

## SDG-Fund Joint Programme Final Evaluation

*More and better jobs in Cabo Delgado province and Nampula province — Harnessing the opportunities of the new economy in Mozambique*

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United Nations in Mozambique

**Joint Program: More and better jobs in Cabo Delgado province and Nampula Province**

**Final evaluation**

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The document was then edited and proof-read by Ms Nicole Turner.

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Peter R, Beck

Delphi Research and Consulting

### *Disclaimer*

The analysis and recommendations of this evaluation are those of the evaluators and do not necessarily reflect the views of the Mozambican Government, the ILO, the UN or the Joint Programme and its donors (SDG Fund and AECID).

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## List of Abbreviations

ADEL	Agência de Desenvolvimento Económico Local	(Local Economic Development Agency)
AECID	Spanish Agency for International Development Cooperation	Spanish Cooperation
B2B	Business to Business	
BAU	Balcão de Atendimento Único	(One Stop Shop)
CCD	Conselho Consultivo Distrital	(District Advisory Council)
CCT	Comissão Consultiva do Trabalho	(Tripartite Labour Council)
CD	Cabo Delgado Province	
CESC	Centro de Aprendizagem e Capacitação da Sociedade Civil	(Civil Society Learning and Training Centre )
CIP	Centro de Integridade Pública	(Centre for Public Integrity)
CPI	Centro de Promoção de Investimentos	(Investment Promotion Centre)
CSN	Centro de Serviços de Negócios	
CSO	Civil Society Organization	
DAC	Development Assistance Committee	
DNOMT	National Labour Market Observation Directorate	
DNPDR	Direcção Nacional para promoção do Desenvolvimento Rural	(Provincial Directorate for Rural Development)
DUAT	Land Use Certificate	
EI	Extractive Industry	
EITI	Extractive Industries Transparency Initiative	
ENI	Ente Nazionale Idrocarburi	(Italian oil and gas MNE)
ENSSBII	Second Basic Social Security Strategy	
FDD	Fundo de Desenvolvimento Distrital	(District Development Fund)
FDI	Foreign Direct Investment	
GDP	Gross Domestic Product	
GIZ	German Agency for International Cooperation	
HR	Human Resources	
IFPELAC	Instituto de Formação Profissional e Estudos Laborais Alberto Cassimo	(Vocational Training Institute).

ILO	International Labour Organization	
IFPELAC/INEFP	Instituto Nacional de Emprego e Formação Profissional (In 2017 INEFP changed the name in IFPELAC after the creation of INEP see below)	(Employment and Vocational Training Institute)
INEP	Instituto Nacional de Emprego e Profissional	(Employment Institute)
IPEME	Instituto para a Promoção das Pequenas e Médias Empresas	(Institute for Small and Medium Enterprises)
JP	Joint Programme	
KOICA	Korea International Cooperation Agency	
LEDA	Local Economic Development Agency	
LNG	Liquefied Natural Gas	
M&E	Monitoring and Evaluation	
MAE	Ministry of State Administration	
MEF	Ministry of Economy and Finance	
MFI	Microfinance Institution	
MIC	Ministério da Indústria e Comércio	(Ministry of Industry and Trade)
MIREME	Ministério dos Recursos Minerais e Energia	(Ministry of Minerals and Energy)
MITADER	Ministério da Terra, Ambiente e Desenvolvimento Rural	(Ministry of Land, Environment and Rural Development)
MITESS	Ministério do Trabalho, Emprego e Segurança Social	(Ministry of Labour, Employment and Social Security)
MNE	Multinational Enterprise	
MSME	Micro, Small and Medium Enterprise	
NCC	National Content Comevaluation	
NGO	Nongovernmental Organization	
Norad	Norwegian Cooperation Agency	
NSC	National Steering Committee	
NUIT	Número Único de Identificação Tributária	(Taxpayer Registration Number)
PPP	Public-Private Partnerships	
PREM-IP	Mining Policy Implementation Plan	

RECP	Resource Efficient, Cleaner Production	
SDAE	Serviços Distritais de Actividades Económicas	(District Services for Economic Activities)
SDG-F	Sustainable Development Goals Fund	
SMART	Specific, Measurable, Agreed on, Realistic and Time-based (as in goals)	
SME	Small and Medium-sized Enterprise	
SVPX	Subcontracting Programme Exchange	
SWOT	Strengths, Weakness, Opportunity and Threats	
TREE	Training for Rural Economic Empowerment	
TVET	Technical and Vocational Education and Training	
UN	United Nations	
UNCT	United Nations Country Team	
UNDAC	United Nations Disaster Assessment and Coordination	
UNDAF	United Nations Development Assistance Framework	
UNDP	United Nations Development Programme	
UNIDO	United Nations Industrial Development Organization	
UNRCO	UN Resident Country Coordinator	
WB	World Bank	

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# Executive Summary

## Background

*More and better jobs in Cabo Delgado and Nampula province – harnessing the job opportunities in the new economy in Mozambique* is a SDG-Fund Joint Programme (JP) focused on strengthening dialogue and promoting job creation, skills development and local economic development linked to mining operations in Mozambique. The economic impact of multinational enterprises (MNEs) engaged in large-scale natural resource extraction poses a serious development challenge. Of particular concern, to both the UN and the government of Mozambique, is the minimal impact of large-scale extractive industry (EI) projects on the national economy. For example in 2010 the five main extractive industry mega-projects combined only created an estimated 3,800 direct jobs. Mozambique is among the least developed economies of the world and the developmental role of extractive industry MNEs, along with youth employment, are two of the three priority "signature" issues for UN agencies in Mozambique.

The JP started in January 2015 and ended on 30th of June 2017. Based on existing work around decent jobs and policy support, the programme sought, through multisectoral pathways, to create opportunities for decent jobs and secure livelihoods, better government policies, fair and accountable public institutions and sustainable business practices. The JP takes a participatory multipronged approach to achieve its strategic goal, aligned with the national policy goals, of connecting MNE EI activities with the surrounding national and local socioeconomic system. It is focused on the provinces of Nampula and Cabo Delgado, in which the extractive sector is active. The programme promotes gender-sensitive employment policies and work force skills. It targets women and young men who are job seekers or entrepreneurs, improving vocational skills, fostering small and medium enterprise development, and improving the data and monitoring capacity of public institutions. The JP built a participatory and comprehensive partnership that was translated into a detailed result framework, with clearly defined goals pursued through four outcomes:

1. MNEs in the extractive industries comply with local content policies, environmental friendly sustainable business practices, and apply gender and age sensitive recruitment policies to hire nationals.
2. An improved and more egalitarian workforce with vocational skills and competencies have improved employability opportunities in Extractive Industries firms and in SMEs
3. National/Local SMEs capitalize on supply chain/value chain opportunities and provide environmentally sustainable services and products to the extractive industries
4. The Government of Mozambique and its partners have access to reliable quality data and baseline information on the indicators selected to assess progresses and changes from a quantitative and qualitative perspective on the interventions identified.

The UN Lead Agency is the International Labour Organization (ILO) with participation from the United Nations Development Programme (UNDP) and United Nations Industrial Development Organization (UNIDO). The Joint Programme is funded by the UN Sustainable Development Goal Fund and matching funds by the four participating UN agencies. The programme seeks to create at least 1,500 direct jobs and 1, 500 indirect

jobs linked to the extractives sector, of which at least 50 per cent will be for women and 25 per cent for young men and women. At least 35 per cent Of the 250 SMEs to be supported by the programme are to be run by women entrepreneurs

## Final Evaluation

The evaluation took place between 19 June 2017 and the end of July 2017. The purpose of the final evaluation is to provide project management, the ILO, the donor and other stakeholders with an independent assessment of the JPs relevance, efficiency, effectiveness, and sustainability and to identify key lessons learnt and good practices. Its overall goal is to promote accountability, organizational learning, and stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs.

The OECD/ DAC evaluation guidelines as per Quality Standards for Development Evaluation (OECD. 2010) to assess programme performance according to five core criteria: Relevance, Effectiveness, Efficiency, Impacts and Sustainability. The programme site offered some geographic logistical challenges, constraints included schedule planning complications that affected stakeholder consultations, which meant that some key interviews did not materialize.

## Key Findings

### 1) Relevance and Strategic Fit

The overall development objective of the Programme - job creation and improvements to value chain linkages around EI - is very much in line with the problem analysis, national and international policy priorities and UN priorities related to the extractive industries. The JP directly addresses Mozambique's development challenges and policy priorities as well as key focus areas identified by the UN's Sustainable Development goals

### 2) Validity of programme strategy and design

The JP's multisectoral development strategy tackled labour demand and supply side aspects, as well as institutional and legal aspects, building on baseline recommendations. Activities designed around existing initiatives made this a good example of a Joint Programme that exploits the competitive advantages of each UN agency while aligning itself snugly with country programmes implemented by the three participating UN agencies and its national partners. While the JP's intervention strategy was substantially valid a sound risk neither assessment plan were in place. An exit strategy was under development at the time of the evaluation.

### 3) Project Progress and Effectiveness

JP intervention logic was based on the hypothesis that EI MNEs starting up in the target area would, with the contribution of the JP, comply with local content norms and create a positive effect on jobs and businesses in the local economy, which could be recorded. A major setback occurred when the two main MNEs that according to the plan provided to the Government were about to become the operations stopped them because of the economic crisis at global level and the slowdown in the cost of the commodities that impacted many economies in Africa. Among the four development outcomes, only outcome four could be considered fully achieved. With regard to the first three: the

MNEs in extractive industries have still to adopt local context because the law is still not in place. Since the target of jobs created were linked to the presence of the MNEs in the provinces the JP was not able to reach it.

**Gender and other cross-cutting issues:** The JP's gender equity goal required a 50 per cent female participation in training programmes and in employment opportunities. Mid-term revision reduced the job creation target for women from 50 per cent to 30 per cent. Instead of 3,000 jobs, 565 jobs resulted from business linkages. Given the weak labour market demand, the JP decided shifting to a supply side lead approach, using the Training for Rural Economic Empowerment (TREE) methodology.

Progress was achieved in institutional capacity building most notably with the introduction of TREE approach into IFPELAC/INEFP training programmes, the adoption of SPX and benchmarking approach by Investment Promotion Centre (CPI) and the operational strengthening of local business support centres (CSN). On HIV/AIDS, the JP did not plan or include any specific activities.

### **5) Effectiveness of Management Arrangements**

An overwhelming majority of respondents described overall management arrangement and governance to be good, and felt that management served JP implementation effectively. When the programme made changes in reaction to the postponing of EI activities, this should have resulted in a revised budget and result framework while only the work plan was revised.

### **6) Budget and Efficiency of Resource Use**

Funds were almost equally distributed across the first three JP outcomes, while the fourth JP outcome was allocated US\$90,000. It was evident that more resources should have been applied to hiring professional staff to support JP activities. The ILO programme manager was the only full-time staffer and this has a negative impact on both the effective delivery of planned outputs, and the satisfactory performance of monitoring and evaluation (M&E) functions. The latter could have been avoided if the programme budget had made provision for had a fulltime M&E specialist.

### **7) Impact Orientation & Sustainability**

The JP was based on a sound participatory local development plan anchored on a 'sustainable enterprise' approach that is a proven good practice to boost environmental, economic and social SDGs. goals the programme achieved an open and multi-directional dialogue between all the actors involved. Whether initiatives started by the JP activities will be sustainable beyond its active programme life remains to be seen, the foundations appear to be sound although stakeholders evaluate local actors as 'rather weak' in terms of their economic development capacity.

## **Conclusions**

The JP proved its relevance in terms of compatibility with national and UN development priorities, and in terms of a problem-based development strategy. The JP combined supply and demand aspects of employment, and inclusive economic development, with institutional strengthening. Chances of success were severely damaged after two major operators postponed their EI activities, removing the central economic and employment pull factors that the programme was based on. This development was beyond the JP's influence but should have been foreseen as a possible risk factor. At the moment of the evaluation there was still not an exit strategy with a post-programme roadmap. On a

positive note, it was found that JP was able to lay the groundwork for a second phase, to coincide with the new EI take-off dates. The JP succeeded in Institutional capacity building and creating a link between skill development and self-employment through the introduction of the TREE approach, which stimulated creation of handicraft associations.

Other positives include:

- The Investment promotion centre CPI has adopted the SPX/RECP process for improving the competitiveness of local business service centres
- The development of a more coherent legal-policy framework and a new employment policy framework linking MNEs and local economic development
- The drafting of a national content law (pending approval)
- Strengthening the watchdog function of the Extractive Industry Transparency Initiative (EITI)

## Emerging lessons learnt

- 1) The capacity of adjusting program components, including strategy, program targets and outputs to changing conditions is a key indicator for learning capacity, and can become a crucial factor for its success. JP was able to adjust program to the changes in context conditions including modifying outcome and output targets and respective activity patterns. It shows the learning capacity is a crucial factor for program management. It also underlines the importance of keeping outcome and output goals in strict logical coherence. Furthermore, all adjustments made need to be documented in all program documents, requiring conducting regular updates.
- 2) Target definition need to rely on empiric data, and not merely on politically shaped wish lists. The mission found that while JP departed from comprehensive problem description and based its strategic approach on the results of a baseline study, target setting was hampered by a lack of quantified labour market and business outlook data in and around EI MNE. Job creating impact of big investments are traditionally high, but, as program document clearly indicated did not yet materialize. Policy targets are meant to raise expectations in respective target groups, but it may result in demanding too much of an implementing development program, and increase the risk to create disappointments, in terms of young trainees' hopes of finding a job and industrial SME's expectations of finding new business opportunities.
- 3) Gender mainstreaming is an important program aspect in particular in development interventions that are focussing on remote rural areas and are targeting attitude change. The JP capacity to match its gender targets encountered major obstacle in existing gender roles, which made it difficult to get women to participate in skill building and in business related capacity building aspects. As a result gender targets were not completely achieved.
- 4) The experience from the JP also underlines the importance of conducting a comprehensive risk assessment, even more so, when program success is depending on private investment decisions and its implementation.

- 5) Institutional capacity development is key a condition for strengthening broad-based “buy-in” and support by stakeholders, as well as for the sustainability of impact. JP subscribed to the good practice consisting in including institutional capacity building as a crosscutting issue. However, we found that there is still room for improvement, notably what concerns the need to enhance effectiveness and sustainability of institutional capacity building measures including a-priori planning and budgeting post-capacity building activities.
- 6) Local economy and local customers and their characteristics need to play a greater role in development interventions focusing on local economy and self-employment promotion. Data show local businesses are characterized by low skilled management and workforce, and are lacking funds to finance the necessary capital investments necessary for complying with big buyers’ quality norms. As a consequence they remain largely dependent on local markets and on low cost local customers. Inclusive local economic development approaches need to take greater care of these local characteristics; the use of the TREE approach can be considered as a step in the right direction.

## Key Recommendations

The evaluation recommends that the JP:

1. Organize a follow up phase of the harnessing programme, but make sure that it is coinciding with the effective take-off of MNE EI activities.
2. Recruit an M&E official attached to the programme manager as a means helping strengthening operational programme management, as well as stakeholder communication and coordination.
3. Ensure that a result framework organizes outcomes and outputs in a logically coherent manner showing a causal result chain between outputs and outcomes.
4. Target setting must be informed by labour market data - desegregated by activity sector, company type, contract type and occupational profile (demand side) and by occupational skill levels (supply side) - in order to rationalize employment targets.
5. Strengthen risk analysis in the programme document, based on a comprehensive risk factor assessment and ranking, including formulating risk mitigating measures.
6. Formulate an exit strategy negotiated with national cooperation partners and agree on a post programme road map that includes financial responsibility.
7. Undertake a SWOT analysis of targeted institutions and agencies before conducting capacity-building measures including the planning, budgeting of follow-up activities in order to enhance the effectiveness and the practical value of capacity building measures.
8. Fully apply the TREE approach, and include microfinance institutions, as a compulsory requirement in skills-building programmes related to self-employment, or local SME capacity.
9. Broaden the scope of programme interventions completing the TREE transition approach, from skills development to self-employment, and look into designing after-capacity-building measures for local companies.

# Independent evaluation of SDG-F Joint Programme More and better jobs in Cabo Delgado province and Nampula province

## Introduction

The United Nations Joint Programme More and better jobs in Cabo Delgado and Nampula province – harnessing the job opportunities in the new economy in Mozambique seeks to contribute to improved articulation between stakeholders to promote sustainable livelihoods for young people (both male and female) and female-headed households, through adjusting economic policies and strategies to generate sustainable employment. Supporting the Mozambican government’s “Country Mining Vision”, policy approach the Extractive Industries (EI) sector has been a signature issue for the UN<sup>1</sup> for several years. The low impact of Multi-National Enterprises (MNEs), on wealth and job creation in particular, in the natural resource extraction sector in Mozambique is the fundamental development challenge addressed by the Joint Programme (JP).

## Programme Background and Context

Mozambique’s economy has achieved robust and impressive growth rates over the last few years but this has not translated into job creation, socio-economic inclusion, or to reduced levels of inequality. On the contrary, the perverse effects of growth without distribution have created a situation where the number of working poor has significantly increased, and increasing numbers of workers are trapped in a poverty cycle.

The rate of vulnerable employment has worsened, as have all basic inequality indicators. The richest 10 per cent in the country earn nearly 40 per cent of national income while the poorest 20 per cent account for just 5 per cent of the total. Underemployment and unemployment in Mozambique affects women and youth in particular. Young women are hit the hardest with a double blow of age and gender discrimination.

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<sup>1</sup> The issue of Extractive Industries was chosen by the UNCT as a “signature issue” for joint policy and advocacy work at country level in 2011.

These trends suggest that the current economic structure and the drivers of its growth, do not provide the basis for rapid, decent job creation, and will not allow Mozambique to quickly graduate from membership of the world's least developed countries. The Mozambican economy shows little structural transformation, its recent growth relying mostly on mega-projects in the extractive and energy sectors

These sectors are capital intensive, so by nature they do not generate sufficient jobs or opportunities for the fast-growing young population of Mozambique, while a generally under skilled work force undermines economic and social development, power and cultural dynamics have traditionally excluded women from full economic or social participation.

Resource extraction currently accounts for about five percent of GDP, a contribution that is growing all the time, on the back of recent discovery of coal and gas deposits. Natural gas has been discovered in two main areas in Mozambique, namely the Mozambique Basin in the South and the Rovuma Basin in the North. However, the full potential of the benefits of foreign direct investment (FDI) to the local economy in Mozambique have not been realised due to prevailing challenges associated with the business environment - the availability of qualified local skills, and the prevailing level of local productive capacity - which limit both the quality and consistency of local sourcing.

Local suppliers are seldom considered as vendors to supply goods and services to the extractive industries or other MNEs further limiting their potential capacity to supply goods and services of the quality and in the quantities required by MNEs. The current production technologies and capacities of national and provincial based SMEs do not meet the requirements of MNEs operating in the extractive industries, creating a negative perception of the potential capacity of local SMEs to perform in supply-chain and procurement processes.

The provincial and district authorities in Nampula and Cabo Delgado Provinces, on the other hand, are not yet equipped to provide business services and technical support to local SMEs to enable them to respond to supply chain and procurement opportunities. Local communities and villages are excluded from the opportunities and benefits that MNEs and SMEs could provide in a transformed and functioning business development model.

This exclusion is destined to grow without:

1. Coordinated effort to match MNE needs with the capacities of local SMEs
2. Investment in creating a better-trained local workforce
3. Community and civil society's interests and rights related to economic participation being championed.<sup>2</sup>

#### *Nampula and Cabo Delgado provinces*

The population of Nampula and Cabo Delgado Provinces totals 6.74 million, with 4.88 million in Nampula and 1.86 million in Cabo Delgado. Women account for 51 per cent of the population. The latest data (2012) suggests that the unemployment rate in Cabo Delgado and Nampula is 17.4 per cent and 25.5 per cent respectively. Around 90 per cent of people are employed in the low status, low productivity agriculture sector, only 6.1 per cent and 7.8 per cent of the workforce, in Cabo Delgado and Nampula respectively, work in non-agricultural related activities.<sup>3</sup>

In Cabo Delgado 6.4 per cent of the workforce receives a salary, while 63.1 per cent of provincial residents are self-employed and 30.7 per cent work without remuneration. Similar percentages can be found in Nampula Province where a slightly higher number of people (41.3 per cent) working without remuneration. The self-employed are mainly engaged in micro and small enterprises in the informal sector. The gender difference between male and female employment in the two provinces is relatively small<sup>4</sup> but the data shows that the large majority of women work in the exploitive agricultural or precarious informal sectors, characterised by poor working conditions, low rewards and high insecurity and a general lack of social protection.

## Programme Rationale

The Joint Programme rationale is based on structural transformation theories that seek to bring about increased agricultural productivity, an integrated economy and rising per capita economic growth rates. Within this broad theoretical framework, the JP takes a multisectoral approach operating at several levels seeking to improve overall system efficiency.

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<sup>2</sup> For example, several thousand people have to be resettled to develop the Afungi project in Palma District in Cabo Delgado Province, but the environmental and social impact assessment study, comevaluated by the investors, makes no reference to affected communities or to livelihood creation.

<sup>3</sup> 81.7 per cent of men and 78 per cent of women in Cabo Delgado and 70,9 per cent of men and 67.9 per cent of women in Nampula with a job. Source SDG-F 2016 JP Programme

The current proposal aims at strengthening a sub-cluster of structural transformation processes and practices in the two target provinces of Nampula and Cabo Delgado by targeting the level of compliance of MNEs in the extractive industries with local content policies and sustainable business practices.

The programme seeks to improve human capital and enhance workforce readiness with vocational skills and competencies that will increase employability, while encouraging national and local SMEs to capitalize on supply and value chain opportunities and to provide services or products to meet the needs of the extractive industries.

## Programme objectives and outcomes

The Joint Programme had the ultimate goal of supporting the creation of gender friendly, sustainable, new jobs for young men and women and the development of sustainable small and medium-sized enterprises (SMEs) in the provinces of Cabo Delgado and Nampula.

