	125.000
Multi-Bilateral Donors	TZA101	Inclusive Growth, Social Protection and Jobs (Inception phase) (IGSPJ Irish Aid/ILO)-the United Republic of Tanzania Component IGSPJI	650.491
United Nations	TZA102	Youth and Women Economic Empowerment	147.030
Multi-Bilateral Donors	TZA103	Strengthening skills systems for access and employability (The United Republic of Tanzania)	931.495
Core voluntary funds (RBSA)	TZA107	Technical support on decent and productive employment in the United Republic of Tanzania	236.046
Direct Trust Funds	TZA903	First Actuarial Valuation of the Public Sector Social Security Fund as of 31 March 2018	5.389
Multi-Bilateral Donors	TZA102	Africa Commission: Youth Entrepreneurship Facility, ILO Component	4.240.405
Direct Trust Funds	TZA903	Actuarial valuation for social security schemes with separation of benefits accounts	570.430
Core voluntary funds (RBSA)	TZA105	Strengthening capacity building of national ins-titutions to undertake data collection on labour/cooperatives issues	168.287
United Nations	TZA101	Joint Programme on Youth Employment	1.621.580
Multi-Bilateral Donors	TZA102	Women and youth entrepreneurship development policies and programmes that create decent work and a just transition to environmental sustainable strengthened	10.402
Direct Trust Funds	TZA903	Additional terms of reference for update of actuarial evaluation and investment review for social security sector	51.393
Multi-Bilateral Donors	TZA102	Women's entrepreneurship development and economic empowerment	112.248
United Nations	TZA101	Economic growth and economic governance	2.067.261
Core voluntary funds (RBSA)	TZA803	Support constituents on work place compliance mechanisms	192.421
United Nations	TZA102	UN Trade Cluster Tanzania, Exit Phase	202.978
Core voluntary funds (RBSA)	TZA903	Support the Social Protection Floor Coordination Committee	150.648
United Nations	TZA107	Economic Growth and Employment	207.405
Total			**17.604.684**

Source: ILO Development Cooperation Dashboard

Summary of financial support for CPO achievement in the four countries under review (2014–18)

Total number of CPOs with results recorded in IRIS SMM	64
Total funding linked to CPOs	US$ 55.1 million
Total No. CPOs without any funding allocation	31
Total No. CPOs supported by XBTC funding	31
Total projects in operation in support of CPO results	88

	Lesotho	Madagascar	The United Republic of Tanzania	South Africa	Total
Total CPO funding	US$ 2.2 million	US$ 11.9 million	US$ 17.6 million	US$ 23.4 million	US$ 55.1 million
No. CPOs with results recorded in IRIS SMM (2014-2018)	13	13	18	20	64
No. projects linked to CPOs	6	16	40	26	88
Distribution of funds across CPOs	Uneven**	Uneven	Uneven	Uneven****	
No. CPOs with external (XBTC)	3	8	10	10	31
No. CPOs with more than US$ 1 million	1	3	5	3	12
No. CPOs with US$ 0.1 million–US$ 1.0 million	1	2	8	4	15
No. CPOs with US$ 0.02 million–US$ 0.1 million	1	2	0	1	4
No. CPOs with under US$ 0.02 million	0	1	1	2	4
No. CPOs without funding	10**	6***	5****	10*****	31

** **Lesotho:** CPO 101 received 78% of total 2014-2018 expenditures. Expenditures were spread across two large programmes: Better Work Haiti and Increasing Decent Employment in the Manufacture Sector in Lesotho (Phase 2). Funding was requested for CPOs 102,103,104,105, 128, 129, 801, 802, 826, 827, but no expenditures were recorded.

*** **Madagascar:** Spending on CPO 105 represented 67% of total 2014-2018 expenditures. All CPO 105 expenditures were on the labour-intensive school infrastructure project. The CO requested funding for CPOs 103, 104, 109, 203, 801, 826 but no expenditures recorded in 2014-2018.

**** **The United Republic of Tanzania:** CPOs 101 and 102 received 65% of total expenditures. CPO 102 (40% of total expenditure) was spread over 8 projects on women and youth entrepreneurship and job creation in agriculture and responsible tourism. CPO 101 (25% of total expenditures) was spread across 3 projects on youth employment, social protection and inclusive growth and economic governance. Funding was requested for CPOs 108, 152,801,802, 904, but no expenditures were recorded.
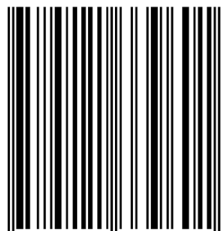
***** **South Africa:** Two CPOs, 101 and 103, received 82% of total expenditures during the period 2014-2018.CPO 101 (38 % of total expenditures) was spread over 8 projects related to job creation, the social economy and entrepreneurship promotion. CPO 103 (45% of total expenditures) was primarily spent on two large government-funded public works programmes. Funding was requested for CPOs 104,105, 106, 152,153, 154, 155, 178,801,827, but no expenditures were recorded.