The Programme objective is based on documented facts (ILO, p. 2015) that multinational enterprises (MNEs) and the extractive industry (EI) in particular, represent an opportunity, which is far from being exhausted in terms of absorption of local labour and the integration of SMEs into their value chains to the benefit of local economies.

The JP defined four outcome goals with respective result targets, linked causally to four Key JP Outcomes (in the case of the first three goals).

**JP Outcome 1:** MNEs in the extractive industries comply with local content policies, sustainable business practices, and apply gender and age sensitive policies to recruit nationals.

**Target:** 30 per cent of MNEs operating in the two provinces.

**JP Outcome 2:** An improved and more egalitarian workforce with vocational skills and competencies have improved employability opportunities in Extractive Industries firms and in SMEs operating in value chains feeding into the EI sector.

**Target:** Creation of at least 1,500 direct jobs and 1,500 indirect jobs, of which at least 50 per cent will be for women and at least 25 per cent for young men and girls.

**JP Outcome 3:** National and local SMEs capitalize on supply chain/value chain opportunities and provide environmentally sustainable services and products to the extractive industries.

**Target:** At least 250 SMEs to start-up and/or develop and expand, of which at least 35 per cent will be run by female entrepreneurs.

**JP Outcome 4;** Decision makers, national and internationally, have better access to data for formulating job creating measures and strategies in relation to Extractive Industries.

**Target:** Systematically document and disseminate project's outcomes, lessons learnt and achievements to local, national and international counterparts.<sup>5</sup>

### 1.3 Programme Implementation approach

The JP is participatory and its focus complements the national policy goal of ensuring that the revenues generated from the country's resource wealth contributes to the growth and enhancement of Mozambique's financial, human, social and physical capital stock. (UNCT, 2013)

The Mineral Resource Development Policy and Strategy Framework are anchored to the third national Poverty Reduction Action Plan (PARP) that sets out the country's development vision for 2025.<sup>6</sup>

Agenda 2025 provides a broad strategy framework that explicitly references the promotion of employment and self-employment and equal opportunities in access to

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<sup>5</sup> Outcome 4 is different compared to the first three outcomes. While the first three seek to provoke planned changes in programme environments, Outcome 4 is aiming at improving policy, programme management, and decision-making capacities. This is reflected in the target for Outcome 4.

<sup>6</sup> Employment (both demand and supply side) is one of the three pillars of the Government's five year plan

work, the development of human capital, and the revitalization of the private sector with an emphasis on promoting good quality work.

The PARP provides a more specific framework for government efforts to reduce poverty in Mozambique, namely to combat poverty by building the human capital of the country. It provides a roadmap for the country's transition to a green economy where a comprehensive valuation of natural capital, development of, and investment in, green jobs, are drivers of economic growth and development.

This is reinforced in the National Dialogue on Employment and Job Creation in the New Economy, supported by the World Bank and UN, which also served as consultative forum for the elaboration of the UN Joint Programme.<sup>7</sup>

### 1.3.1. Economic Transformation

Connecting EI sector with the national and local economy is an area of concern and active engagement for the UN in Mozambique, requiring a multisectoral strategy. The multi-level approach of the JP aims to bridge the gaps between EI MNE and local systems based on structural transformation theories of socio-economic development.<sup>8</sup>

As contextualized by the UN Economic Commission for Africa (2013), structural transformation is described by the Africa Union as the key challenge for commodity-dependent-economies.

Analysis is focused on four key, interrelated processes

1. A declining share in both GDP earnings from agriculture and employment opportunities in the sector,
2. Increased rural-to-urban migration underpinned by unequal rural and urban development.
3. The rise of a modern industrial service economy, and
4. A demographic transition from high to low births and death rates to lower rates

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<sup>7</sup> Recommendations: National Dialogue on Employment, March 2014, Maputo. Cited in SDG-F Programme Document 2016

<sup>8</sup> In 2012, a Task force produced the One UN Position Paper on Resource Management Natural and Extractive Industries in Mozambique, setting standards and a code of conduct for the UN for engaging with private sector partners, and identifying areas of comparative advantage for the UN in Mozambique in the context of extractive industry

The UN argues that current opportunities could be transformational and represent a unique chance for Mozambique to realise its development goals with its own resources. (UNCT, 2014) Economic and structural transformation seeks to bring about increased agricultural productivity, an integrated economy and rising per capita economic growth rates. Within this framework, the JP uses a multisectoral approach to facilitate structural transformation with gender mainstreaming as a crosscutting issue:

1. Targeting the level of compliance of MNEs in the extractive industries with local content policies and sustainable business practices;
2. Enhancing the readiness and increasing workforce employability with vocational skills and competencies, and
3. Facilitating more awareness of potential opportunities in the supply and value chains that service the extractive industries, along with greater participation by national and local SMEs.

### 1.3.2. Multisectoral development activities

The JP approach of linking interventions with ongoing or planned development activities is in line with both Delivery-as-One and the “matching fund” approach of the UN. Within this approach, The Joint Programme’s interventions are articulated within, and around existing programmes including:

The ILO’s professional skill building project with a strong emphasis on women, implemented in both target provinces by Labour Ministry and INEFP, and funded by Norway.

A Korea International Cooperation Agency (KOICA funded ILO skills-building project in Cabo Delgado province, using the Training for Rural Economic Empowerment (TREE) approach for offering skill training and start-up kits to young people and women for self-employment, which offers capacity building for trainers and other stakeholders.

The UNIDO project Youth Employment through Business Linkages implemented in partnership with CPI, using the UNIDO-owned linkages platform Subcontracting and Partnership Exchange (SPX) as a building block for supply chain links with MNEs in the two target provinces.

A UNIDO business-link-potential assessment between Irish heavy sands MNE, Kenmore linkages and the Tupito-Moma community and the Irish heavy sands company, Kenmore, and an initiative in association with the Ministry of Industry and Commerce to create one-stop-shops (BAUs) to facilitate the licensing of businesses in Nacala (based on a successful pilot in Nampula).

The JP's focus on strengthening local government and agencies fits well with the UNDP's decentralisation programmes and its focus points: strengthening local economic development planning capacities, and promoting a development policy dialogue as a platform for civil society participation.

### 1.3.3. Theory of Change

Within the general global structural transition framework, the Joint Programme focussed on three key areas, namely skills development, private sector supply chain development and an “enabling policy, legal and regulatory framework.” These efforts are underpinned by the ‘Theory of Change’ which identifies unlocking activities. In terms of the Joint Project, training and capacity building are used, at an individual level to change individual mindsets and attitudes towards salary jobs in terms of ethics, rights and duties, while technical skills development increases employability.

The JP envisages opportunities provided by MNE acting as an economic pull factor for national businesses and job seekers with downstream (local firms rising to meet demand) and upstream (provision of vocational training, through to policy formation) activities forming layers around the EI core, (SDG-F JP 2016).

The JP sees merit in providing access to information increases individual capacity to access both decent jobs and make informed decisions regarding a wider range of options and opportunities.<sup>9</sup> At the institutional level, the JP seeks to facilitate and broker opportunities for change (for instance by linking buyers and sellers). At a systems level JP seeks to support an enabling environment by identifying, assessing and addressing impediments to job generation and by creating incentives for local businesses.

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<sup>9</sup> “The approach of the project is to empower women and men in affected communities and the civil society representing them, by providing access to objective information that contribute to realistic expectations and to useful information that enables them to protect their rights and interests and to maximize the benefits from the growth of extractive industry, while supporting institutionalization of their participation in planning and monitoring processes.” (SDG-F JP Document. 2016)

## 1.4. Programme budget and resource use

### Funding and budget distribution:

The comparative advantage of a Joint Programme approach is that it allows for broadening of programme funding.<sup>10</sup> In the case of the JP, funds come from two sources: from SDG Funds provided by Spanish Cooperation AECID, amounting to US\$1.5 million and the same amount in matching funds is contributed by UN agencies and their donor organizations.

#### *SDG Funding by Agency:*

ILO	US\$750,000
UNDP	US\$400,000
UNIDO	US\$350,000

Under the Matching Fund provisions, the ILO will add US\$ 600,000 matching funds received from the Korean International Cooperation Agency (KOICA), part of a US\$1.6 million grant received for implementing a vocational skills-training project in Cabo Delgado. UNDP is matching funds amounting to US\$ 500,000, while UNIDO is contributing with US\$ 400,000, covering costs for specialized technical assistance, e.g. facilitators and trainers, rental of vehicles and premises, and support of other expenses related to technical evaluations and the organization of events.

Funds are almost equally distributed across the three to JP Outcomes, while the fourth JP outcome is defined as a crosscutting outcome aiming improving overall data and information quality.

#### *Budget Allocation:*

JP outcome 1: Total: US\$ 775.000 SDG-F: US\$ 215.000 and US\$ 560.000 from matching funds (ILO: US\$ 345.000, UNDP US\$ 215.000 )

JP Outcome 2: Total: US\$ 750.000 SDG-F: US\$ 350,000 and US\$ 400.000 from matching funds (UNIDO)

JP outcome 3: Total: US\$ 750.000 SDG-F: US\$ 215.000 and US\$ 330.000 from matching funds (ILO: US\$ 80.000, UNDP US\$ 250.000 )

JP Outcome 4: Total: US\$ 90.000 SDG-F: US\$ 45.000 and US\$ 45.000 from matching funds (ILO: US\$ 10.000, UNDP US\$ 35.000)

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<sup>10</sup> The term Matching funds describes a cost sharing principle, where matching funds are set to be paid in equal amount to funds available from other sources, i.e., as in this case, the core JP donor funds. Matching fund payments usually arise in situations of public goods or charity.

*Target beneficiaries:*

JP activities occurred in Nampula City and the municipality of Nacala, Nampula province, and in Cabo Delgado province, in the provincial capital of Pemba as well as Palma, Mocimboa da Praia and Montepuez districts.

The intended beneficiaries are: SMEs, business owners and managers, local governments, communities and representatives of women, youth and other groups requiring special attention, such as the SME sector labour force and a focus on women.

The Programme was designed to benefit the population of the Provinces of Cabo Delgado and Nampula - and young men and women who are either job seekers and/or emerging and existing entrepreneurs in particular.<sup>11</sup>

Women are the principal focus group, and the JP set out to explicitly target a broadening of local partnerships and participation to ensure a positive discrimination towards women and youth's representatives.

## 1.6. Programme management

The Joint Programme comprised three UN agencies: ILO, UNIDO and UNDP with the ILO as the Coordinating Agency. The UN agencies worked according to the "Delivering as One" concept note (UN, 2006) combining, the experiences and competencies of ILO, UNDP and UNIDO in supporting the Mozambican Government in its efforts direct EI investment towards the benefit of the national economy.

More specifically the JP was guided by the One UN Policy Note on the Role of the UN concerning Natural Resource Management and Extractive Industries in Mozambique (UN Taskforce 2012), setting up standards and identifying five areas of comparative advantage for the UN when engaging with private sector partners.

Joint Projects JPs assure flexible, coordinated and predictable funding as they bring UN agencies together through joint planning, implementation and coordination mechanisms, to support nationally led and owned programmes. The programme document details activities contained in a common work plan and budget, between two

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<sup>11</sup> The selection of programme sites and target groups followed the recommendations of the National Dialogue on Employment, 27-28 March 2014, Maputo

or more collaborating UN Agencies. It also details roles and responsibilities of partners in coordinating and managing the joint activities. (SDG-F JP Document. 2016)

In this case, the core JP programme was “sub-divided into a number of separate projects assigned to each of the participating UN agencies in order to maintain clear agency responsibilities for their implementation.” (ibid) This allows each agency to focus on its respective fields of expertise and competency and to continue building on existing working relationships with its national partner organizations as envisaged in the One UN concept note. (UNCT, 2013)

For this JP the ILO was focussed on improving the supply of qualified labour; UNIDO on supporting and promoting industrial development through support to industrial private sector institutions; and the UNDP on supporting the establishment of transparent regulatory frameworks, taking into account social, ecological and fiscal aspects of extractive industries.

Resource mobilization for Joint Programmes is supported by a country level Joint Resource Mobilization Strategy that aims to attract resources in addition to those pledged by the participating UN Agencies.” (United Nations Joint Programmes Guidance Note #4)

The JP took place over two and a half years, starting with a four-month inception phase on 30 January 2015 and concluding on 30 June 2017, two months beyond the planned end of 30 April, to allow more time to conclude all programme as planned and required.

## Programme Structure

The ILO appointed a programme coordinator responsible for the implementation of the ILO’s component, and focal point for the activities to be implemented jointly by all the agencies involved in the programme. The Programme Coordinator represents the programme and ensures the coordination of the joint delivery. Because of budget constraints, UNDP and UNIDO staff were not paid by the programme, but are contributing to staffing costs through its matching funds.

JP had a two-level coordination structure composed by a National Steering Committee (NSC) as the decision-making body. The NSC has overall responsibility over the JP and provides strategic guidance and oversight (it approves the Programme Document including revisions, work Plans and budgets ), The NSC is co-chaired by Deputy Labour Minister and UN resident coordinator. The steering committee was composed of the UN JP agencies, a member of Spanish cooperation and representatives of the ministries’ partners, overseeing a management committee, where all relevant

implementing parties such as Participating UN organizations, Government representatives and civil society representatives as appropriate are represented. (TOR, 2016)

## 1.7. Evaluation background

The Sustainable Development Goals Fund (SDG-F) is a development cooperation mechanism created in 2014 to support sustainable development activities through integrated and multidimensional Joint Programmes. It builds on the experience, knowledge, lessons learnt, and best practices of the Millennium Development Goals (MDG) and the MDG experience, while focusing on the fostering of sustainable development, public-private partnerships, gender and women's empowerment as cross-cutting priorities. The SDG-F aims to act as a bridge in the transition from MDGs to SDGs providing concrete and documented information on how to achieve a sustainable and inclusive world as envisaged in Agenda 2030 for Sustainable Development.

The SDG-F Joint Programme Evaluation is based on the ILO Evaluation Policy adopted by the Governing Body in November 2005, requiring systematic evaluation in order to improve quality, accountability, transparency of the ILO's work, to strengthen the decision making process and support constituents in advancing decent work and social justice and is a requirement for all Joint Programmes in the last three months of implementation.

## 1.8. Evaluation Purpose and Scope

A final project evaluation serves three main purposes:

1. It gives an independent assessment of progress to date of the project across the four outcomes; assessing performance as per the foreseen targets and indicators of achievement at output level; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities.
2. It evaluates the impact of the Joint Programme against the proposed changes or outcomes.
3. It provides strategic and operational recommendation and shares lessons learnt to be utilized and built on by future projects.

The evaluation process is designed to promote accountability, organizational learning, and allow for analysing both achievements and weaknesses, while documenting impacts, good practices and lessons learnt in efforts to fulfil core agency mandates and meet SDG targets.

The Evaluation focussed on all programme aspects and constituents ranging from management and implementation to key stakeholders. The final evaluation includes all UN participating agencies: ILO, UNDP and UNIDO with analysis identifying lessons learned for development interventions, and recommendations that can be used by future development interventions in this area.

## 1.9. Clients of the evaluation

The primary recipients of the evaluation were:

The UN's SGD-Fund, the Spanish Government's Agency for International Development Cooperation (AECID) as a donor to the SGD-F, the government of Mozambique as the recipient country, constituents, the UN agencies ILO, UNIDO and UNDP responsible for implementation of the project along with their Mozambique staff and offices, the UN Resident Country Coordinator (UNRCO), and other relevant stakeholders.

## 2. Evaluation approach and methodology

In accordance with the ILO's guiding approach the evaluation, the evaluation team undertook the assignment in a consultative and participatory manner. This evaluation report provides an objective, unbiased and truthful analysis of findings that are clearly separated from the interpretations and conclusions presented in the sections on lessons learnt and recommendations.

The evaluation applied a participatory evaluation approach which consisted of documenting and analysing the results of the document review (see document list in Appendix 7), with the narratives and explanations of 35 programme stakeholders interviewed which is then analysed utilizing all programme documentation according to the specific objectives listed in Appendix 3

The evaluation was guided by the ILO policy guidelines for results-based evaluation, which details the principles, rationale, planning and managing for evaluations. (ILO 2012) and conducted according to the criteria set out in the JP Terms of Reference (TOR) using the OECD/ DAC evaluation method<sup>12</sup>, which assesses programme performance according to five main evaluation criteria:

1. Relevance
2. Effectiveness
3. Efficiency
4. Impact
5. Sustainability

The specific objectives and key questions applied are found in Appendix 3

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<sup>12</sup> OECD (2010) DAC Guidelines and Reference Series: Quality Standards for Development Evaluation.

## Evaluation process and phases

The evaluation started on 19 June 2017 until end of July 2017, when the last stakeholder interviews took place in Maputo, and all documents were received.<sup>13</sup> Stakeholder consultations initiated and concluded with key stakeholders located in Maputo. Provincial stakeholder consultations took place in Palma, Montepuez and Pemba in Cabo Delgado province and in Nampula city and Nacala in Nampula province executed by two Delphi research teams working in parallel during the first week of July 2017.

The evaluation took place in four phases

- 1) Data collection: document review and subsequent the evaluation of an inception report, presentation of preliminary findings and outlining evaluation approach, methods, instruments, and timelines.
- 2) Stakeholder consultations.<sup>14</sup>
- 3) Data analysis: triangulating information from desk review and stakeholder consultations resulting in the first draft of the evaluation report
- 4) Report writing and review: A second draft report was subject to comments and recommendations from the ILO evaluation department in Abidjan, resulting in this draft.

The evaluation process started with a kick-off meeting between evaluation team and UN JP Management staff, laying the ground rules for organizing the evaluation process.

The document review consisted in analysing all relevant programme documents as well as other key documents on the extractive industry, professional training and labour markets and private sector, as well as government strategies and policies in areas of interest. Document review started immediately after contract signing and stretched until the end of July when the final documents were finally obtained for evaluation.

Interviews were conducted with 35 programme stakeholders located in Maputo city, as well as in the two provinces of Nampula and Cabo Delgado, including Nampula and

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<sup>13</sup> As per Evaluation Plan (Appendix 4)

<sup>14</sup> A list of all documents reviewed (Appendix 7) and a list of stakeholders interviewed (Appendix 5) are appended this report.

Nacala municipality and the provincial capital Pemba, as well as the project sites in Palma and Montepuez.<sup>15</sup>

Interviews were conducted with stakeholders who included:

Management staff from the three UN agencies, with interviews conducted at the beginning and at the end of information gathering process  
Representatives from national implementing government agencies at central and local levels, including INEFP, DNPDR, CIP, SDAE, BAUs, CSN etc.  
Programme beneficiaries, including institutions, local companies, agricultural producer associations, trained young job seekers and recipients of start-up kits.

The selection of programme stakeholders was based on a list provided by the programme management team, reproduced under Appendix 5. All interviews were conducted under terms of confidentiality. Stakeholder interviewing started end of June and had to stretch into mid-end July for reasons of stakeholder availability and to allow for the gathering of required documentation and additional information. For the purpose of comparability of information, semi-structural interviews, combining closed and open questions (Appendix 6) were used.

The evaluation team applied, at all times, the professional ethical principles guiding research and information gathering processes, including the ethical evaluation principles in the DAC guidelines. (Australian Development Cooperation, 2009)

A first draft was submitted on 18 September 2017, followed by a second draft incorporating comments received on 30 September. This draft final report was produced with guidance from the ILO evaluation team, and submitted on 4 December of 2017.<sup>16</sup> The report was then shared with the Programme Management Committee, with the SDG-F and the donor. The comments received are incorporated in this final version.

## Constraints and limitations

Constraints became apparent in both the document review (desk research) and the stakeholder consultation phases.

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<sup>15</sup> Due to the geographic and time/cost challenges, it was not possible to include Mocimboa da Praia in stakeholder consultations.

<sup>16</sup> The ILO then contracted an editor to revise completely the structure and the language of the report (Note of the ILO)

The OECD/DAC evaluation methodology underscores the importance of a rapid and comprehensive information flow of all key documents as well as a complete stakeholder list as basic requirements for any evaluation exercise. (Australian Development Cooperation 2009).

The team did feel that sound planning would have helped things run smoothly with the stakeholder interviews. In general, interview subjects had been informed of the evaluation, it was a great pity that both provincial directors of Rural Development, in Nampula and in Cabo Delgado were not reachable.<sup>17</sup>

In terms of site-specific challenges, the long distances between project sites in Cabo Delgado province posed the biggest logistical limitation and difficult geography of Mozambique's Northern provinces did not make the work of the evaluation team any easier.

A lack of comprehensive information about the programme made the analysis phase challenging. For instance, while questions regarding efficiency were answered based on information found and made available, information for assessing JP impact and sustainability was not provided when needed or expected. This rendered the evaluation incapable of producing evidence-based answers to questions such as: "How has the joint Programme contributed to solve the needs and problems identified in the design phase, in particular with reference to the baseline situation?" and "To what extent did the Joint Programme have an impact on the targeted beneficiaries?" or "To what extent has the capacity of beneficiaries (institutional and/or individual) been strengthened such that they are resilient to external shocks and/or do not need support in the long term?"

### 3. Analysis of key findings

The following sections provide the main findings of the evaluation organized around key areas as described by the ToR, namely programme relevance and strategic fit, validity of design, programme performance and effectiveness, management arrangements, efficiency of resource use, impact orientation and sustainability. Inevitably, there is always a risk of redundancy when discussing evaluation questions, especially when evaluation questions were also redundant.<sup>18</sup>

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<sup>17</sup> It is worth mentioning that two attempts to actualise a key meeting, as planned on the evaluation schedule, were defeated by unyielding work demands on the diary of the UN resident coordinator.

<sup>18</sup> For example, evaluation question C under the impact complex, and evaluation question B under the sustainability complex, are identical. Of course, the question was answered only once and in the section assessing impact.

### 3.1. A short resume of the Joint Programme

It cannot be stressed enough that JP's capacity to reach its development objectives was severely compromised by Anadarko and (Italian MNE) ENI decision to postpone the start of EI activities. Construction work, identified as a significant creator of employment opportunities, supposed to go ahead during JP project period, did not start during the period. Nor did production start in 2018 as originally planned.<sup>19</sup> JP management staff reacted to this fact by introducing changes and by adjusting some of its targets and activities. This was reported in the form of a 'technical note' presented to the Steering Committee in mid-2016<sup>20</sup>.

The changes included a revision of 'JP outcome 2' job creation targets and a shift away from a demand-led employment approach to a supply-led approach. The new job creation target amounted to 1.395 jobs, 405 in Cabo Delgado and 993 in Nampula, resulting from support to business services centres, the promotion of business links, and from skill development programmes using the TREE approach and aimed at facilitating self-employment. The gender equity target changed from 50 per cent to 30 per cent.<sup>21</sup> These changes were made after a request from Labour Ministry issued during a NSC meeting held on 5 May 2016.<sup>22</sup> It was expected that complementary KOICA/TREE project would assist an additional 750 young people and guide them towards self-employment.

Changes were also necessary for 'JP outcome 2' target due to difficulties identifying eligible industrial companies- in particular those run by women. This should not have been surprising considering that it is a known fact that most industrial companies in Cabo Delgado and Nampula operate in the informal economy and have minimal EI supply chain potential, if any at all. The JP started mapping companies located outside

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19 Anadarko had planned to go ahead with Stage One activities in 2014, including construction of facilities including an aerodrome, a dock, access and accommodation, as well as dredging; followed by stage two activities including construction of the liquefaction unit, an underwater branch including a pipeline and related infrastructure; LNG reservoirs, jetties and docks, other operational infrastructures and gas treatment units, in 2015. Construction works in both years would have created a rather high demand for labour and in sub-contracting local companies over a limited period. **Source: SDGF 2014 baseline study**

20 SDGF: Technical Note on the current situation of the programme with regard of the targets of jobs created and small and medium enterprises supported. Undated Document.

21 SDGF/JP: Steering Committee Meeting minute, Maputo, 05/05/2016

22 A representative from AECID raised the need for programme changes reacting to the changes in programme parameters during a management committee meeting on 1 June 2016. Sintese da Reuniao do Cmte de Gestao, held at UNDP. The minutes of the second Steering Committee meeting held on 29 November 2016 in Pemba, followed by a site visit, does not clearly indicate whether these changes were discussed and approved. In any case, they never made it into the result and monitoring framework, which remained unchanged.

the two target provinces; and its employment target shifted from job creation towards job consolidation.<sup>23</sup>

Other changes resulted in the cancellation of activities and the introduction of new activities, all of which will be presented in more detail in chapter 3.3. Among the most notable changes where: firstly the shifting of activities from the planned tripartite job pact goal around EI MNE (output 3.2) towards the development of an Employment Policy; and secondly supporting the dissemination of information about the Extractive Industries Transparency Initiative (EITI), instead of pursuing the enhancement of public awareness regarding local employment opportunities (output 1.4).

Adjustments were also made with regard to the implementation of partnerships. The programme document stresses that responsibility for implementation remains with the Labour Ministry, through the Employment and Vocational Training Institute (INEFP), which assumed the responsibility of organizing skills-training programmes for young women and men and for post-training activities applying the TREE approach.

The Ministry of Industry and Commerce, through its National Directorate for private sector support, assumed responsibility for implementing measures aiming at improving the business environment. The National Institute for Promotion of Small and Medium Enterprises (IPEME) was supposed to take a lead role in implementing the strengthening and development of SMEs, however, implementation roles quickly shifted, putting the National Directorate for Rural Development Promotion (DNPDR) in the lead for implementing the business environment part, while the Centre for Investment Promotion (CIP) assumed responsibility for implementing the activities targeting SME competitiveness.

## 3.2. Programme Relevance & validity of design

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<sup>23</sup> A 2012 MSME survey undertaken by FIN SCOPE underlines that the low skilled, largely underfinanced character of small local businesses described in other studies has not changed over the years, especially when it comes to obstacles to accessing finance. The study reports that: The 4.5 million MSME owners own an estimated 4.9 million businesses (meaning, some business owners have more than one business). They are mainly individual entrepreneurs (without any employees – 93.3 per cent) and micro-businesses (1 – 4 employees – 6.6 per cent). The sector is driven by wholesale and retail (44 per cent), as well as agricultural activities, forestry and fishing (22 per cent). Most of the businesses are located in the rural areas (87 per cent), and operate mainly from residential premises (46 per cent). They are largely informal (not registered – 89 per cent) and relatively young (mainly start up and growth phase, 66 per cent are in operation for 5 years or less. (FinScope, 2012)

This chapter is focussing on the analysis of programme relevance, strategic fit and design, assessing to what extent JP did contribute to solve the needs and problems identified in the design phase.

### **3.2.1. Alignment with UN and national policy, priorities and programmes**

The JP was fully aligned with UN strategies and the United Nations Development Assistance Framework (UNDAF), and with key national policies aimed at more inclusive economic development around EI. This assessment was also shared by all JP stakeholders.

It was fully aligned with UNDAF Outcome 2: increased access of vulnerable groups to new opportunities with special focus on decent employment allowing improving income and quality of life, and its four outputs with gender streamlining constituting a cross cutting goal attempting making male dominated extractive industries work for women and women empowerment. UNDAF Outcome 2 outputs are:

Output 2.1.: MSME in five poorest provinces adopt market and value chain-oriented management and business practices;

Output 2.2.: MSME in the five poorest provinces have access to effective market models and information systems

Output 2.3.: Selected microfinance organizations (MFIs) provide increasingly inclusive micro-financial products in line with the needs of vulnerable groups

Output 2.4.: Labour Ministry and other key Ministries have the expertise to put gender sensitive decent employment policies and strategies into operation, in coordination with other relevant stakeholders

The Joint Programme was also aligned with Outcome 2 in the economic development pillar, and with some of the Governance outcomes; notably

- Outcome 6: Strengthened democratic governance systems and processes guaranteeing equity, rule of law, and respect of human rights at all levels
- Outcome 7: Quality of participation of civil society representatives improved in selected provincial Development Observatories, selected District Consultative Councils, and APRM National Forum,
- Outcome 8: Government and civil society provide coordinated, equitable and integrated services at decentralized level.

JP was also well aligned with national policies. It is aligned with the national Agenda 2025 - a broad strategy framework that explicitly references the promotion of employment and self-employment and equal opportunities in access to work, the development of human capital, including the revitalization of the private sector with an emphasis on promoting good quality work.

The same goes for the other long-term national development strategy 2014 – 2035 focussing more specifically regarding the role the EI sector should play in the industrial development process, underlining the need for a comprehensive regulatory framework, as well as the need to strengthen the capacity of national and local companies.<sup>24</sup>

It is also aligned with the poverty reduction strategy and plan (PARP) designed to combat poverty by way of building the human capital of the country. In addition, it is aligned with Government's five-year plan most notably with its third pillar focusing on employment (both demand and supply side) as a means for poverty reduction. PARP underlines the importance of employing women, recognizing the positive role that a gender-specific investment in skills development could have for the entire economy and society.

The JP was also well aligned with national sector strategies, such as the Mineral Resource Development Policy and Strategic Framework, including promotion of Mozambique in EI transparency initiatives; the National Decentralization Policy and Strategy; the Rural Development Strategy; the Corporate Social Responsibility Policy established with UN support; the National Programme for Decentralized Planning and Finance; and the Roadmap and Action Plan to the Transition to Green Economy.<sup>25</sup>

### 3.2.2. JP's strategic fit

The JP's paramount objective, which is harnessing employment opportunities in and around EI, is also aimed at showing how significant foreign investment projects in the mining industries can be made to work for the national economy.<sup>26</sup> The evaluation found that the programme strategy of approaching the employment job creation and employment problem through a multisectoral approach was valid. Although JP did fail to achieve its employment targets, this comprehensive approach, of identifying and unlocking the employment potential in and around EI MNE (demand side) through policy measures focusing on increasing local operators' and job seekers' fitness (supply side), has not lost its validity. Even more so considering that this strategy also included introduced changes in the institutional environment and in its legal and in policy frameworks, putting a special emphasis on local government.

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<sup>24</sup> Republica de Mocambique (2014) Estrategia Nacional de Desenvolvimento 2014 – 2035, Maputo, Julho 2014

<sup>25</sup> UNDP/Coperacion Espanola: SDGF Joint Program Document Form

<sup>26</sup> The Joint Programme document's problem analysis, stresses a decoupling of EI from national economy and labour markets, citing the 2013 UNCT study on natural resource management and extractive industries in Mozambique. This is also backed by prior studies, all coming to similar conclusions that EI driven economic growth does not equal economic development. For example: Carlos Nuno Castel Branco (2010) *Economía extractiva e desafios de industrializacao em Mocambique*, Cadernos IESE, no1/2010.

Is the Joint Programme the best option? This is a difficult question to answer without being able to compare it with alternative settings and approaches. An alternative might be a single UN agency subcontracting support in areas it is lacking competency and capacity. This would have the advantage of a clear vertical coordination structure enhancing control. On the downside, it would require organizing multiple tendering processes for selecting subcontractors, while the need for control could also increase organizational transaction costs.

Furthermore, the feasibility of the one-agency option would depend on the availability of competent NGO. It might be easier to find NGO with a proven record, capable of running skills-training programmes, using the TREE approach and organizing community development - as is already happening - than working with local private sector using UNIDO's SPX/benchmarking model.

Another alternative could be that of the Spanish Cooperation assuming direct programme responsibility and contracting the implementing agency, instead of channelling funds through<sup>27</sup> the UN. Given the range of JP interventions, this would translate into contracting several implementing agencies, each responsible for a single programme component. Donor organizations would gain direct control over the development intervention and its objectives. On the other hand assuming full programme management would require a significant additional investment.

Given the experiences and the know-how already accumulated, the evaluation team concludes that it would be best to stick with the JP format in the event of a second phase. It would become necessary, however to strengthen M&E and operational management by adding an M&E official to assist the programme coordinator.

**Did the JP result in strengthening Institutional capacities?** The success of any policy programme depends on its capacity to implement the measures designed to produce the planned changes judged necessary to resolve the problems identified. Consequently, programme success depends largely on the implementing agencies and agents and how implementation process is conducted and organized. Without good implementation process, no additional values will result and resolve the problems of programme beneficiaries.<sup>28</sup> Institutional capacity building in implementing and targeted institutions as well as in target beneficiaries was a deliberate strategic choice.

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28 Renate Mayntz (1983) Implementation politischer Programme II, Springer Verlag

It not only constituted a development priority, but also was also rightly recognized as a key element for assuring the sustainability of the development interventions realized.<sup>29</sup> Institutional capacity building measures were implemented at the level of INEFP, CPI, and CSN.

### 3.2.3. Validity of design

While the evaluation found the overall intervention strategy was valid, it found that project design could be improved. Four issues in particular stand out:

1. The JP design did not include a thorough risk assessment notably in relation to the dependency of the intervention logic on private business decisions in the Rovuma basin MNEs.  
At the time of the evaluation the JP did not formulate yet a clear exit strategy including getting an agreement on post – programme activities, which are necessary for the sustainability of the achievements from the development intervention, and to demonstrate the national ownership. Sustainability cannot rely merely on the expected effects of institutional capacity building.
2. Changes in programme could be better presented and documented in key programme documents such as the result framework, work plan and monitoring plan. They were however included in implementation plan.

How well the Programme worked in comparison to the theory of change developed for the Programme. The JP applied a valid multisectoral approach concentrating on the unlocking of factor conditions in order to unleash its potential for job creation. JP's Theory of Change stipulated that on the individual level, trainings and capacity building would trigger a change in mind-sets and attitudes towards salary jobs in terms of ethics, rights and duties, while technical trainings and skills development would result in lifting capabilities to access job opportunities.

On the institutional level, the Programme produced and facilitated new opportunities for change, in terms of business possibilities, linking buyers and sellers, and in terms of information flow. On the system level, the Programme would contribute in creating a more enabling environment and create incentives for local business and job generation.<sup>30</sup>

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29 JP SDG-F Program document, p. 30ff.

30 JP Program document: JP theory of change

JP/UNDP led activities aiming empowering civil society organizations focused on CESC NGO, which is expected to implement activities empowering local community on EI matters and local content policies. However, according to CESC, community work has yet to start.

Right now, the employability of professional training graduates in and around EI cannot be judged as JP skill training efforts have shifted its focus towards self-employment in local economy. The market effectiveness of JP's strengthening of national industrial SME's competitiveness can also not be assessed, as supply chain links with EI MNE did not yet materialize.<sup>31</sup>

On the other hand, the methodology applied for strengthening the competitiveness of local companies has already attracted interest and was adopted by the national implementing partner CPI. The creation of supply chain relationships between local agricultural associations and big buyers are still in an infancy state and local producers struggle with a lack of capital in order to match the necessary quality requirements. Access to funding has become even more difficult due to Central Government's decision of suspending the District Development Fund (FDD).

### 3.3. Effectiveness

#### 3.3.1. JP performance by outcomes and outputs

MNEs showed a great interest in complying with the local content policies; unfortunately the law is still under discussion at the time of the final revision of the evaluation (July 2018).

JP failed to deliver on its original job creating target (JP Outcome 2) to which all JP components were aiming at, i.e., resulting in 1.500 direct jobs in EI and another 1.500 indirect jobs in supply chain companies to EI, 50 per cent of which for women and

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<sup>31</sup> It is however important to note that since the end of the final evaluation the situation of the operations of the extractive industry changed drastically. The operations started and the local government counterparts informed the ILO that all the people trained during the project and available for work are now employed by ANADARKO in the construction and other related activities. The impact of the program cannot therefore be measured fully during the evaluation but the program benefitted greatly the population after the end of it (NB: note of the program Coordinator)

another 25 per cent for young people (JP 2). However the program fully achieved the revised target.<sup>32</sup>

Because of the mentioned late starting in the operations of the MNEs the program didn't fully achieved the objectives of the Outcome 3, (three National or local SME capitalizing on supply chain opportunities and provide environmentally sustainable services and products to extractive industries).

With regard to the crosscutting issue of gender mainstreaming, the early exit of UN-Women, due to a lack of funds did not help either for the pursuit of gender goals, and gender goals ended up downsized. Identifying local businesses run by women turned out a challenge too difficult to handle, as was enrolling young women in planned numbers in skill development courses. A gender assessment of the employment constraints in Cabo Delgado was produced,

#### **3.3.1.1** *JP outcome 1: principal achievements:*

The development and approval of the Mineral Resources and Strategy Implementation Plan (PREM) (Output 1.3) was achieved. The PREM implementation plan was presented in a joint UN MIREME validating conference in March 2017<sup>33</sup>. The effectiveness of its HR component aiming enhancing local employment opportunities" still need to be tested in Cabo Delgado, once EI activities finally go ahead.

The drafting of National Content Law draft was also completed. Among others, it compels foreign investment projects to prioritize national service and goods providers over Foreign Service providers (Art. 4, 8), and introduces a supervising National Content Evaluation (CCN) whose task description is defined in Articles 5, 6, and 7. MNE are also required to produce a National Content Plan, detailing on technology transfer, on hiring of local workers and on professional training, and to submit annual reports to CCN, who has the power to impose sanctions in case of failure to so (Art. 9.13.14.)<sup>34</sup> the participatory preparation process leading to the National Content Law proposal was supported by UNDP matching funds.<sup>35</sup>

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32 Please see also the previous note on the impact of the program after the effective starting of the EI activities

33 With participation of participants from other ministries and other government institutions, the UN, civil society, media, private sector, academia, and other partners

34 Proposta da lei do conteúdo nacional, Document provided by UNDP.

35 Information provided in monitoring reports regarding output 1.3 is somewhat conflicting: while the January 2017 report stresses that finalization of Mineral resource policy implementation plan changed,

Capacity building of CESC (Centro de Aprendizagem e Capacitação da Sociedade Civil) was concluded, aiming empowering it for conducting future 'community development' programmes. CESC staff were trained in legal and related issues connected to the Extractive Industry and management of the Community Development Fund management (CDF).

250 young job seekers from Palma, Mueda and Mocimboia da Praia enrolled in IFPELAC organized professional training programmes in early 2015 in carpentry, masonry, tourism and hospitality. The expected employment creation inspired by EI MNE materialized only after the end of the program (please see note 31). IFPELAC also implemented five (5) capacity building programmes for trainers for a total of 60 participants in areas like Entrepreneurship, quality control of professional training measures and in how to identify business opportunities around EI.

Changes made in the implemented changes in output goals and definitions. With regard to outputs contributing to JP Outcome 1 (and independently from the question of logical coherence):

#### Output 1.1

The projected research project on global practices in PPP between TVET and industry in output 1.1 was cancelled and substituted by the mentioned gender assessment of employment in Cabo Delgado;

The two studies aiming measuring trainees' satisfaction with IFPELAC training quality, and employers' satisfaction with the skill levels of staff recruited in output 1.2, were also cancelled. Instead JP organized five (5) capacity building measures for professional trainers and teachers in "training delivery and of course management". On the other hand was introduced the distribution of start-up Kits to IFPELAC graduates accepting forming artisanal producer associations. It included providing start-up Kits to graduates in Nampula, which were trained by IFPELAC without any direct JP involvement.

The Output 1.4 goal of promoting "enhanced public awareness of, and transparency in the promotion of local employment opportunities in EI sector" was cancelled.

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after request from MEF and MIREME in favour of developing the National content policy, while August report declared both evaluations as accomplished.

Also cancelled:

- 1) the organization of public debates on employment opportunities in EI,
- 2) a research project on best practices,
- 3) activities promoting south-south learning
- 4) the creation of a local employment monitoring system,
- 5) the realization of a demand lead research on EI.

Instead, output activities focussed on the dissemination of EITI, building capacity in local NGO Centro de Aprendizagem e Capacitação da Sociedade Civil (CESC) related to local community development work and Extractive Industries. These new activities complement the capacity building activities for local NGO and on local communities' figuring as activity 3.3.3., in JP Outcome 3 component, aiming strengthening the participation of non-State actors in matters of local employment policies.

#### **3.3.1.2. JP outcome 2: principal achievements:**

Output 2.1.

472 company profiles uploaded in SPX MIS, of which 15 from Cabo Delgado, and 46 from Nampula. Five big buyers, Mozal, Portucel, Plama, Vale, Kenmare permanently attached to the Business to Business (B2B) programmes. Another 15 are already 'engaged' in the programme, i.e., have shown interest in adhering to it. It should be added that national content law will further boost local industrial and construction companies' interest in participating in the process.

The JP made 129 matches between buyers and suppliers, including 3 domestic companies linked to South African buyers as part of CPI's international matchmaking effort.

Output 2.2: 69 companies have been benchmarked, exceeding the UNIDO target by 68 per cent

These have been shortlisted and provided with assistance to link to 20 companies interested in international joint ventures, with 16 SPX companies linked with European Investment Bank (EIB) and including organizing participation of Mozambican firms in international B2B events, one in Germany – Hannover Messe 2017 -, and one in China – PIGA event in Guangzhou in 2016, have been organized 12 B2B events with 280 B2B meetings

Output 2.3:

One BAU workshop has been held in Nampula, and two BAU staff trained in enterprise development.

Assessment of Cabo Delgado BAU has been done in a joint evaluation between UNIDO and MIC/DASP.

#### Output 2.4.

14 out of 40 companies have been RECP assessed, of which 4 companies, which are already part of SPX MIS.

Have received training 80 national consultants and company representatives in RECP methodology, which constitutes an overachievement of initial target in 80 per cent .

#### Changes made:

Output 2.1: the evaluation did not find evidence that the domestic field study among large domestic and foreign enterprises in Mozambique mapping out supply chain” and assessing demand for it, was realized. The same observation applies to the ‘piloting of local supply chain in industrial maintenance sector, which was introduced as an additional activity in the revised implementation plan.

Output 2.3: cancelled the supply chain target with 4 agro-processing business joining the MNE’s supply chains.

#### **3.3.1.3. JP outcome 3: principal achievements:**

The National Employment policy (EP), was approved in October 2016, the Implementing Plan of the National Employment policy was drafted and finally approved by the Cabinet in January 2018. The JP supported the drafting of the policy, the dissemination seminars and a communication campaign. production of a brochure. It also supported the drawing of an EP implementation plan, which was still pending at the end of programme. EP constitutes a framework for tripartite employment policies, and is organized around five action pillars:

- 1) Human capital development
- 2) Job creation (of new jobs)
- 3) Priority sectors: agriculture and fisheries, manufacturing industry, mineral resources and Energy, and tourism and culture.
- 4) Decent work agenda
- 5) Labour market information system, occupational safety and health, and other cross cutting issues, gender, HIV and people with disabilities.<sup>36</sup>

It also completes National Content law, in particular the paragraph requiring the organization of social dialogue between investors and local communities on matters

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<sup>36</sup> MITESS (2017) Employment Policy, Maputo, April 2017. The employment policy is advancing principles, which urgently need to translate into a concrete action plan – the planned implementation plan -, including a funding and an expenditure plan. EP’s information on funds and funding a quite general referring to national planning system, PES and to mid-term and annual budget law.

like skills development, employment, corporate responsibility and community well-being.<sup>37</sup>

The dissemination of EP and capacity building measures aiming of Tripartite Labour Council (CCT) and Workers Unions have been concluded. With funding from matching funds JP has been conducting institutional capacity building activities in local Business Service Centres (CSN)<sup>38</sup> including producing a new CSN user manual.<sup>39</sup>

The UNDP has conducted capacity-building of NGO CESC, who are expected to implement community development work, which has yet to start. Capacity building has also included managing the community development fund in partnership with Cooperativa para Terras Comunitárias and the Community development.

### Programme Changes in JP Outcome 3:

Compared to JP Outcome 2, which saw a comparably limited amount of changes in outputs and activities, JP outcome 3 was object of rather significant changes. This concerns changes in:

- Output 3.1. The output was targeting the creation of employment action plans, which did not come to pass. Instead activities shifted towards the support to the employment policy, including funding an action research on employment creation potential by mega-level mineral resource extraction projects, and of a mass media advocacy strategy.
- Output 3.2., requiring tripartite job pacts with collective action of EI partners for employment creation. This output was cancelled and activities shifted to Output 3.1., enhancing publicity and public hearings on the matter of designing a new employment policy. Activities included conducting an evaluation of former employment and professional training strategy ending in 2015, and organizing capacity building for workers' unions and the tripartite labour council CCT.
- Output 3.3., targeted local employment development agencies. LEDA have a similar role as the district Business Service Centers (CSN). Its main objective is to help communities and territories to gain greater planning autonomy in local economic development matters, through the

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<sup>37</sup> EP, *ibid.*, 5.1.1., measures on investments and local content.

<sup>38</sup> MITADER/DNPDR (2017) *Projecto de Financas e mercados inclusivos: liccoes do projecto na promocao do desenvolvimento economico local 2012 – 2016*, Maputo, Maio 2017. The document is taking stock of CSN as one key component of inclusive markets. We understand it is also linked with the community development fund (FCD) which emerged as part of the local legislation LOLE, - a Lei dos Órgãos Locais do Estado. It is alimented by own revenues and by local tax revenues. Estimated budget in 2016 amounted to almost 1.400.000 USD.

<sup>39</sup> MITADER/DNPDR (2016) *Relatorio do Forum dos Centros de Servicos de Negocios*, Namaacha, 3-6 de Maio, 2016.

production of local economic knowledge and the development of entrepreneurship, cooperatives, micro-small-medium enterprises, and public-private partnerships. UNDP through its programmes PNPFD and ART-PAPDEL has been supporting the empowerment of LEDAs as a key instrument for the “Rural Development Strategy” in Mozambique. LEDAs in Nampula and Cabo Delgado Provinces have enabled the integration of local development plans within broader Strategic District Development Plans in 5 districts in Nampula and 4 in Cabo Delgado. LEDAs also supported the production of marketing brochures reflecting the main territorial value chains and business opportunities at district level. The two LEDA in Cabo Delgado and Nampula were expected to play a central role in the promotion of local employment opportunities in JP output 3.3. Although four value chains in agriculture and hospitality had been identified, the development of respective development plans and policies did not materialize, due to capacities too weak to go ahead, and support concentrated on the strengthening of local CSN, which emerged as the main target for local economic development promotion. This was confirmed during stakeholder consultations where it was underlined the CSN constituted the main JP target.

- Output 3.4., required establishing nine business centres, or Business Service Centres (CSN) in 9 districts. Among the four activities planned: 1) support the development of CSN, 2) strengthen capacity of LEDAs, 3) strengthen business and management capacity of emerging entrepreneurs and local SME, and 4) promote local business opportunities based on local content agreement with EI and within the framework of social responsibility, only the first one was fully achieved and, via CSN also elements of activity 3 and 4.

#### **3.3.1.4. JP outcome 4: principal achievements**

With regard to JP output 4.1: JP successfully conducted a baseline study, which fed into programme strategy and design. JP also produced a monitoring plan and issued four monitoring reports, which were discussed during NSC meetings. The end-of-programme evaluation is currently underway.

While JP output 4.1: is on track of being fully achieved, JP output 4.2: was only partly achieved. Evaluation considers that activity 4.2.1, 4.2.2, 4.2.3, and 4.2.8, have been achieved: programme information was disseminated to all stakeholders and the public; an employment website, was created, and a national dialogue on employment initiated, including policy development and business to business links.

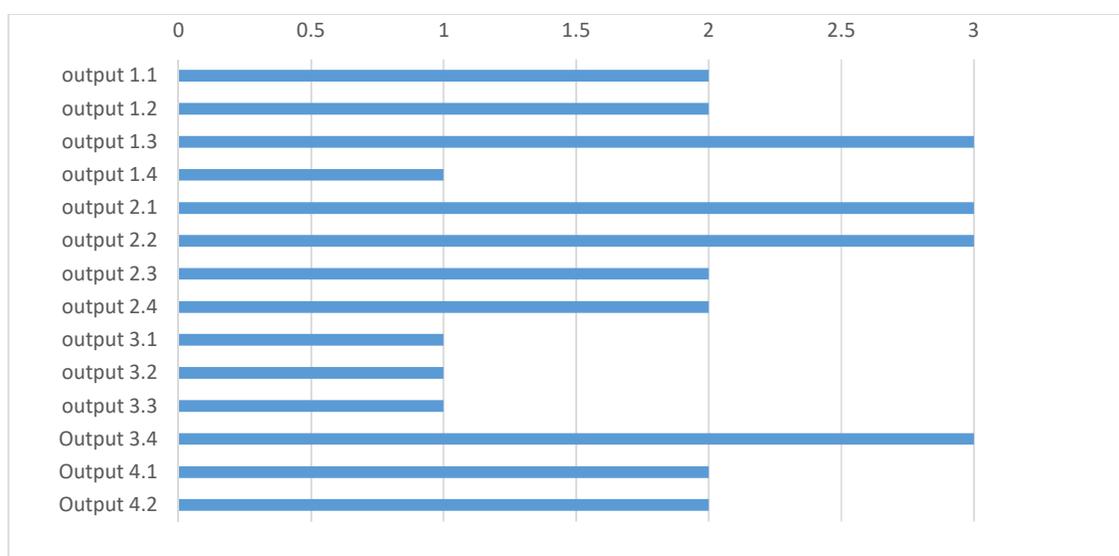
#### **3.3.15 Matching Funds:**

Matching funds contributed to the following realizations:

## Independent evaluation of SDG-Fund Joint Programme: More and better jobs in Cabo Delgado province and Nampula province

- Skills training of 150 young people from communities in construction and hospitality;<sup>40</sup>
- Training of 80 trainers from IFPELAC and private sector<sup>41</sup>. Both activities were funded by Norway
- Skills development of 1.000 beneficiaries from rural communities in Cabo Delgado using the TREE approach, i.e., training for rural economic empowerment, funded by Korean Cooperation agency KOICA.<sup>42</sup>

Figure I Output performance rating, based on UN JP Agency managers' self-assessments



Legend: 3 = Output fully achieved; 2 = partially achieved; 1 = dropped and activities redirected

40 Written Information provided did not provide further details on gender distribution and localities.

41 See footnote above.

42 OIT/IFPELA/KOICA (2017) Projecto TREE: Manual de acompanhamento e avaliação de formação, Março 2017. TREE approach intends to provide a more comprehensive response to skill - and after-skill building needs, by including an access to funding module.

## Joint Programme Output Performance (self-assessment by programme managers)

### *3.3.1.6. Gender and other cross cutting issues*

Gender equity aspects were meant to play an important role in JP, with targets requiring a 50 per cent female participation in training programmes and in employment opportunities, while 35 per cent of supported SME were to be woman run companies. NSC mid-term revision drastically reduced the job creation target and, in the wake of these cuts reduced the gender target from 50 per cent to 30 per cent . Given the weak labour market demand JP decided shifting the job creation dynamics away from a demand lead towards a supply side lead approach, using the TREE methodology.

Regarding the gender target achievement in the just mentioned skills development to self-employment component, the number of young women benefitting from ILO IFPELAC training activities as well as from Start-up Kits distribution was at 42 per cent and 41 per cent respectively. The percentage of women reached by entrepreneurship empowerment reached 22 per cent .<sup>43</sup>

With regard to the gender target for SME participating in SPX, benchmarking process target was reduced from 35 per cent to 26 per cent, while extending the geographic reach of the JP to the whole country. When it comes to, participation of women in the management of SMEs catalogued by SPX, the JP attained 15 per cent , with youth at

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43 SDGF: Joint Program Information

26 per cent. The number of women headed companies working with business service centres from increased from zero to ten.<sup>44</sup>

Capacity building and Institutional capacity building constitute another important crosscutting issue, even more so because the JP approach considered it a cornerstone for guaranteeing the sustainability of development interventions, as previously mentioned further up. In this regard, how did the JP perform?

The JP successfully implemented capacity-building measures for INEFP management staff, INEFP/IFPELAC trainers as well INEFP/INEP staff, and also successfully introduced the TREE methodology. As has been mentioned, the JP shifted its primary skills-development objectives from aiming at improving labour market employability towards promoting self-employment.

The TREE approach included distributing start-up Kits to participants under the condition that they joined a handicraft association. All the 47 kits have been distributed and created conditions for self-employment for more than 220 young people. Other TREE inspired measures included the setting up of a local support structure composed by village/community elders having the authority to offer advice and help resolve eventual conflicts among members.

Some critical issues arose regarding the use of TREE approach with INEFP staff on the ground doubting whether the legal model of associations was the right framework. Firstly, specifying the number of 10 participants can become a source of conflict, even more so as it increases the rotation time for the individual use of the only Start-up Kit by association.<sup>45</sup> The non-inclusion of links with financial institutions was also identified as an important issue.

It is advisable to strengthen synergies between the JP TREE approach and UNDP's ongoing efforts in promoting micro finance and access to credit,<sup>46</sup> even more so considering that the state funded micro-financing mechanism FDD was without funds for the second year running.<sup>47</sup>

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44 Source: SDGF: Joint Program Information, 01/08/2017. No percentage information given, nor was it possible to calculate a gender ratio.

45 This point was made by IFPELAC in Nacala. A similar critique was issued by the AECID representative during stakeholder consultations in CD

46 UNDP/MMF (2016) UNDP Microfinance in Mozambique: achievements, prospects and challenges, June 2016, by Fion de Vletter, stresses the UNDP's pivotal role in coordinating donor efforts in this area. A critical assessment of MFI notably what concerns its worth in promoting income generating activities can be found in Milford Bateman (2010) Why doesn't microfinance work: the destructive rise of local neoliberalism, Zed Books, NY

47 Information captured from stakeholder information in Nacala and Montepuez

Institutional capacity building also resulted in enabling CPI to use of UNIDO's SPX registry. It included training CPI staff and consultants in the use of RECP methodology. However, the capacity building process was focussed on central level CPI staff and did not include similar capacities in provincial CPI and local agencies, like the one-stop shops (BAUs). As a result, the company mapping and benchmarking process is entirely implemented by staff from the central CPI unit.

It is worthwhile adding that the purpose of benchmarking is to enable local firms to learn how to improve their own competitiveness; a process which in order to become routine practice, cannot exclude local business services.

The institutional capacity building process also helped to improve local business service centres (CSNs), created in 2012 as part of rural development strategy. Capacity building measures here included the training of CSN and local staff and the production of a new operational manual. According to comments received during interviews CSN, it helped improve the CSNs capacity to service local agricultural and horticultural producer associations, supporting them in establishing supply chain links with big buyers, local supermarkets and catering firms.

Support is necessary given the underdeveloped state of these associations, which are still struggling with administrative hurdles, like getting a NUIT tax number or DUAT licences to use production sites, and with basic business practices like quality management, accountability and invoicing.<sup>48</sup>

According to big buyers consulted, the fact that imported goods still have significant advantages in quality and costs, constitutes an important handicap that affects the viability of the existing local agricultural and horticultural producer associations. The other aspect, mentioned by CSN staff on the ground, is the little cooperation among the government agencies, and the fact that CSN have, as of yet, no role to play in the district fund allocation mechanism (FDD), which confirms the lack of horizontal cross agency interaction on the ground.

### 3.3.2 Success stories

The evaluation identified the following success stories:

ILO's use of TREE approach in professional training programmes, which has already been taken over by IFPELAC starting putting a greater emphasis on post-training activities, in terms of internships, the provision of start-up kits for self-employment and of promoting the creation of producer collectives.

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<sup>48</sup> Point made by big buyers during stakeholder consultations

The appropriation of SPX-benchmarking methodology for improving local SME matchmaking opportunities by CPI; and

The UNDP/DNPDR led capacity-building of local business service centres CSN increasing their potential value in orienting and supporting local agribusiness in terms of business management and in terms of business links with big buyers like catering firms and supermarkets.

On a system level, the successful drafting of a National Content Law proposal as well as of the Employment Policy, both benefitting from JP support can also be qualified as a success story

### 3.3.3. Factors that influenced programme performance.

Table 1 resumes the external and internal factors the evaluation has identified that influenced programme performance:

**Table 1: Factors impacting on JP performance**

	Positive	Negative
Internal	Country knowledge of all participating UN agencies	Understaffing of Programme management unit, which hampered the management of programme instruments – in terms of regular updates of result framework and working plans - and of increased synergies between JP partners.
	Combination of SDG Funding and matching funds	The logical coherence between development outcomes and outputs in result framework
	National partners' openness in appropriating new practices and methods introduced by the JP – for example TREE approach, SPX model.	.
		The quality of the Baseline Study, failing to provide quantitative forecasts on employment potential in and around by activity sector and

		occupation profile, which defaulted the definition of realistic targets
		Politically motivated gender, employment and business opportunity targets, increasing the risk of failure to deliver on these targets.
External	Alignment with national and UN policy priorities	The postponement of EI MNE activities, which deprived the JP of its pull factor, and which turned out a major risk factor for the achievement of the JP development goals.
	Articulation with ongoing UN programmes	The highly centralized and departmentalized nature of Mozambique's political administrative system, functioning along a strict hierarchical commando chain, opposing decentralization and horizontal inter-institutional cooperation.
	The long standing partnership history between UN and national partner organizations and the mutual knowledge of strengths and weaknesses	A poor, only slightly improving economic and business environment in the two target provinces

### 3.3.4. Lessons learnt regarding JP's effectiveness

1. Strengthen the human resources for programme management, partner coordination and the management of programme tools through the recruitment of a full time M&E officer attached to the leading JP Manager.
2. Improve risk analysis and include an exit strategy in programme planning and design, including agreeing on a road-map for post programme activities, implementation responsibilities, targets and funding.
3. Include, plan and conduct follow up measures in institutional capacity building projects;

4. Avoid defining over-optimistic targets.<sup>49</sup>
5. Avoid unplanned delays between activities directly aiming at target beneficiaries and make sure that agreed on timetable for implementing the planned follow up measures are respected.
6. Design and implement institutional capacity measures on the back of a combined need & SWOT analysis of the respective national partner organization in order to make sure that capacity building corresponds to the needs and the responsibilities of the partner organization, and agree on a plan on post-training follow up measures.
7. Explore all opportunities for enhancing the already existing JP inter-agency synergies.

### 3.4. Effectiveness of management arrangements

The Joint Programme is made of the three UN Organizations, ILO, UNIDO and UNDP, with ILO assuming the role of the coordinating agency. The ILO Programme Coordinator represents the programme and ensures the coordination of joint delivery. They are responsible for the implementation of the ILO's component, while also acting as the focal point for the joint activities to be implemented by the programme. Due to budget constraints, UNDP and UNIDO did not add any staff paid by the programme., instead they channelled their contribution to staffing and operational costs through respective matching funds.

Applying a participatory approach, the Joint Programme established a National Steering Committee which assuming the overall responsibility over all Programme activities. The NSC provides strategic guidance and oversight including approving Programme documents like annual Work Plans and Budget plans and of changes made. The National Steering Committee is co-chaired by the UN Resident Representative and the Deputy Minister of Labour with the participation of a representative from Government of Spain and Representatives of the Ministries partners of the programme.

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<sup>49</sup> "Unfulfilled expectations and promises around the resource boom represent perhaps the greatest risk in the long run. It is perfectly possible to envisage a scenario in which the gas boom results in anything but inclusive growth, in which a dramatic surge in investment provides limited job creation and economic opportunities (for Mozambicans in general and Cabo Delgado locals in particular), leaving residents to feel little but the price impact and Dutch disease pressures associated with the boom, especially at the local level." Anne Fruehauf (2014) Mozambique's LNG Revolution: a political risk outlook for the Rovuma LNG ventures, The Oxford Institute for energy studies, April 2014.

For the operational coordination of the Joint Programme, a Programme Management Committee was established consisting of relevant implementing parties such as Participating UN organizations, Government representatives and civil society representatives as appropriate. The evaluation found that NSC did not function very well in terms of effectively steering the programme's implementation process.<sup>50</sup>

Effective programme steering remained with the three UN programme managers, however, the evaluation found that JP's 'pooled approach' did not favour the Joint Programme Coordinator's position in terms of programme coordination. Their position was further weakened due to the previously-noted lack of an M&E official. This weakened effective programme coordination, the management of programme documents, as well as the exploration of possible inter-agency synergies.

With regard to the latter, and besides conducting joint evaluations in the field, interagency synergy could have been stronger, notably in cross cutting areas like access to funding and decentralization. In general, and this was confirmed during stakeholder consultations, the three JP agencies acted more like independent projects. Again, this is not surprising given the definition of JP, underlining that its primary role lies in facilitating receiving funds from different funding sources. As mentioned further up JP opted in favour of sub-dividing programme into three major, separate projects assigned to each of the participating UN agencies.

Interagency cooperation resulted in the following

- 1) The presentation of the Joint Programme to local governments
- 2) The UNDP and ILO cooperated in the ILO led market system analysis for the construction sector in Cabo Delgado;
- 3) The UNDP and UNIDO joined forces for the elaboration of the TORs for the consultancy charged with the elaboration of the National Employment Policy.
- 4) The UNDP collaborated in the ILO training on green construction,
- 5) The UNDP joined the ILO in attending the UNIDO/CPI workshop on SPX.

The evaluation also found that due to the importance of matching funds and of using the TREE methodology, KOICA should have been invited to become part of the JP NSC.

### 3.5. Efficiency of resource use

Financial management procedures, consisting in each agency being recipient of SDG and matching funds and responsible for its use, have already been described. During

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<sup>50</sup> In particular during the last Steering Committee meeting in Pemba in November 2016.

stakeholder consultations, all three JP agencies agreed on two issues: that the programme budget was largely insufficient (UNIDO) or just insufficient (ILO, UNDP); and that its timeframe was too short compared to its objectives.

Operating costs, including staffing and coordination, amounted to US\$ 635.000, with US\$ 470.000 from SDG fund, and US\$ 165.000 from ILO.<sup>51</sup> Costs for staff and other personnel costs amount to US\$ 510.000 (see table 2 below). As per UN regulation, Staff costs provided by an UN agency are not booked under matching fund.<sup>52</sup>

**Table 2 JP Budget by cost factor**

	SDG-F Budget (,000)	Matching Funds (,000)	Total (,000)
Staff and other personnel costs	470	40	510
Supplies, Commodities, Materials	20	170	190
Equipment, Vehicles and Furniture including Depreciation	20	115	135
Contractual services	240	240	480
Travel	70	50	120
Transfers and Grants Counterparts	660	690	1.350
General Operating and Other Direct Costs	20	120	140
Indirect support costs	0	75	75
<b>TOTAL</b>	<b>1.500</b>	<b>1.500</b>	<b>3.000</b>

51 Numbers based on our calculation

52 SDGF/JP Result Framework Matrix

The total amount of USD 1.500,000 funds approved have been transferred to UN agencies. The total expenditure is USD 1,482,878 With regard to the matching funds' financial performance, of the US\$ 1.500.000 approved and transferred, US\$ 1.500.000 have been disbursed and spent.<sup>53</sup> The evaluation concluded that these figures indicate that all funds were allocated and shifted around, whenever necessity occurred, notably in terms of changes in outputs and activities.

### 3.6. Impact

As has been stressed in inception report, Sustainable Development Goals (SDG) are “designed to finish the job” of the Millenium Development Goals, i.e.: to get to a statistical “zero” on hunger, poverty, preventable child deaths and other targets. This has strategic consequences considering that “getting to zero requires a real focus on the empowering the poorest and hardest to reach.” In doing so, SDG are aiming becoming less reliant on aid flow, and counting more on countries' ability and by pushing governments towards inclusive economic development strategies.<sup>54</sup>

Because they are part of the UN family, all three JP agencies are compelled to contribute to SDG. UNDP, through its work in favour of an enabling environment for sustainable social development; ILO, through its decent work agenda and the promotion of tripartite social dialogue between Governments, trade unions and Employers; and UNIDO, through its support to industrialization process in developing countries and the creation of local and national value chains.

JP targeted all beneficiary groups identified. For the reasons already presented JP did not yet create any measurable effects on SDG goals, illustrating “how extractive industry driven growth can be made more inclusive and job creating.” However, through legislative action and the inclusion of measures aiming enhancing civil society voice in EI policy matters, JP has laid the basis for future projects and programmes in this area.

Gender-mainstreaming suffered from rather unrealistic targets and from insufficient tools, a situation which was further aggravated by the exit of UN-Women.

Skills development programmes had mixed impacts: on the one hand, the failing promise of creating new job opportunities had a rather negative impact on young trainees that found their employment hopes unfulfilled, at least during the duration of

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53 SDGF Joint Program Information

54 ILO Independent End-Term Evaluation of SDGF: More, better and inclusive jobs in Cabo Delgado and Nampula: harnessing the opportunities of Mozambique's New Economy: Inception Report, Delphi Research and Consulting, Maputo, 22th of June 2017

the program. To what extent self-employment promotion using the TREE method will lead to sustainable self-employment still needs to be seen.

Local business service centres increased their range of action towards smallholder farmers, but are not armed to tackle their financing worries.

### **3.7. Sustainability: Probability of the benefits of the intervention continuing in the long term**

JP is continuing the long-standing UN government cooperation in areas of skills development, social dialogue and decent work agenda led by ILO; in inclusive socioeconomic development and decentralization led by UNDP, and in industrial development, the promotion of local companies and of technology transfer led by UNIDO.

The two major mechanisms to ensure sustainability of results and impacts are built on a combination of technology transfer and institutional capacity building, improving and developing existing knowhow. Institutional capacity building was integral part in all three JP components, but to what extent it will become sustainable will depend on its market use value as well as the new opportunity structures created. This observation applies not only to all three major beneficiary groups, to young job seekers, to the self-employed, and to the local businesses, but also to community participation and their effective capacity to make their voices heard.

In order to enhance impact and sustainability of what has been achieved so far, the evaluation recommends organizing a second or follow up phase. Its start need to be coupled with the effective start of MNE activities. A second phase would also allow testing and assessing the performance and effectiveness of institutional capacities built. It would also allow introducing and testing the validity of proposed changes in programme organization and programme components.

## **4. Conclusions**

The JP was very well-aligned with national and UN development priorities, as well as with the Spanish Cooperation's interest in employment and professional training promotion in and around extractive industries. Its multisectoral development approach combining supply and demand side aspects of employment and inclusive economic

development with institutional strengthening was based on a comprehensive problem analysis.

JP's chances of success were compromised after Anadarko and ENI, the two major operators, took the decision to postpone the start of their activities. Through this decision the programme lost its economic pull factor around which the programme was built, and without which the development strategy and its focus on strengthening the three economic push factors, i.e., a better skilled local workforce, a more competitive local business community and an improved political and legal framework.

JP also lacked formulating before the end of the program a comprehensive exit strategy including a post-programme roadmap, with clear indications on goals, resources and responsibilities. This does also count as a weakness.

In summary:

- The JP's holistic approach was relevant and JP's overall programme design was valid. The way that JP outcomes and JP outputs were linked in the implementation framework was, however, problematic.
- The JP showed a good capacity to adjust to the priorities of the national partner especially the labour ministry.
- The JP recognized the cross-cutting nature of institutional capacity building, although its approach is still leaving room for improvement.
- The JP introduced new expertise, notably the TREE methodology, to the INEFP, with the appropriation of the SPX registry and benchmarking through CPI, and the institutional strengthening of local business centres (CSN)
- The JP demonstrated its capacity for making adjustments in programme design as needed. Although these adjustments were somewhat affected by the fact that risk assessment was rather insufficient, we believe that creating change under difficult conditions qualifies as a good practice, even more so as they lay the important ground work for further development initiatives.
- The JP should formulate a comprehensive exit strategy around institutional capacity building, with a clear distribution of responsibilities, and clear roadmap of targets and funds.

## 5 Lessons Learnt and emerging good practices

### 5.1. Lessons learnt

**Define a logically coherent result framework.** The capacity of adjusting program components, including strategy, program targets and outputs to changing conditions is a key indicator for learning capacity, and can become a crucial factor for its success. JP was able to adjust program to the changes in context conditions including modifying outcome and output targets and respective activity patterns. It

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shows the learning capacity is a crucial factor for program management. It also underlines the importance of keeping outcome and output goals in strict logical coherence. Furthermore, all adjustments made need to be documented in all program documents, requiring conducting regular updates.

Based on the evaluation assessment and with reference to the Theory of change of the JP, a more coherent programme result framework would resemble this:

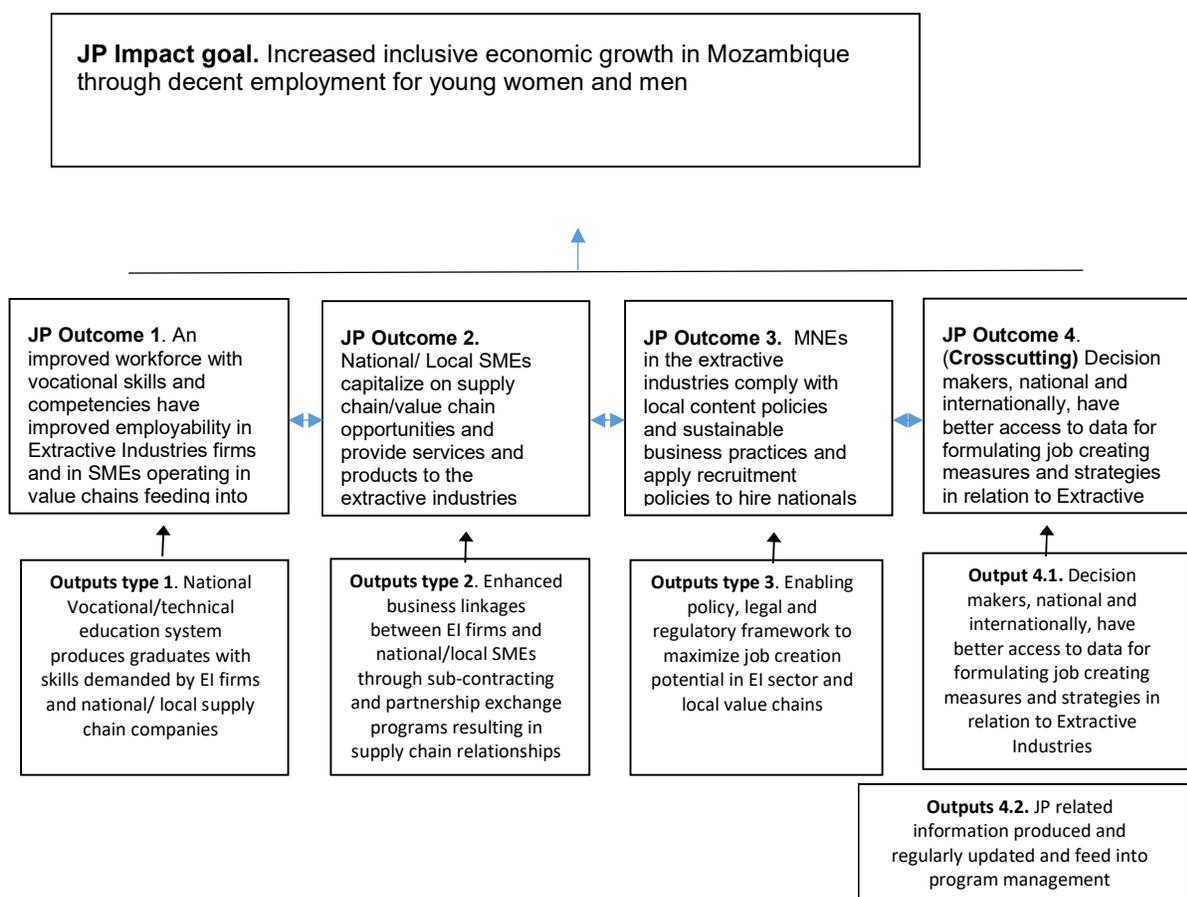


Figure 1 above: A new result framework proposal (based on Theory of Change)

2) Target definitions need to be realistic and based on empirical data instead of political considerations. While the JP's development strategy relied on a comprehensive problem description and the results of a baseline study, the latter did not produce quantifiable information on the labour market outlook, upon which realistic employment and business related targets could have been based.

3) In development interventions aimed at target beneficiaries in remote rural areas, gender mainstreaming is important.

4) A comprehensive risk assessment is necessary to raise awareness and increase response capacity to changes in programme context conditions. The fate of the JP illustrates the need of a comprehensive risk analysis in particular under circumstances when programme outcomes are depending on pending private investment decisions.

5) In order to enhance the sustainability of impact, development programmes need to formulate an exit strategy, in cooperation with national Government and national cooperation partners. Institutional capacity development is key a condition for strengthening broad-based "buy-in" and support by stakeholders, as well as for the sustainability of impact. In the JP institutional capacity building figured as a crosscutting issue, and should have been qualified as such in programme document.

The risk is that capacity building efforts can fail if they cannot reach beyond a certain core target group; along with the risk of an institutional brain drain, which is further raised by the principle of frequent staff rotation in public agencies – which hampers the ability to ensure that that built capacities remain in the institutions. The risk that new practices, competencies, and attitudes enter in collision with those existing and encrusted in Mozambique's highly centralized and hierarchical political-administrative system.<sup>55</sup>

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55 The impact of departmentalization and centralization built around strong top down commando chains is one key characteristic of Mozambican political-administrative system and stretches beyond partisan boundaries or decentralized entities like municipalities. Indeed, as various studies have confirmed, the organization structure of the "autarquias" is largely a copy of national centralized government structure, highly centralized and departmentalized. See Peter R. Beck (2016) Supply side assessment 1st draft. In addition, centralization also hampers information within and between administrative systems making it more resisting to delegation of tasks and responsibilities, hampering overall performance. Centralization and personalization of information can have for effect, happening in Nampula and partly in Cabo Delgado DPDR that in the absence of the Provincial Director as in Nampula case, no one is around, capable and willing to respond. It may indicate a certain lack of professional deontology and of a sense of responsibility, attitudes that should be taken into account when conducting institutional capacity building measures. French researcher Michel Crozier in a study on the functioning of then also highly centralized French political-administrative system how a culture of irresponsibility can emerge and thrive in such an environment. Michel Crozier (1981) O fenomeno burocratico, Editora Universitaria, Brasil

Capacity building measures should therefore, already include post-capacity building measures to ensure that new competencies and procedures are actually put into institutional practice. This bundle of measures is designed to enhance the sustainability of new competencies, and make sure that learning processes become more effective, in turn enhancing action capacities with special focus on lower political-administrative levels, in order to counteract what has been described as a “provincial culture”.<sup>56</sup>

- 6) Implement all four TREE phases in skill training programmes. (OIT/IFPELA/KOICA, 2017). One key message received during the stakeholder interviews was that the failure to include access to finance in skills-development measures, the distribution of start-up Kits to producer groups, in promoting agricultural producer associations, was a major omission. Graduates from IFPELAC training courses in CD and recipients of Start-up Kits were critical regarding the lack of IFPELAC certificates, as well as the fact that training programmes did not include pathways to funding.<sup>57</sup> Offering pathways, and providing access to micro-funding institutions should also extend to all programme activities aiming supporting producer and farmer associations, the latter being targeted by local CSN.<sup>58</sup>
- 7) With regard to the programme component 2, aiming improving service quality and competitiveness of local and national SME, the systematic inclusion of linkages with funding mechanisms is also crucial, in order to match the capital investment needs, which SME will face in order to improve production and the quality of products and services.

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<sup>56</sup> This term came up during stakeholder discussions summarizing a certain lack of trust in the action capacities of lower level agencies. Lack of trust is further increasing centralization and a top-down commando chain logics aiming limiting lower levels' scope of action.

<sup>57</sup> As latest World Bank press release underlines, “Mozambique’s overall ongoing economic downturn is likely to have a disproportionately negative impact on these emerging micro-, small and medium enterprises. (...) while extractives and other large industries are showing some resilience, the rest of the private sector—the green shoots of the economy—faces reduced growth in demand, higher costs, and more difficulties finding access to credit. Hence, re-establishing macroeconomic stability through a balanced mix of fiscal and monetary policy is a priority for private sector growth.” Current context creates a risk of reverting the moderate gains in SME and employment growth between 2002 and 2016. While formal private sector doubled in size between 2002 and 2015, from 28,000 firms employing 255,000 people in 2002 to 43,000 firms employing 463,000 people in 2015, labour market is characterized by strong geographical and sector imbalances. Two-thirds of the job growth took place in Maputo and two-thirds was in services. Around 75 per cent of firms have fewer than 5 employees; and approximately 40 per cent of Mozambique’s GDP is currently produced in the informal private sector, which makes it one of the highest shares in sub-Saharan Africa World Bank (2017) *ibid*.

<sup>58</sup> Again, stakeholder consultations with trainees and training providers as well with local agencies revealed the recurrent nature of funding and the necessity of improving information and, where possible including links with funding mechanisms, adapted to the specific conditions and needs of these informal businesses.

- 8) As concerns the organization of skill development courses having for the purpose income and job creation through self-employment, TREE approach already in use in Cabo Delgado could provide a template for future SDG-F supported professional training activities. This would require assessing the effectiveness of TREE experiences.
- 9) In order to turn self-employment into more sustainable programmes aiming at EI MN, the JP should pay more attention to the local economy and local customers. Data show that a great majority of local businesses, are characterized by low skill levels of management and workers, lacking the capacity of funding the capital investments necessary for rationalizing production process and service delivery in order to comply with big buyers' quality norms. They are depending on local markets and on local customers with low purchasing for their survival. This is particular evident in rural areas.
- 10) The evaluation found that local businesses struggled to meet the quality requirements of big buyers. Even after capacity building measures local industrial firms, and local industrial craft and artisanship found it hard to match the requirements necessary for being selected into supply chain links in and around EI and are much better equipped to local consumer demand. The general assessment, supported by UNIDO experiences during the JP, is that the majority of the Mozambican SME and of Mozambican workforce is unskilled or semi-skilled, qualifying them for temporary jobs in and around Extractive industries in the low skilled segment. This is confirmed by data from Cabo Delgado and Nampula. As the Tete example that shows labour market spill-over effects from extractive industries are unlikely to translate into permanent employment for the semiskilled. The same goes for local companies entering industrial supply chain relationships in the industrial maintenance of high tech equipment.<sup>59</sup>

This fact is reflected in a World Bank document on human capital and extractive industries stressing that:

*“The global extractives sector is characterized by very high investment risk and capital-intensive activities, requiring high levels of skills (...) Preparing more skilled youth for the oil, gas, and mineral sector is a great economic opportunity. This can be done by expanding capacity of technical colleges, universities and secondary school systems that can provide specialized programmes of appropriate magnitude and quality.”*

However, as the WB document concludes “whereas the development of tertiary level education programmes is fundamental” for matching extractive industries' skill demand, “the highest impact on poverty and jobs is likely to come from improving the relevance and quality of vocational secondary level education.”<sup>60</sup>

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60 World Bank (2014) Human capital for the Oil, gas and minerals industries, p. 3

The problem with this assessment is that it fails linking occupational skill levels with labour market segments<sup>61</sup>. Experience in coal sector in Tete suggest that high capital investment industries merely produce temporary jobs for the semiskilled and are therefore no viable job alternative. Semi-skilled workers, i.e., those emerging from INEFP training courses, on the contrary, and in particular those who opted for self-employment as well as local SME, find their market niche composed of local low income consumers.

While professional training institutions are already programmed for producing qualifications capable of offering low cost services and goods for this low income demand segment, making up for roughly 80 per cent of Mozambican population. Development programmes, like the SDG-F JP, that aim at job creation, should translate this distinction into concrete action, in terms of professional training organization and the inclusion of soft skills and microfinance, and in terms of support to local private sector by, again, including microfinance and enhancing basic business management, as well as by creating a responsive business environment.

The Mozambican government has already put forward special simplified licensing and tax schemes in order to facilitate local business creation and operation, which provides a positive legal framework for local businesses, offering a good starting ground for further actions promoting self-employment and SMEs. This measure is meant to further strengthen inclusive economic development, as well as to enhance JP's adjustment to the economic reality SME and self-employment projects are facing on a daily basis.

## 5.2. Emerging good practices

Emerging good practices are defined as practices that have shown 'proven marked results or benefits and is determined by the evaluator to be considered for replication or up-scaling to other ILO projects.'<sup>62</sup> The JP's strategic approach, built on a comprehensive and partnership methodology addressing the employment challenge,

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61 On the issue and the consequences of segmented labour markets, Richard Edwards: Segmented labour markets, in Michael Handel, (ed. 2003) The sociology of organizations, Sage Publications. See also Claus Offe (2010) Inequality in the Labour Market: Theories, opinions, models, and practices of unequal distribution and how it can be justified, Princeton 2010

62 "A lesson learned is an observation from project or programme experience which can be translated into relevant, beneficial knowledge by establishing clear causal factors and effects. It focuses on a specific design, activity, process or decision and may provide either positive or negative insights on operational effectiveness and efficiency, impact on the achievement of outcomes, or influence on sustainability. The lesson should indicate, where possible, how it contributes to 1) reducing or eliminating deficiencies; or 2) building successful and sustainable practice and performance. A lesson learned may become an emerging good practice when it additionally shows proven results or benefits and is determined by the evaluator to be worthwhile for replication or up-scaling." ILO/evaluation unit (2014) Guidance Note 3: evaluation lessons learnt and emerging good practices, April 2014. p. 5ff

as well as on existing experiences, projects and programmes does qualify as a good practice worthwhile to be replicated.

The main reason why the JP failed to deliver is not to be found in its approach, but rather in the fact that the non-start of EI activities left it without its main pull factor, and thus the strengthening of push factors – of workers skills, of local firms' competitiveness and of local institutions – did not occur.

**The importance of strengthening local government and agencies.** The strong emphasis on strengthening local agencies through institutional capacity building efforts does also qualify as an emerging good practice. Local government, together with law enforcement and justice systems, figure as a major interlock between public services and private sector, between state authority and citizens, community participation and NGO. This is even more important considering the social and environmental impact of extractive industries, the high amounts of capital involved, as well as the potential risks of off-shore drilling in particular, which require multilevel control systems and a high level of transparency and political participation.<sup>63</sup> In this regard the strengthening of EITI, and the drafting of a national content law, qualifies as an emerging good programme practice.

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63 Barclays (2015) environmental and social risk briefing – oil and gas, Barclays Bank, March 2015. The Barclay risk assessment underlines the challenges of scope raised in SDGF programme document. These environmental risk complete the overall risk pattern linked to EI mentioned in the JP programme document, like the risk of white collar crime and of human rights abuses.

## 6. List of Recommendations

Based on lessons learnt we recommend the following measures to be implemented in a follow up programme<sup>64</sup>:

- 1) Organize a follow up phase of the harnessing programme, making sure that it coincides with the effective take-off of MNE EI activities. A follow up phase, reuniting the three UN partner organizations is recommended in order to validate the important ground work laid by the JP phase. For this to happen the programme start has to be coordinated with the effective start of MNE activities that provide the necessary pull factors in terms of employment and business opportunities.
- 2) Produce reliable baseline data for target definition and make sure that baseline studies provide evidence based qualitative and quantitative data on employment and employment outlook. In order to facilitate the definition of realistic employment and gender targets, labour market and business information and outlooks need to be desegregated by activity sector, company type, contract type and occupational profile (demand side) and by occupational skill levels (supply side).
- 3) Strengthen risk analysis in the programme document based on a comprehensive risk factor assessment and ranking, including formulating risk mitigating measures.
- 4) Formulate an exit strategy negotiated with national cooperation partners and agree on a post programme road map including financial responsibility.
- 5) Undertake a SWOT analysis of targeted institutions and agencies before conducting capacity-building measures including planning and budgeting for follow up activities in order to enhance the effectiveness and the practical value of capacity building measures.
- 6) Fully apply TREE approach and include MFI as a compulsory requirement in skill building programmes. This concerns all programme activities aiming supporting artisan self-employment as well as farmer associations, where linkages with adequate funding instances should become a compulsory programme requirement,

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64 While ILO checklist is proposing aligning recommendations with conclusion, we believe that recommendations are an outcome of lessons learnt given that lessons learnt are providing a more in-depth analysis of points raised in the conclusion. Because of this logical sequence, where lessons learnt are located in-between conclusions and recommendations, we would recommend a review of point 2.7 in ILO checklist no 6.

- 7) Broaden the scope of programme interventions completing the TREE transition approach from skill development to self-employment and make it work for designing after-capacity building measures for local companies. One objective should be to strengthening their capacity to respond to local market demand. Strengthen local market position should be seen as a pathway not only allowing putting technical and managerial competencies to work, but also for the purpose of savings. Take the TREE approach literally and make the inclusion of access to funding a compulsory programme component in all skill and capacity building programmes for individual and MSME alike.
- 8) Reinforce support to civil society in JP in order to strengthen its watch dog role, notably with regard of the newly created legislative framework and existing transparency initiatives.

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ILO: Resumo dos beneficiários e das actividades da componente da OIT, e resumo dos beneficiários e das actividades da componente do UNIDO

ILO (2015) Policy Note: Inclusive business practices in Africa's extractive industries

## Appendixes

### Appendix 1 Lessons learnt templates

#### ILO Lesson Learned Template

Project Title:

Project TC/SYMBOL:

Name of Evaluator:

Date:

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

LL Element structure

Text Improve JP programme design and joint management

Brief description of lesson learned (link to specific action or task)

The following lessons learnt are considered contributing to a better programme design and subsequently further improve programme coordination and programme management. This concerns:

Strengthen JP management team by adding a M&E person attached to programme manager

Strengthen articulation and logical coherence between JP outcomes and JP outputs based on the theory of change

Extend risk analysis to all factors and draft mitigating measures;

Include and jointly approve a JP exit strategy

Make sure to define targets realistically and based on evidences.

Further improve baseline process by insisting that general assumptions, in particular with regard to job creation potentials, are quantified and categorized in terms of occupational profiles, skill levels, labour market segment and contract type and that assumptions are evidence-based.

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Context and any related preconditions	<p>1. Make adjustments in programme budget and costing plan</p> <p>2. 3. 4. 5. Review Programme design structure according to theory of change</p> <p>6. Add to baseline ToR</p>
Targeted users / Beneficiaries	1 – 6: Programme managers and constituents
Challenges /negative lessons - Causal factors	Challenges: get Government and Government agencies on board
Success / Positive Issues - Causal factors	Not applicable yet
ILO Administrative Issues (staff, resources, design, implementation)	Adding a monitoring and evaluation assistant will impact on programme budget planning and will modestly increase JP overhead costs.

Independent evaluation of SDG-Fund Joint Programme: More and better jobs in Cabo Delgado province and Nampula province

ILO Lesson Learned Template

Project Title:

Project TC/SYMBOL:

Name of Evaluator:

Date:

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

LL Element

Text Improve JP programme implementation process

Brief description of lesson learned (link to specific action or task)

The following lessons learnt are considered contributing to a better programme implementation aiming increasing the added value of programme inputs and interventions. This concerns:

Strengthen the effectiveness of institutional capacity building measures enhancing JP's role as an "agent of change", through developing a joint capacity development strategy. This includes planning and budgeting capacity building follow up measures making sure that learnt capacities are put to good use.

Strengthen national ownership at lower administrative levels through embedding programme implementation into a clearly articulated decentralized approach and get Government institutions on board.

Turn access to MFI and other funding institutions into a compulsory requirement in all skill development programmes aiming promoting self-employment (handicraft associations), in all activities supporting private sector in terms of support to farmers' association, and to local SME aiming improving competitiveness including qualifying for EI bound supply chain links.

Make a clear distinction between capital intensive supply chain support to local SME and between overall quality improvements for services and goods provided to and in demand by local low income consumers. Local market provision is generally more labour intensive, creating more and durable employment and is providing a direct contribution to raising living standards

Independent evaluation of SDG-Fund Joint Programme: More and better jobs in Cabo Delgado province and Nampula province

Context and any related preconditions	<p>1. Develop a capacity building strategy, including a costing plan and a plan for follow up measures.</p> <p>2. Strengthen the decentralized programme approach and get central level Government agencies on board.</p> <p>3. Identify and implement partnership agreements with MFI and other suitable funding agencies and include in all respective activities.</p> <p>4. Include local market position and client structure analysis in SME, analyse its importance and develop specified capacity building measures, in complement to SPX process.</p>
Targeted users / Beneficiaries	<p>1 and 2: Local implementing agencies and JP beneficiaries</p> <p>2 and 3: local businesses and local consumers in general</p>
Challenges /negative lessons - Causal factors	<p>4. Probably hurting with “normal” SPX and benchmarking process aiming at links to capital intensive MNE</p>
Success / Positive Issues - Causal factors	<p>N/N</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>Point 1 may impact on Resources planning &amp; budgeting</p>

## Appendix 2 Emerging good practice template

### ILO Emerging Good Practice Template

Project Title: \_\_\_\_\_ Project TC/SYMBOL: \_\_\_\_\_

Name of Evaluator: \_\_\_\_\_ Date: \_\_\_\_\_

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

GP Element Text Due to the way JP unfolded the good practices identify are referring to JP design and management approaches instead to what can be observed ad beneficiary level.

Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)

1 JP showed good capacity to adjust to the priorities of the national partner and notably what concerns labour ministry. JP clearly recognized the cross cutting-nature of institutional capacity building, although there is still room for improvement. Key inputs created by the JP have already been adopted by national agencies. This concerns the appropriation of SPX registry and benchmarking through central CPI, the improved business model of local CSN, as well as the inclusion of start-up Kits in INEFP skill building courses and the promotion of handicraft associations aiming preparing for self-employment and turning it more sustainable.

JP was able to react to changes in context conditions and make adjustments, making sure that while important JP outcomes couldn't be achieved, important ground work for further development initiatives was laid, including improving legal and policy framework turning MNE activities more beneficiary for local population and business.

Overall, JPs holistic programme approach, linking supply and demand side aspects of employment and job creation with policy and institutional aspects introduces a new approach to economic development policies.

JP emphasized the importance of improving institutional capacity on the ground.

JP looking for offering practical responses aiming job seekers, those who looking for initiating a self-employed activity, local farmers, and local businesses interested in improving their competitiveness and exploiting new business opportunities.

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Relevant conditions and Context: limitations or advice in terms of applicability and replicability	All good practices shown here can be applied in JP built around similar problematics
Establish a clear cause-effect relationship	As this question refers to beneficiaries, it does not apply here. While JP produced inputs for institutional and private beneficiaries and beneficiary organisations, it is not possible to assess to what extent these inputs managed – in causal terms – to produce its effects in terms of local economic development and increased job creation
Indicate measurable impact and targeted beneficiaries	See above
Potential for replication and by whom	See above
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	No directly linked job creation in and around EI so far
Other documents or relevant comments	

## Appendix 3 Terms of reference

### Terms of Reference

Independent End-Term Evaluation of SDG-F: More, better and inclusive jobs in Cabo Delgado and

Nampula: Harnessing the opportunities of Mozambique's New Economy

## 1. General Context & rationale for evaluation

The Sustainable Development Goals Fund is a development cooperation mechanism created in 2014 to support sustainable development activities through integrated and multidimensional Joint Programmes. It builds on the experience, knowledge, lessons learnt, and best practices of the MDG Fund and the MDG experience, while focusing on the fostering of sustainable development, public-private partnerships and gender and women's empowerment as cross-cutting priorities in all our areas of work. The SDG Fund aims to act as a bridge in the transition from MDGs to SDGs providing concrete experiences on how to achieve a sustainable and inclusive world as part of 'Agenda 2030 for Sustainable Development.'

As per the TORs on designing SDG-F Joint Programmes and in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects/ Programmes in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in advancing decent work and social justice, all joint Programmes will comevaluation an independent final evaluation in the last three months of implementation.

The current end term evaluation covers all UN participating agencies: ILO, UNDP and UNIDO.

## 2. Brief background on project and context

Project codes Project Code : M25010139011

Project Symbol : MOZ1450MUND

Project duration 28 months-January 30, 2015 to April 30, 2017

Geographical coverage Cabo Delgado and Nampula provinces, Mozambique

Donor SDG-F with funds from the Spanish Cooperation

Budget US \$1,500,000

The Programmewas designed to contribute to improved articulation, across stakeholders, to promote sustainable livelihoods for young people (both male and female) and female headed households, through adjusting economic policies and strategies to generate sustainable employment based on documented facts that Multi-National Enterprises (MNEs), and extractive industry (EI) in particular, represent an opportunity which is far from being exhausted in terms of absorption of local labour and the integration of local small and medium sized enterprises (SMEs) in their value chains to the benefit of local economies.

Recognizing that for a small economy like Mozambique, the ongoing and expanding development of the EI sector should have a positive and transformative impact on socio- economic development and for governance. Youth employment and extractive industries represent two of three "signature" issues for the UN in Mozambique, a choice derived from a perceived urgency to tackle poverty-related issues like social exclusion and economic disparities a contribution to conflict-prevention whilst at the

same time strengthening the role of the UN as a trustworthy partner between government, business and labour organizations and civil society.

The development challenges that the Programme address are the current low impact of MNE on wealth and job creation particular in the natural resource extraction sector in Mozambique. While investment in EIs contributes positively to increasing GDP and government revenue, the effect on broader based prosperity has so far been marginal for three reasons:

Firstly, many of the jobs created in and around EI mega-projects have not directly resulted in employment opportunities for young Mozambicans. For example, in 2010 the five main mega-projects combined only created an estimated 3,800 direct jobs and Government approved private investments with an estimated value of US\$3.4 billion in 2011 are projected to create a mere 33,871 new jobs – an equivalent cost of US\$ 1,385 million per direct job. The challenge is that the majority of these jobs are highly skilled and specialized whereas the vast majority of young Mozambicans can only offer lowskilled or un-skilled labour, with women falling largely falling under the last category

Secondly, national firms often fail to source MNEs with local content. “Local content” generally refers domestic value chains. As positive first step the Ministry of Mineral Resources has recognized the policy challenges of during the consultations leading to the designing a draft regulation of the local content strategies for mineral investors. Although the development of local content strategies is expected be implemented in mining concessions, the enforcement of this policy tool may be confronted with a weak manufacturing sector and industrial policies and strategies acknowledged by Government and partners to be in need of urgent upgrading to conform with the present socio-economic and technological challenges. For example, while the value of locally purchased goods and services in 2011 stood at \$350 million, the figure pales compared to the multi-billion dollar investments made by MNEs in the same year.

Thirdly, and related to the above, local SMEs remain excluded from the benefits related to the extractive industries since business (small supplier, big buyer) linkages and value chain development, which could maximize employment creation and local transactions, are far from being made a reality. For example, several thousand people will need to be resettled to develop the Afungi project in Palma District in Cabo Delgado Province, but the environmental and social impact assessment study comevaluated by the investors makes no reference to livelihood creation or to the affected communities.

Based on this analysis, the Programme was designed to address these development challenges through promoting and facilitating the development of gender sensitive employment policy, work force skills, and the productive capacity of SMEs and business linkages in partnership with selected MNEs operating in the provinces of Cabo Delgado and Nampula.

With the ultimate goal of supporting the creation of gender friendly, sustainable, new jobs for young men and women and the development of sustainable SMEs the Programme objective is pursued through four main outcomes:

I. JP Outcome 1: MNEs in the extractive industries comply with local content policies, environmental friendly sustainable business practices, and apply gender and age sensitive recruitment policies to hire nationals.

II. JP Outcome 2: An improved and more egalitarian workforce with vocational skills and competencies have improved employability opportunities in Extractive Industries firms and in SMEs operating in value chains feeding into the EI sector.

III. JP Outcome 3 National/Local SMEs capitalize on supply chain/value chain opportunities and provide environmentally sustainable services and products to the extractive industries

IV. JP Outcome 4: the Government of Mozambique and its partners have access to reliable quality data and baseline information on the indicators selected to assess progresses and changes from a quantitative and qualitative perspective on the interventions identified.

Link to the UNDAF

The Programme contributes to UNDAF (2011-2016) Outcome 2:

“Vulnerable groups access new opportunities with special focus on decent employment to improve their income and quality of life”. And more specifically to the following outputs:

Output 2.1: Selected Micro, Small and Medium Enterprises (MSMEs) in 5 poorest provinces adopt market and value chain-oriented management and business practices

Output 2.2: MSMEs in the five poorest provinces have access to effective market models and information systems

Output 2.3: Selected MFIs provide increasingly inclusive micro-financial products in line with the needs of vulnerable groups

Output 2.4: MITRAB and key Ministries have the know-how to operationalize gender sensitive decent employment policies and strategies in coordination with other relevant stakeholders The Programme contributes simultaneously to some of the Governance outcomes:

Outcome 6: “Strengthened democratic governance systems and processes guaranteeing equity, rule of law, and respect of human rights at all levels”,

Outcome 7: “Quality of participation of civil society representatives improved in selected provincial Development Observatories, selected District Consultative Councils, and APRM National Forum”, and

Outcome 8: “Government and civil society provide coordinated, equitable and integrated services at decentralized level”.

Project management project arrangement

The Joint Programme is composed of 3 UN participating Organizations, being the ILO the Coordinating Agency. The ILO appointed a Programme coordinator responsible for the implementation of the ILO’s component and also focal point for the activities to be implemented jointly by all the agencies involved in the programme. The

ProgrammeCoordinator represents the programme and ensure the coordination of the joint delivery. Because of budget constraints UNDP and UNIDO don't have any staff paid by the programme, however they ensure the participation of staff paid with matching funds and provide all the support in the field to facilitate the coordination at provincial level and the implementation of the activities of the other agencies.

To ensure the governance and the sustainability of the programme the Joint Programmeestablished a National Steering Committee that has overall responsibility for Programmeactivities. Provides strategic guidance and oversight and approve the ProgrammeDocument including subsequent revisions and Annual Work Plans and Budgets. The National Steering Committee is co-chaired by the UN Resident Representative and the Deputy Minister of Labour with the participation of a representative from Government of Spain and Representatives of the Ministries partners of the programme. For the operational coordination of the Joint Programmea ProgrammeManagement Committee was established and consists of relevant implementing parties such as Participating UN organizations, Government representatives and civil society representatives as appropriate.

### 3. Overall goal of the evaluation

To promote accountability, organizational learning, stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs.

Also, enables Programmestaff, constituents and other relevant stakeholders assess whether Programmeoutcomes have been met and take stock of lessons learnt that maybe relevant for followup phase. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project has performed vis a vis defined project outcomes.

### 4. Scope of the evaluation and specific objectives

This final evaluation serves three main purposes:

- i. Give an independent assessment of progress to date of the project across the four outcomes; assessing performance as per the foreseen targets and indicators of achievement at output level; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities in Mozambique;
- ii. Evaluate the impact of the Programme against the proposed changes or outcomes.
- iii. Provide strategic and operational recommendations as well as highlight lessons learnt to improve future related projects/ Programmes.

This final evaluation has the following specific objectives:

- a. Measure to what extent the joint Programme has contributed to solve the needs and problems identified in the design phase. Meaning, measure the relevance of the joint Programme according to the needs assessment, and choice of action plans, partners and modalities of implementation.
- b. Measure Joint Programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised
- c. Assess internal and external factors that influenced speed of implementation
- d. Measure to what extent the joint Programme has attained the results originally foreseen in their project document, M&E frameworks, etc.
- e. Measure the impact of the joint Programme on the achievement of the SDGs and UNDAF and relevance of the initiative within national development priorities/frameworks
- f. Assess the extent of government buy-in, support and participation in the initiative, creating the basis for the sustainability of the results attained
- g. Assess management of the operation of the project, including staff management
- h. Assess synergies with other relevant ILO, UNIDO, UNDP, ILO and UNW projects/ Programmes and activities
- i. Assess knowledge management and sharing, including the information and communication component of the Programme
- j. Assess results based measurement and impact assessment systems
- k. Assess systems for risk analysis and assessment
- l. Identify and document substantive lessons learnt and good practices on the specific topics of the thematic areas and crosscutting issues: gender, sustainability and public private partnerships

#### Recipients of the evaluation

The primary recipients of the evaluation are the Government of Spain, under Spanish Cooperation as donor of the SDG-F, the government of Mozambique as recipient country, constituents, the ILO, UNIDO and UNDP as executers of the project, the UNRCO, as well as other relevant stakeholders.

Furthermore, ILO, UNIDO and UNDP offices and staff involved in the initiative.

The evaluation process will be participatory.

All parties involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

## 5. Evaluation criteria and questions

As per the SDG-F evaluation guidelines, the evaluation will apply the OECD/DAC criteria: relevance, effectiveness, efficiency, impact and sustainability which matches ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii)

project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and vi) impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation

1. Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms<sup>2</sup> and the Glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO,

2 ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.

#### Key Evaluation Questions

Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and achieving the SDGs

- a) To what extent was the joint Programme aligned with national development strategies and the UNDAF for Mozambique?
- b) Is the project relevant to achieve the targets set in relevant regional and global commitments?
- c) Do the beneficiaries consider the projects objectives and approach relevant?
- d) To what extent are the objectives of the joint Programme still valid in the context of national policy objectives and SDGs?
- e) How has the joint Programme contributed to solve the needs and problems identified in the design phase, in particular with reference to the baseline situation?
- f) To what extent was joint programming the best option to respond to development challenges described in the Programme document?
- g) To what extent have the implementing partners participating in the joint Programme contributed added value to solve the development challenges stated in the Programme document?
- h) How well does the project complement and fit with other ongoing ILO/UNIDO/UNDP Programmes and projects in the country.
- i) What links are established so far with other activities of the UN or non-UN international development aid organizations at local, country and international level?
- j) What is the strategic fit with the Spanish Cooperation Strategy and synergies with relevant Spanish Cooperation initiatives and Programmes and information sharing with Spanish Cooperation i.e. the Embassy of Spain in Maputo.

### Validity of design

- a) The adequacy of the design process (was the project design logical and coherent)? What internal and external factors have influenced the ability of ILO/UNIDO/UNDP to meet projected targets?
- b) Validity, relevance and potential synergies of the Joint Programme
- c) Do outputs causally link to the intended outcomes that in turn link to the broader development objective? Has the design clearly defined performance indicators with baselines and targets?
- d) Considering the results that were achieved so far, was the project design realistic?
- e) Has the project adequately taken into account the risks of blockage?
- f) Has the project integrated an appropriate strategy for sustainability?
- g) Has the project carried out a proper consultation and involvement of ILO tripartite constituents, government, development partners, civil society and other partners during planning, implementation and monitoring?
- h) Have gender issues been addressed in the project document? If so how?
- i) Has HIV and AIDS been mainstreamed into the project's response? If so how?
- j) Does the Programme align with UNIDO's mainstream strategy for ISID objectives?

Effectiveness: Extent to which the objectives of the development intervention have been achieved

- a) To what extent did the joint Programme attain the development outputs and outcomes described in the Programme document? Are there any unintended results of the project?
  - a) Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
  - b) In which area (geographic, component, issue) does the project have the greatest achievements so far? Why and what have been the supporting factors?
  - c) How effective were the backstopping support provided (other field offices, regional office, HQ) to the Programme?
  - d) To what extent has the joint Programme contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc.)
  - e) To what extent did the joint Programme help to increase stakeholder/citizen dialogue and or engagement on development issues and policies?

### Effectiveness of management arrangements

- a) Are the available technical and financial resources adequate to fulfil the project plans?

- b) Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
  - c) Have targets and indicators been sufficiently defined for the project?
  - d) How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?
  - e) Is the project receiving adequate administrative, technical and - if needed - political support from the ILO/UNIDO/UNDP offices and specialists and the responsible technical units in headquarters?
  - f) Is the project receiving adequate political, technical and administrative support from its national partners/implementing partners?
  - g) Is the project collaborating with other Programmes and with other donors in the country/region to increase its effectiveness and impact?
  - h) Are all relevant stakeholders involved in an appropriate and sufficient manner?
- Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results
- a) To what extent was the joint Programme's management model (governance and decisionmaking structure, i.e. lead agency, Joint Programme Coordinator, Programme Management Committee and National Steering Committee, financial management and allocation of resources, i.e. one work plan, one budget) efficient in comparison to the development results attained?
  - b) To what extent were joint Programme's outputs and outcomes synergistic and coherent to achieve better results when compared to single-agency interventions? What efficiency gains/losses were there as a result?
  - c) What type of work methodologies, financial instruments, and business practices did the implementing partners use to promote/improve efficiency?
  - d) What type of (administrative, financial and managerial) obstacles did the joint Programme face and to what extent have these affected its efficiency?
  - e) Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader project objectives?
  - f) Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
  - g) Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?
  - h) How efficient was the project in utilizing project resources to deliver the planned results?

Impact – Positive and negative effects of the intervention on development outcomes, SDGs

- a) To what extent and in what ways did the joint Programme contribute to the SDGs?
- b) To what extent and in what ways did the joint Programme contribute to the targeted crosscutting issues: gender mainstreaming and women's empowerment, public private partnerships (PPPs) and sustainability at the local and national levels?
- c) Is the Programme strategy, Programme management and project activities steering towards impact and sustainability? identify steps that can be taken to enhance the sustainability of project components and objectives
- d) Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?
- e) What impact did the matching funds have in the design, implementation and results of the joint Programme?
- f) To what extent did the joint Programme have an impact on the targeted beneficiaries? Were all targeted beneficiaries reached? Which were left out?
- g) What unexpected/unintended effects did the joint Programme have, if any?

Sustainability: Probability of the benefits of the intervention continuing in the long term

- a) Which mechanisms already existed and which have been put in place by the joint Programme to ensure results and impact, i.e. policy, policy coordination mechanisms, partnerships, networks?
- b) Is the Programme strategy, Programme management and project activities steering towards impact and sustainability? identify steps that can be taken to enhance the sustainability of project components and objectives
- c) Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?
- d) To what extent has the capacity of beneficiaries (institutional and/or individual) been strengthened such that they are resilient to external shocks and/or do not need support in the long term?
- e) To what extent will the joint Programme be replicated or scaled up at local or national levels?

Lessons learned

- a) What good practices, success stories, lessons learnt and replicable experiences have been identified from the Programme? Please describe and document them
- b) What should have been different, and should be avoided in an event of a next phase of the project

## 6. Methodology

The evaluation will be carried out through a desk review, consultations at central level with management and staff from the three participating agencies, constituents, government authorities ( Programme counterparts), related UN Agencies, Spanish Cooperation as well as other relevant bilateral donors and field visit to the

implementing Provinces/Districts for purposes of consulting with local partners, implementing partners, beneficiaries, local government authorities and other key stakeholders. Consultations with relevant units and officials from the Agencies Headquarters or Regional offices will be done and the method for doing so will be decided by the evaluation team. The evaluation team will review inputs by ILO/UNIDO/UNDP and non ILO/UNIDO/UNDP stakeholders involved in the project, from project staff, constituents and a range of partners from the private and civil sectors.

This final evaluation will make use of:

- All relevant secondary information sources, such as reports, Programmedocuments, internal review reports, Programmefiles, strategic country development documents, evaluations provided by the project management and Field and HQ backstopping officers and
- Primary information sources including: interviews, surveys, etc. to ensure participatory approach and appropriate consultation and engagement of stakeholders
- Triangulating of information to allow for validation and discern discrepancies

The methodology and techniques to be used in the evaluation should be described in the inception report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory approaches.

The desk review will suggest a number of initial findings that in turn may point to additional or finetuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the evaluation manager. The evaluation team will review the documents before conducting any interview.

The draft evaluation report will be shared with all relevant stakeholders and a request for comment will be asked within a specified time (5 working days). The evaluation team will seek to apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, field visits, informed judgement, and scoring, ranking or rating techniques.

Subject to the decision by the evaluation team a guided Open Space workshop with key partners may be organised in Maputo.

The evaluation team will undertake group and/or individual discussions with project staff from the four agencies. The evaluation team will also interview key staff of other ILO/UNIDO/UNDP projects, and ILO/UNIDO/UNDP staff responsible for financial, administrative and technical backstopping of the project at Regional or HQ level. An indicative list of persons to be interviewed will be furnished by the project team after further discussion with the Evaluation Manager.

Around the end of the data collection exercise, the evaluation team will make a debriefing to the Resident Coordinator, the project team and the evaluation manager.

## 7. Main outputs/ evaluation . deliverables

The Evaluator will provide the following deliverables:

#### Inception Report:

An inception report outlining the approach and workplan to be used in the evaluation.

This report will be 10 to 15 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and subevaluation of deliverables. The desk study report will propose initial lines of inquiry about the joint Programme this report will be used as an initial point of agreement and understanding between the Evaluator and the evaluation manager.

#### Draft Final Report

The draft final report will follow the same format as the final report (described in the next paragraph) and will be 30-40 pages in length.

#### Final Evaluation Report

The final report should be produced according to the ILO and SDG-F evaluation guidelines and reflecting the key evaluation questions.

The maximum length of the final report should be 30-40 pages in length. It will also contain an executive summary of no more than five pages that includes a brief description of the joint Programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations.

The final report will be sent to the evaluation manager.

The expected structure of the final report, as per ILO and SDFG guidelines should be:

1. Cover Page

2. Executive Summary – a brief description of the joint Programme, its context and current

situation, the purpose of the evaluation, its methodology and its main findings, conclusions

and recommendations.

3. Acronyms

4. Introduction

- a. Background, goal and methodological approach

- b. Purpose of the evaluation

- c. Evaluation methodology

- d. Constraints and limitations of the study conducted

5. Description of the Project

6. Description of the development interventions carried

- a. Detailed description of the development intervention undertaken: description and judgement on implementation of outputs delivered (or not) and outcomes attained as well as how the Programmeworked in comparison to the theory of change developed

for the Programme.

7. Main Findings/ Levels of Analysis: Evaluation criteria and questions (all questions included in the TOR must be addressed and answered)

8. Conclusions

9. Recommendations

10. Lessons learned and good practices

11. Annexes

The evaluator is required to append the following items:

- \_ Terms of Reference
- \_ Data collection instruments
- \_ List of meetings / consultations attended
- \_ List of persons or organisations interviewed
- \_ List of documents / publications reviewed and cited
- \_ Lessons learnt based on the ILO templates
- \_ Good practices based on the ILO templates

The Evaluation Manager will solicit and revert promptly with collective feedback from project staff and partners, including the Senior Evaluation Officer in ROAF in order for the evaluator to finalize the report.

The quality of the report (Executive summary and body of the report) will be assessed against the ILO evaluation checklists 4 and 5 and SDG-F evaluation guidelines, which must be strictly adhered to and all questions in the ToR should be sufficiently dealt with in the report. Adherence to these checklists will be considered a contractual requirement when submitting evaluations to ensure full remuneration of the contract. Once the final report is submitted to the Evaluation Manager incorporating comments received, it will be sent for final approval to the Senior Evaluation Officer in ROAR and EVAL before remuneration of the contract. All evaluation report subevaluations must include a MS Word and a PDF version and a suggested outline is contained in

Appendix C.

8. Management arrangements, work . plan & time frame

The evaluation will be undertaken by a team formed of at least one international consultant and one national consultant. The team of consultants will take responsibility of the evaluation exercise as well as the evaluation report. He/she will be a highly qualified senior evaluation specialist with extensive experience from evaluations and ideally also the subject matter in question: creation of gender friendly, sustainable, new jobs for young men and women and the development of sustainable SMEs The evaluation consultant will report to the evaluation manager (Mrs. Denise Monteiro,

monteirod@iloguest.org) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical support and services of the Project, with the administrative support of the ILO projects Office in Maputo.

The total duration of the evaluation process is estimated to be 22 working days from 24th April, 2017 to 31st May, 2017. The independent consultant will spend a total of 5 field working days (2.5 in each) in Cabo Delgado and Nampula Provinces. The ILO CTA will be the direct focal point for support during this time.

The draft report should be submitted for comments by 22nd May, 2017 to the Evaluation Manager, Mrs Monteiro. Three working days will be allocated to concerned parties to provide inputs, where after the Evaluation Manager will return the draft report to the consultant by 26th May, 2017. The final report will be submitted to the Evaluation Manager and CTA, copying the Senior Technical Specialist by 31st May, 2017.

The CTA will be the focal point for all general, logistical and project queries related to the evaluation.

#### Evaluation Schedule

The evaluation is foreseen to be undertaken in the following manner and time period aiming for subevaluation of the final evaluation report to the donor no later than 31st May 2017.

#### Date Day Activity DSA Workdays

24 April Mon Briefing & desktop review 1

25 Tues Desktop review 1

26 Wed Desktop review 1

27 Thurs

Meetings with Programmestaff, specialists and backstopping personnel from the 3 agencies

1

28 Fri

Meetings with Programmestaff, specialists and backstopping personnel from the 3 agencies

1

29 Sat Rest

30 Sun Rest

01 May Mon Rest (National Holiday)

02 Tues

Meetings with counterparts, stakeholders, partners, donor

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1

03 Wed

Meetings with counterparts, stakeholders, partners, donor

1

04 Thurs

Meetings with counterparts, stakeholders, partners, donor

1

05 Fri

Meetings with counterparts, stakeholders, partners, donor

1

06 Sat Rest

07 Sun Travel to Nampula/Nacala 1

08 Mon

Meetings with local partners, implementing partners, beneficiaries, local government authorities and other key stakeholders

1 1

09 Tues

Meetings with local partners, implementing partners, beneficiaries, local government authorities and other key stakeholders

1 1

10 Wed

Meetings with local partners, implementing partners, beneficiaries, local government authorities and other key stakeholders Travel to Cabo Delgado

1 1

11 Thurs

Meetings with local partners, implementing partners, beneficiaries, local government authorities and other key stakeholders

1 1

12 Fri

Meetings with local partners, implementing partners, beneficiaries, local government authorities and other key stakeholders

1 1

13 Sat Travel to Maputo

14 Sun Rest

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15 Mon

Debriefing to the Resident Coordinator, the project team and the evaluation manager on the data collection exercise

1

16 Tues Draft report 1

17 Wed Draft report 1

18 Thurs Draft report 1

19 Fri Draft report 1

20 Sat Rest

21 Sun Rest

22 Mon

Submit Draft report and the Evaluation Manager Reviews and send to UNIDO, UNDP, and ILO for comments

23 Tues UNIDO, UNDP and ILO Review

24 Wed UNIDO, UNDP and ILO Review

25 Thurs UNIDO, UNDP and ILO Review

26 Fri

Evaluation Manager incorporates comments, Review & send to consultant to revise the report

27 Sat Rest

28 Sun Rest

29 Mon Revise report 1

30 Tues Revise report 1

31 Wed Revise and Submit final report 1

Total 6 22

For this independent evaluation, the final report and subevaluation procedure will be followed:

- The Independent Consultant/team leader will submit a draft evaluation report to the evaluation manager.
- The evaluation manager will forward a copy to key stakeholders for comments and factual correction.
- The evaluation manager will consolidate the comments and send these to the Consultant.
- The Consultant will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager

- The Evaluation Manager will forward the report to EVAL for approval.
- The evaluation manager officially forward the evaluation report to stakeholders and PARDEV.
- PARDEV will submit the report officially to the donor.

#### 9. Key qualifications and experience of the Consultant

The senior consultant should have the following qualifications:

- Master degree in Public Policy Management, Economics (or Micro Economics), Employment and Labour Economics, Strategic Planning or related social science graduate qualifications.
- A minimum of 10 years of professional experience specifically in evaluating international development initiatives in the employment area, preferably in Africa.
- Demonstrated expertise and capability in technical assessment of small and medium scale enterprise development, regional private sector development, employment creation, related national policies and knowledge of government operational framework,
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System.
- Understanding of the development context of the project country (Mozambique) would be a clear advantage
- Excellent communication and interview skills.
- Excellent English report writing skills.
- Fluent speaker of English and Portuguese 3
- Demonstrated ability to deliver quality results within strict deadlines.

3 Or at least one of the consultants must be fluent in both English and Portuguese

The junior consultant should have the following qualifications:

- University degree Public Policy Management, Employment and Labour Economics, Economics, Strategic Planning or related social science graduate qualifications
- A minimum of 5 years of professional experience, specifically in the area of monitoring and evaluation of international development initiatives and development organizations.
- A minimum of 5 years of professional experience specifically in evaluating development projects/ Programmes in the employment area, small medium scale enterprise development or related areas of work, preferably in Africa.
- A track record of conducting various types of evaluations, including process, outcome and impact evaluations in Mozambique.
- Knowledge and experience of the UN System

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- Excellent communication and interview skills.
- Excellent English report writing skills.
- Fluent speaker of English and Portuguese<sup>4</sup>
- Demonstrated ability to deliver quality results within strict deadlines.

10. Request for Proposals

For all interested candidates, please send to [monteirod@iloguest.org](mailto:monteirod@iloguest.org) both CV's (Junior and Senior Consultant) and expression of interest until the 16th April 2017

Or at least one of the consultants must be fluent in both English and Portuguese

## Appendix 4 Inception report: Original Evaluation Plan compared to actual evaluation process rollout

The following outline provides an overview of the original time-table of evaluation process presented in the inception report, i.e. information of what where and when. As next following table detailing on stakeholder consultations and dates will illustrate, evaluation process took much longer than foreseen in the rather tight original plan, mainly due to delays in gathering all information and the necessity to organize, analyze, systemize and assess all information gathered from different sources. We chose not to include the whole inception report, as it is available as a separate document.

Table 2: SDG-F end-of-programme evaluation timetable Outline

Date	Activity/Output
Thu15/06	Contract & Briefing. Ask for Full SDG-F Documentation and Start Desk Review
Fr16/06	Desk review
Sa17/06	Desk review
Su18/06	Rest
Mo19/06	Preparing Kick-off meeting with Evaluation manager, ILO, UNDP, UNIDO.
Tu20/06	Desk review
Wed21/06	Desk review/Finalize instruments and Draft Inception report including research time plan
Thu22/06	Desk review/Finalize instruments and draft Inception report including research time plan. Logistic plan for field trips
Fri23/06	Prepared and sent Central stakeholder interview schedule plan. Meeting with Programme Coordinator (ILO)
Sat24/06	Desk review/Finalize instruments and Draft Inception report including research time plan

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Su 25/06	Desk review/Finalize instruments and Draft Inception report including research time plan
Mo26/06	(Holiday) Output 1: Finalize and Submit Inception report.
Tu27/06	Finalize logistic preparation. Copy instruments Start stakeholder interviewing process
We28/06	Stakeholder Interviews: Maputo
Th29/06	Stakeholder Interviews Maputo
Fr30/06	Stakeholder Interviews Maputo Team meeting. Prepare and finalize Interview schedule in the two provinces Produce instruments
Sa01/07	Cabo Delgado team – flight to Pemba Team B logistic planning
Su02/07	Field team A – local transport to Palma Team B Flight to Nampula Travel (LAM): team A Nampula/Nacala, team B Pemba/Palma. Prepare evaluation process
Mo03/07	Local Stakeholder Interviews: Palma/Nampula
Tu04/07	Local Stakeholder Interviews: Pemba/Nampula
We05/07	Travel to Nacala/Montepuez transport). Start local stakeholder interviews
Th06/07	local stakeholder interviews Travel to Pemba
Fr07/07	Local stakeholder interviews. Local travel back to Nampula/Pemba
Sa08/07	Both teams Travel Maputo (LAM)
So09/07	Rest
Mo10/07	Evaluation team debriefing. Accounting & joint review of collected data & experiences Start work on data assembled

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Tu11/07	Local stakeholder interviews Maputo (Contingency) Data analysis
We12/07	data analysis
Th13/07	Evaluation report Draft: Introduction & Project background & Description
Fr14/07	Evaluation report Draft: Main Findings: Tables and Graphs
Sa15/07	Evaluation report Draft: Main Findings: Tables and Graphs
Su16/07	Evaluation report Draft: Interpretation of results & lessons learnt, Recommendations
Mo17/07	Output 2: Evaluation Draft report: Finalization, executive Summary and subevaluation to ILO
Tu18/07	Evaluation Manager Joint Review
We19/07	Evaluation Manager Joint Review
Th20/07	Evaluation Manager Joint Review
Fr21/07	Evaluation Manager Joint Review and returned <sup>65</sup>
Sa22/07	Rest
Su23/07	Rest
Mo24/07	Assess modifications requested and Revise report
Tu25/07	Revise report
We26/07	Revise report
Th27/07	Revise report

FR28/07	Output 3: Revise and submit Final Evaluation report <sup>66</sup>
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## Appendix 5 Stakeholder list with dates and localities

Appendix 5 Stakeholder list with dates and localities			
Table 3: List of Stakeholders consulted also showing the actual timeline of evaluation process			
Date of interview	Local	Respondent	Institution/Role in JP
June, 19	ILO, Maputo	Kick off meeting	Fatima Amade, UNDP, Jaime Comiche, UNIDO, Igor Felice, ILO, Denise Monteiro Evaluation manager. Delphi E-Team: Peter R. Beck, Carlos Bavo & Victorino Guatura
June, 27 And July 25	Maputo	Igor Felice	Chief Technical Advisor/Coordinator SDG-F-ILO outputs; Donor Linkage

<sup>66</sup> Duration of revision process will depend on the size of the revision task

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June, 28 and July, 14	Maputo	Jaime Comiche	UNIDO-Country representative. The 1st Meeting included Macario Xavier Mendonca, SPX centre manager in CPI, and Leonildo Munguambe, Programmemanager in UNIDO.  The 2nd meeting with UNIDO country representative and UNIDO programme officer also included Brian Portelli, SPX back stopper in UNIDO Vienna (via Video Conference)
June, 28 and July, 20	Maputo	Fatima Amade	UNDP-JP component head
June, 20 and July, 17	Maputo	Leia Bila	DNPDR Coordinator
June,30	Maputo	Cristina Hernandez	Spanish Cooperation AECID/Steering Committee Member
July, 03	Nampula	Berdino Pires	Provincial head of Rural development/Nampula (did not take place)
July, 03	Nampula	Alfredo Cassimo	Centre of Investment Promotion (CPI -Nampula
July, 04 and July, 07	Nampula	Saraiva Chicuamule	INEFP/IFPELAC Delegate Nampula
July, 04	Nampula	Antonio Rodrigues	Electrotecnia/Owner
July, 04	Nampula	Taibo Sacur	Sotel/Owner

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July, 04	Nampula	Antonio Duarte	District BAU Nampula. Assistant manager & JP focal point
July, 05	Nampula	Ibraimo Muhunze	IFPELAC Nacala/Acting training center head
July, 05	Nampula/Nacala	Helton Miranda	Business centre/Nacala/Focal Point UNDP
July, 05	Nampula/Nacala	Dany Inusse	Technician in business licensing/BAU Nacala/in Gazeda building/ Nacala airport
July, 07	Nampula	Alaquina Omar	Associação Omahila Ossikine/civil society
July, 07	Nampula	Muhip	Ass. Familiar Nipopolo/civil society
July, 07	Nampula/Nacala	Xandreque Nicoanela	Verrador de Juventude e desportos/CM Nacala
July, 07	Nampula/Nacala	Amerigo Carlos	Manager/ Shopping Terramar/Nacala
July, 07	Nampula/Nacala	Taibo and Dinis	Director SDAE Nacala and member of Secretaria Permanente
July, 07	Nampula/Nacala	Valério	Técnico de desenvolvimento local sustentável/CIS Nacala
July, 03	C.Delgado/Palma	Sérgio Sawale	Secretário Permanente de Palma
July,03	C.Delgado/Palma	Francisco Issa	Technician in planning /JP Focal point
July, 04	C.Delgado/Palma	Zura Sacubo	Gender technician /Serviços Distritais de Saúde, Mulher e Acção Social

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July, 04	C.Delgado/Palma	Job seekers	Trainees in fishing
July, 04	C.Delgado/Palma	Job seekers	Trainees in processing seafood
July, 05	C.Delgado/Montepuez	Momade Binasse	Technician at Business Center
July, 06	C.Delgado/Montepuez	Salimo Areca	Technician in planning /JP Focal Point
July, 06	C. Delgado/Pemba	Baltazarin a Vânia	Rural development technician/DPDR
July, 07	C. Delgado/Pemba	Jesus Perez	Project coordinator /AECID
July, 07	C. Delgado/Pemba	Celeste Glória	Focal point of SPX/CPI
July, 08	C. Delgado/Pemba	J. Massingue	Delegate of INEFP/IFEPLAC
July, 08	C. Delgado/Pemba	Manuel Gabriel32	Head of Centro de Orientação ao Empresário (COE) – Dir. Provincial de Indústria e Comércio
July,08	C. Delgado/Pemba	António Carlos Dias	ADEL Agência de Desenvolvimento Local
July, 17	Maputo	Anastácio Chembeze	Director of INEFP-IFPLAC/Member of steering committee
July, 19	Maputo	Tassiane Tomé	Programme officer/Centro de aprendizagem e Capacitação da Sociedade Civil (CESC)

## Appendix 6 Description of data collection instruments used for stakeholder consultations

Interview Guide: Programme Management Team, partner organizations & implementing agencies

Introduction: the following interview is necessary for assessing the UN Joint Programmes performance during its two years of existence. Given that the evaluation's overall goals is to promote accountability, organizational learning, stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs your assessment is crucial given your role in the programme.

We will start with some personal information of your name (which will be anonymized and not appear in the evaluation report) the institution you are working in, your job role and the role you are/were occupying in the programme.

Date		Location	
Name			
Institution			
Job role			
Your role in the Joint Programme (SDG-F)			
Please indicate, and giving a special focus on those outputs that directly fall under your responsibility either as managing, or as implementing agency			

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Is it the first time you are working in a joint UN programme? If yes, did you find it more difficult or more rewarding? Please elaborate

--

Next, we would like to hear your assessment of the programme performance starting with programme relevance

Relevance: Here we want to know how you rate the extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and achieving the SDGs. We would like you to assess the performance of each item and explain your rating based on evidence you may be able to produce

Relevance of Design (ILO/UNDP/UNIDO only)

1. In your opinion, was the project design realistic? How would you rate its realism? This includes also targets

Excellent	Good	Fair	Poor	Don't know
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2. From your perspective: what were its biggest strengths, but also its biggest weaknesses

Strengths	
Weaknesses	

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3. From your perspective What is the location and the target group where Programmedid best

Target group(s)	
Location(s)	

4. Where, and in what location did it worst

Target group(s)	
Location(s)	

5. Could you break it down for each of the beneficiary groups, i.e. young job seekers (men & women), SME, VET institutions, and local public services, including to what extend their capacities have been strengthened and become more independent from external support

--

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6. In retrospect, has it adequately taken into account the risks of blockage? Was the risk assessment Please explain:

--

7. How would you rank the original risk assessment made in the programme document?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

7.1 What was/were the key outputs through which the Joint Programme made sure its sustainability?

--

8. Also in retrospect, how do you assess the programmes sustainability?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

9. How would you describe and rate the design process for the Joint programme

Excellent	Good	Fair	Poor	Don't know
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10. Explain in necessary

--

11. How do you rate the joint Programme's contribution to solve the needs and problems identified in the design phase, in particular with reference to the baseline situation?

Excellent	Good	Fair	Poor	Don't know
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12. How do you rate the joint Programme's alignment with national development strategies and the UNDAF/UNDAP?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

13. Please explain your assessment and in a few words provide evidence on what your assessment is based

14. Have all project management instruments like implementation and annual work plans, M&E plan, monitoring reports, coordination meeting minutes all be produced and used as planned? Any difficulties? Please elaborate

15. Is/was a M&E system in place. How would you rate its quality?

Explain				
Excellent	Good	Fair	Poor	Don't know

16. Did all everybody had a clear understanding of the roles and responsibilities of all parties involved in the Programme? Any difficulties? Please elaborate

17. How would you rate the support received from national partners? Any difficulties? Please elaborate

Excellent	Good	Fair	Poor	Don't know
Explain				

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18. Who did the backstopping? Any difficulties? Please elaborate

--

19. How would you rate backstopping performance?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

20. To what extent was joint programming the best option to respond to development challenges described in the Programme document?

Best option	Good option	Fair option	Poor option	Don't know
-------------	-------------	-------------	-------------	------------

21. Please explain your assessment and in a few words provide evidence on what your assessment is based

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22. In your opinion are the objectives of the joint Programme still valid in the context of national policy objectives and SDGs?

Excellent validity	Good validity	Fair validity	Poor validity	Don't know
--------------------	---------------	---------------	---------------	------------

23. Please explain your assessment and in a few words provide evidence on what your assessment is based.

--

24. To what extent have the implementing partners participating in the joint Programme added value to solve the development challenges stated in the Programme document? Their contribution was

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

25. Please explain your assessment and in a few words provide evidence on what your assessment is based.

--

26. B) Effectiveness and goal fulfilment capacity: Next, we would get your assessment of the Effectiveness of the Joint Programme notably what concerns its capacity in terms of goal achievement: How would you rate the programme's overall goal achievement capacity. Was the extent to which the objectives of the development intervention have been achieved was

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

27. Please explain your assessment and in a few words provide evidence on what your assessment is based.

--

JP Outcome 1: MNEs in the extractive industries comply with local content policies, environmental friendly sustainable business practices, and apply gender and age sensitive recruitment policies to hire nationals. Target: 30 per cent of MNEs operating in the two provinces comply with local content policies, sustainable business practices and apply gender and age sensitive recruitment policies.

28. How do you rate your performance in reaching JP 1

Excellent	Good	Fair	Poor	Don't know
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Now we want your assessment about the JP capacity in attaining the development outputs leading to JP 1 described in the Programmedocument, starting with

29. Output 1.1. Skills gap analysis done and disseminated for at least 5 technical professions. For what professions was it done and was it disseminated in time? Note: ILO responsibility/Implementing agency INEFP

The output requires conducting training at National and provincial level and undertake skills gap analysis with industry; strengthen INEFP's M&E on training programmes; and identify global good practices in public-private partnerships (PPP) between TVET and industry.

Yes	No	In parts only, which parts
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30. Was this output achieved?

31. Explain if necessary your assessment and describe the skills gap analysis output (report, study, strategy etc., and detail on locations)

--

32. How do you rate the implementing agency's capacity to conduct its activities?

Excellent	Good	Fair	Poor	Don't know
Explain				

33. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
Explain				

34. What were and how would you describe the major Strength and Weaknesses characterizing this output, including whether targets were realistic. Explain

35. Based on your assessment how do you rate the performance in achieving output 1.1..?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

36. Please explain your assessment and in a few words provide evidence on what your assessment is based.

37. Output 1.2. INEFP schools capacity developed to teach skills demanded by Extractive industry firms to young men and women (specifically including skills for green job market) Note: ILO responsibility/Implementing agency INEFP

38. The output requires assessing the degree of satisfaction by training participants on new skills acquired, which should attain 90 per cent ; it also requires assessing the degree of satisfaction by employers in the EI firms on the new skills, which should reach 70 per cent . Were both objectives achieved?

The 90 per cent target (participants)	Fully achieved	Partly achieved	No assessment done
The 70 per cent target (EI firms)	Fully achieved	Partly achieved	No assessment done

39. Please explain your assessment and in a few words provide evidence on what your assessment is based.

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40. How do you rate the implementing agency's capacity to conduct its activities?

Excellent	Good	Fair	Poor	Don't know
Explain				

41. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
Explain				

42. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

--

43. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

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44. Output 1.3. Implementation of the mining policy and its HR component actively enhances local employment opportunities. Note: UNDP responsibility/Implementing agency: Ministry of mineral resources. Who exactly

--

The output requires conducting up to 3 training sessions on extractive industries and policies to enhance human development and employment, while the activities undertaken were a) developing a business plan to support the implementation of the Mining Policy, and b) providing expert advice and technical assistance on key policy issues related to employment and extractive industries (e.g. employment rights and standards, social and environmental policy, human rights)

45. Was this output achieved?

Fully achieved	Partly achieved	Other
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46. Explain if necessary including whether targets were realistic

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47. And, in your opinion did the activities designed for this output enhance local employment opportunities?

Very much	In a Good way	Fairly	Poorly	Was not assessed
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48. Please explain your assessment and in a few words provide evidence on what your assessment is based.

--

49. How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know

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Explain

50. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
Explain				

51. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

--

52. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

53. Output 1.4. Enhanced public awareness of, and transparency in the promotion of local employment opportunities in relation to extractive industries. Note: UNDP responsibility/Implementing agency Ministry of mineral resources. Who exactly?

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The output requires that 20 per cent of community's members are fully aware of employment procedures for EI operating in their area, as a result of a) a communication strategy designed for this purpose, b) of best practices identified, c) by promoting south-south learning opportunities, d) creating a M&E tool monitoring EI's

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local impact on employment, and e) support to demand demand-based research on extractive industries in support of the Mozambique’s mining vision.

54. Was this output achieved?	Fully achieved	Partly achieved	Other
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55. Explain if necessary including whether targets were realistic?

56. How do you rate the implementing agency’s capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don’t know
Explain				

57. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don’t know
Explain				

58. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

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59. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

Lets look into JP Outcome 2: An improved and more egalitarian workforce with vocational skills and competencies have improved employability opportunities in Extractive Industries firms and in SMEs operating in value chains feeding into the EI sector. UNIDO responsibility/Implementing agency: Ministry of Industry and Commerce (MIC)

60. How do you rate your performance in reaching JP 2

Excellent	Good	Fair	Poor	Don't know
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Output 2.1. Enhanced business linkages between large buyers and SMEs. Target 2017: Target 2017: at least 1,500 direct jobs and 1,500 indirect jobs created of which at least 50 per cent will be for women and at least 25 per cent for young men and girls.

The output requires a) profiling 400 SMEs in different parts of the selected provinces; and b) attach up to 10 buyers permanently to the Programme including routing some of their procurement requirements via the SPX Centre; through three activities patterns: i) conducting plant visits for SPX profiling purposes, leading to profile database generated through the utilization of the UNIDO's SPX Management Information System (SPX MIS); ii) undertake diagnostic field study among large domestic and foreign enterprises in Mozambique including mapping out local strategic supply chains for determining the 'demand' for local sourcing which could be met through SPX service offer; and iii) link potential eligible supplier firms having supply/subcontracting potential with buyer subcontracting opportunity needs through SPX. UNIDO responsibility/Implementing agency: Ministry of Industry and Commerce (MIC),

61. who exactly- indicate?

Partner agency	Responsibility for?

62. Was this output achieved?

Fully achieved	Partly achieved	Other
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63.Explain if necessary including changes made including whether you believe targets were set realistically?

--

64.How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know

65.In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know

66. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

--

67.Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know

Output 2.2. Promotion of inward foreign direct investment for technology and equity provision to local subcontractors with upgrading requirements. The output requires a) benchmarking 40 companies (what does benchmarking mean?) b) assist 20 local companies in developing international joint ventures; and c) hold 50 cumulative Business 2 Business meetings with potential foreign investors.

Activities include: i) make sure, through visits that UNIDO supplier-benchmarking methodologies are applied, ii) assist in preparing product specific marketing and promotion material and and undertake financial feasibility analysis through the

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COMFAR Computer Model for Feasibility Analysis and Reporting; and iii) Provide B2B opportunities at global exhibition and Fairs including MIDEST Subcontracting Fair and Hannover Messe.

68. Was this output achieved?

Fully achieved	Partly achieved	Other
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69. Explain if necessary including changes made including whether you believe targets were set realistically? .

70. How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know
Explain				

71. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
Explain				

72. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

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73. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know
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Output 2.3. Strengthened investment promotion capacity at district level through enhancing the capacities of the “one stop shops” (Balcão de Atendimento Único – BAU).

This output requires: a) upgrade 4 BAUs for providing additional business services and support business linkage, b) 4 local/national agrobusinesses with business links with MNE (Note: Ask for: what MNE, and where?)

Activities are: i) Improving quality and outreach of government services to local entrepreneurs by replicating a pilot model of district Balcão Único (BAU); and mapping agro-processing and small industry and services opportunities along the Nacala corridor.

74. Was this output achieved?

Fully achieved	Partly achieved	Other
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75. Explain if necessary

including detailing on your outputs and on the conducted activities. How were activities conducted and were they pertinent for achieving the desired output?

--

76. How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know

77. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

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Explain

78. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

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79. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

JP Output 2.4: resource-efficient and environmentally sustainable small suppliers procedures established. The output requires a) audit 50 companies for RECP (Note what is this?), b) train 20 national trainers.

Activities are: i) RECP train national consultants and company representatives; and RECP assess companies. UNIDO responsibility/implementing agency: Ministry of Industry and Commerce (MIC)

80. Was this output achieved?

Fully achieved	Partly achieved	Other
----------------	-----------------	-------

81. Explain if necessary including detailing on your outputs and on the conducted activities. How were activities conducted and were they pertinent for achieving the desired output?

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82. How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

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Explain

83. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
Explain				

84. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

--

85. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

JP Outcome 3 National/Local SMEs capitalize on supply chain/value chain opportunities and provide environmentally sustainable services and products to the extractive industries. Target: support at least 250 SMEs to start-up and/or develop and expand of which at least 35 per cent will be run by female entrepreneurs.

86. How do you rate your performance in reaching JP 3

Excellent	Good	Fair	Poor	Don't know
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Output 3.1. Employment Action Plan outlines roles and responsibilities of government and social partners.

Output requires: Employment Action Plan be developed, endorsed and available.

Activities: a) Action research on the direct, indirect and induced employment creation impact of mega-level mineral resource extraction projects; b) Mass-media based advocacy campaigns carried out together with the Ministry of Mineral Resources and the Ministry of Labour to widely disseminate findings; c) Comparative analysis of local content strategies with global good practice. ILO responsibility/implementing agencies: 1)Government of Mozambique, 2) Employers' and 3) Workers' organizations, 4) Civil Society Organizations

87.Please detail on the implementing agencies, indicating what government ministries/agencies, Employers and Workers' organizations, and Civil society organizations, and on their respective role and contribution.

88.Was this output achieved?

Fully achieved	Partly achieved	Other
----------------	-----------------	-------

89.Explain if necessary including detailing on whether you believe targets were realistic. How were activities conducted and were they pertinent for achieving the desired output?

90.How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know
Explain				

91. In case you are the implementing agency, please evaluate and rate JP support

Excellent	Good	Fair	Poor	Don't know
Explain				

99. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

--

100. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

Output 3.2. Tripartite jobs pact with collective action of EI partners for employment creation, This output requires: Tripartite Jobs pact available and endorsed by tripartite partners.

Activities: i) Workshops with Government officials and corporate investors to jointly review findings and develop employment action plan and tri-partite jobs pact; ii) Action research on barriers to local economy development in the target provinces, here with emphasis on entrepreneurship culture and work ethics; iii) Community-level workshops to validate findings and identify concrete intervention points for boosting the competitiveness of local job seekers and emerging entrepreneurs. ILO responsibility/implementing agencies: 1) Government of Mozambique, 2) Employers' and 3) Workers' organizations, 4) Civil Society Organizations.

101. Please detail on the implementing agencies, indicating what government ministries/agencies, Employers and Workers' organizations, and Civil society organizations, and on their respective role and contribution.

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102. Was this output achieved?

Fully achieved	Partly achieved	Other
----------------	-----------------	-------

103. Explain if necessary including whether targets were realistic and how were activities conducted and were they pertinent for achieving the desired output?

--

104. How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know

105. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
Explain				

106. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

--

107. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

Output 3.3. Local employment development agencies (LEDA) and promotion of local employment opportunities are integrated into local development policies and plans at provincial, district and municipal level. Target 3 of local and gender sensitive development plans integrated at provincial. District and municipal level.

Activities: i) Support the functioning of local LED/employment working groups; ii) Identify and support the development of local value chains; iii) Strengthen the capacity of Civil Society Organizations (CSOs) and local communities to participate more effectively in the policy dialogue process related to the promotion of local employmen; iv) Revise local strategic development plans to integrate a more explicit LED/employment promotion component. UNDP responsibility/implementing agencies: 1)Government of Mozambique, 2) Employers' and 3) Workers' organizations, 4) Civil Society Organizations.

108.Please detail on the implementing agencies, indicating what government ministries/agencies, Empoloyers and Workers' organizations, and Civil society organizations, and on their respective role and contribution.

--

109.Was this output achieved?

Fully achieved	Partly achieved	Other
----------------	-----------------	-------

110.Explain if necessary including detailing whether targets were realistic and whether activities were well chosen for achieving the desired output?

--

111.How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know
Explain				

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112. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
Explain				

113. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

--

114. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know

JP Output 3.4: Integrated gender friendly business services making that Women in selected areas have an increased access to gender friendly business services. Target: 9 Business Services Centers established and functioning to provide market information, skills training, opportunities for business incubation, technical assistance and coordination in 9 districts).

Activities: i) Support the development of integrated business service centres in selected districts and municipalities; ii) Strengthen the capacity of LEDA's to provide integrated business support services in selected provinces; iii) Strengthen the business management capacity of emergent entrepreneurs and SMEs; iv) Support the promotion and development of local business opportunities based on EI local content agreement and corporate social responsibility value chains. UNDP responsibility/implementing agency Direcção Nacional de Promoção de Desenvolvimento Rural (DNPDR):

115. Was this output achieved?

Fully achieved	Partly achieved	Other

116.Explain if necessary including detailing on your outputs and on the conducted activities. How were activities conducted and were they pertinent for achieving the desired output?

--

117.How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know
Explain				

118.In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
Explain				

119. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

--

120Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know

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JP Outcome 4: Decision makers, national and internationally, have better access to data for formulating job creating measures and strategies in relation to Extractive Industries. Target: 2017: To systematically document and disseminate project's outcomes, lessons learnt and achievements to local, national and international counterparts.

121. How do you rate your performance in reaching JP 4

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

Output 4.1. Project relies on solid qualitative and qualitative data management system/approach? allowing assessing progressive achievements and a M&E system is in place to assess project's outputs and outcomes.

Output requires: a) Baseline study available and disseminated (target: one baseline available per each indicator selected for the project), b) End-of-the-project impact assessment available and disseminated (target quantitative and qualitative analysis of project's achievements done and disseminated). UNDP responsible/Implementing agency: Labour Ministry (MoL)

122. Please explain this activity and Labour Ministry's role in more detail.

123. Was this output achieved?

Fully achieved	Partly achieved	Other
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124. Explain if necessary

including detailing on your outputs and on the conducted activities. How were activities conducted and were they pertinent for achieving the desired output?

125. How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know
Explain				

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126. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
Explain				

127. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

--

128. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know

JP Output 4.2: Partners and stakeholders are informed about the Programme's objectives, approach, lessons learnt and results. Awareness is raised on employment related issues, and corporate businesses and government take responsible and informed decisions towards sustainable job creation. Target: Partners take full stock of project's achievement, lessons learnt, and long-term institutional impact (Note: ask how do you measure that? Not a SMART conform definition).

8 Activities: Develop an information kit for media, government, corporate, job seekers, international partners regarding Programme objectives and intentions. li) Put information on <http://dialogoemprego.org/conference/> employment website; iii) work with media to nurture an informed national dialogue; iv) Outreach to the youth through modern communication technologies; v) Develop an advocacy plan to influence corporate and government partners; vi) Targeted and sensitized advocacy intervention; vii) capture and record stories on how Programme results have been achieved, businesses have developed and jobs have been found and what lessons can be drawn; viii) Participate and facilitate national dialogue, policy development,

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business to business knowledge sharing, knowledge. UNDP responsible/Implementing agency Labour Ministry

(Note: some of the listed activities appear redundant)

129. Please explain this activity and Labour Ministry's role in more detail.

--

130. Was this output achieved?

Fully achieved	Partly achieved	Other

131. Explain if necessary including whether targets were realistic and activities conducted were pertinent for achieving the desired output?

--

132. How do you rate the implementing agency's capacity to conduct its activities ?

Excellent	Good	Fair	Poor	Don't know
Explain				

133. In case you are the implementing agency, please evaluate and rate ILO support

Excellent	Good	Fair	Poor	Don't know
Explain				

134. What were and how would you describe the major Strength and Weaknesses characterizing this output? Explain

--

135. Based on your assessment how do you rate the performance in achieving this output?

Excellent	Good	Fair	Poor	Don't know
-----------	------	------	------	------------

Crosscutting issues

136. How would you rate the JP's performance regarding crosscutting issues? Please also explain

Gender equity	Excellent	Good	Fair	Poor	Don't know
Explain:					

HIV/AIDS	Excellent	Good	Fair	Poor	Don't know
Explain:					

PPP & Private sector	Excellent	Good	Fair	Poor	Don't know
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Explain:

From your perspective: What internal and external factors have influenced the ability of ILO/UNIDO/UNDP to meet projected targets? Technical note and monitoring reports already mention some aspects like the delayed production start of megaprojects, the lack of female run and suitable SME, transaction costs not covered by the Programme hampering SME participation in UNIDO measures, Delays in change of government; Lack of interest from big buyers in joint the SPX B2B platform.

137. Could rank the impact of these factors starting with the one having the worst effect on programme performance:

MNE investment delay	Very bad	Bad	Not so bad	Neutral	Don't know
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Lack of suitable SME	Very bad	Bad	Not so bad	Neutral	Don't know
Lack of female headed SME	Very bad	Bad	Not so bad	Neutral	Don't know
Lack of big buyers interest in SPX	Very bad	Bad	Not so bad	Neutral	Don't know
Lack of funds for covering transaction costs affecting SME participation in workshops	Very bad	Bad	Not so bad	Neutral	
Government change	Very bad	Bad	Not so bad	Neutral	
Lack of funding	Very bad	Bad	Not so bad	Neutral	Don't know
Delays in funds disbursement	Very bad	Bad	Not so bad	Neutral	Don't know

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Weak quality of local public services (SDAEs)	Very bad	Bad	Not so bad	Neutral	Don't know
Coordination problems with implementing partner? Indicate which one	Very bad	Bad	Not so bad	Neutral	Don't know
UN Joint management coordination	Very bad	Bad	Not so bad	Neutral	Don't know
Lack of National ownership	Very bad	Bad	Not so bad	Neutral	
Lack of Sustainability	Very bad	Bad	Not so bad	Neutral	
Other: indicate	Very bad				

138. Did the programme produce any unexpected/unplanned results? If so could you elaborate?

List unexpected results

139. These unexpected results, do or did they have a rather negative or rather positive impact on the programme objectives and programme performance

--

140. Do or did they compromise sustainability of results created by the JP? Please explain

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From your perspective what would be the most important lesson(s) learnt from the JP?

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141.If was to continue or to be replicated elsewhere, what would you recommend changing based on the experience with this Programme?

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142.Other aspects not covered, but you believe important and want to add

Item	
Commentary	
Item	
Commentary	

Interviewer's Notes (Please recheck responses make sure they are clearly documented and readable)

Interview Duration	Notes

Interview Guide: Public Provincial stakeholders: Direccoes Provinciais MIC/MIREME/MITADER (DNPDR)/ADEL etc.

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Note 1) Look at the implementation role of each of these Ministries/Directorates, what the JP outcomes they do contribute, and what outputs they are expected to produce and activities to run.

Introduction: the following interview is necessary for assessing the UN Joint Programmes performance during its two years of existence. Given that the evaluation's overall goals is to promote accountability, organizational learning, stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs your assessment is crucial given your role in the programme.

We will start with some personal information of your name (which will be anonymized and not appear in the evaluation report) the institution you are working in, your job role and the role you are/were occupying in the programme.

Date		Location	
Nome da Dirreccao provincial			
Name do interlocutor			
Position held			
Contact			
Role occupied in Joint Programme (JP)			

Como foi e como avalia a sua participacao no JP, Qual era o seu papel? Tive uma ideia clara sobre o que foi esperado de si/da sua instituicao? (em termos de actividades, outputs, e os resultados (JP outcome?))

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Quem foi o seu parceiro principal do JP (OIT/UNIDO/PNUD) e como iria qualificar a cooperacao? elabora

Conteúdo Local (Local Content policies)

Um dos objectivos principais do JP consistia em promover políticas de conteúdo local para levar os grandes projectos de melhor cooperar com companhias locais e criar stable supply chain relationships. Qual era o seu papel e a sua contribuicao neste objectivo

Gracas a esta iniciativa, que sao as empresas locais (nr. Área de actividade) que ja estao providenciando servicos e productos para os grandes projectos? E quem sao estes grandes projectos

Em termos gerais, o JP resultou em facilitar entrar em negocio com estes grandes projectos aqui na provincia? Exemplos?

Nos BAU's aplica-se agora aquela plataforma SPX para escolha de negocios a serem avaliados e em receber apoio para melhorar a sua competitividade? Quem esta ja dentro deste modelo e como correu?

Qua acham dos novos centros de negocio que foram criados nos SDAE com apoio do JP? Ja fazem bom uso destes centros e com que resultados?

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Um meio para melhorar a competitividade das empresas locais era organizar um processo de benchmarking. O que pode nos dizer sobre isso. Quem fez? Como correu? Que o resultado até agora (nr. empresas benchmarked), e em que medida aumentou a competitividade para entrar em negócio com grandes empresas?

Quem fez o benchmarking (CPI? UNIDO?, outro?), quem participou dentro das instituições locais, BAU/SDAE/Business Center/ADEL?) e qual era o seu papel neste processo?

Quantas empresas foram benchmarked aqui no distrito/na província?

O JP também visou em promover a economia verde, i.e. capacitar empresas locais em introduzir métodos que poupam o ambiente, o chamado método de RECP. Fazem parte disso? Já aplicam estes novos métodos e deu sucesso?

Em termos gerais que a mais-valia o JP trouxe para a sua instituição? elabore

Em termos gerais, quais a mais-valia que o JP trouxe para empresas locais?

. Anything else to add?

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Interviewer notes: how did it go?
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### Interview Guide: Provinces – SDAE/BAU/Business Service Center/

Note 1) Procedure is similar to that for INEFP: i.e. combining interview and visit of facilities. 2) Take the opportunity and ask BAU/SDAE/Business Center personal for helping setting up meetings with local SME.

Introduction: the following interview is necessary for assessing the UN Joint Programmes performance during its two years of existence. Given that the evaluation's overall goals is to promote accountability, organizational learning, stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs your assessment is crucial given your role in the programme.

We will start with some personal information of your name (which will be anonymized and not appear in the evaluation report) the institution you are working in, your job role and the role you are/were occupying in the programme.

Date		Location	
Nome da instituicao SDAE/BAU/Business Center			
Name do interlocutor			
Position held			

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Role occupied in Joint Programme (JP)	
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Como foi e como avalia a sua participacao no JP, Qual era o seu papel? Tive uma ideia clara sobre o que foi esparerado de si/do BAU/SDAE, etc. Elabora

--

Quem foi o seu parceiro principal do JP (OIT/UNIDO/PNUD) e como iria qualificara cooperacao? elabora

--

#### Contenido Local (Local Content policies)

Um dos objectivos principais do JP consistia em promover politicas de contenido local para levar os grandes projectos de melhor cooperar com companhias locais e criar stable supply chain relationships. Qual era o seu papel e a sua contribuicao neste objectivo

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Gracas a esta iniciativa, que sao as empresas locais (nr. Área de actividade) que ja estao providenciar servicos e productos para os grandes projectos? E quem sao estes grandes projectos

--

Em termos gerais, o JP resultou em facilitar enter em negocio com estes grandes projectos aqui na provincia? Exemplos?

--

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Nos BAU's aplica-se agora aquela plataforma SPX para escolha de negocios a serem avaliades e em receber apoio para melhorar a sua competitividade? Quem esta ja dentro deste modelo e como correu?

Qua acham dos novos centros de negocio que foram criados nos SDAE com apoio do JP? Ja fazem bom uso destes centros e com que resultados?

Um meio para nelhorar a competetividade das empresas locais era organizar um proceso de benchmarking. O que pode nos dizer sobre isso. Quem fez? Como correu? Que o resultado ate agora (nr. empresas benchmarked), e em que medida aumentou a competitividade para entrar em negocio com grandes empresas?

Quem fez o bechmarking (CPI? UNIDO?, outro?), quem participou dentro das instituicoes locais, BAU/SDAE/Business Center/ADEL?) e qual era o seu papel neste proceso?

Quantas empresas foram benchmarked aquí no distrito/na provincia?

O JP tambem visou em promover a economia verde, i.e. capacitar empresas locais em introducir metodos que poupam o ambiente, o chamado método de RECP. Fazem parte disso? Ja aplicam estes novos métodos e deu sucesso?

Em ternos gerais que a mais-valia o JP tropuxe para a sua instituicao? elabora

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Em termos gerais, quais a mais valia que o JP trouxe para empresas locais?

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. Anything else to add?

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Interviewer notes: how did it go?

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Interview Guide: Provinces – INEFP delegation/Employment Center and Training Center

Introduction: the following interview is necessary for assessing the UN Joint Programmes performance during its two years of existence. Given that the evaluation’s overall goals is to promote accountability, organizational learning, stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs your assessment is crucial given your role in the programme.

We will start with some personal information of your name (which will be anonymized and not appear in the evaluation report) the institution you are working in, your job role and the role you are/were occupying in the programme.

Date		Location	
Name			
Contact			
Institution			

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Job role	

Phase 1 Start with 1INEFP DELEGATE:

How do/did you see your role in the Joint Programme (SDG-F)

2. What were your interests in the programme, Why did you join it/participate?

3. Where you involved in the JP design? Explain

4. Who were your main partners in the JP? With whom did you work?

Local Content policies

5. One Pillar of JP is/was that extractive industry converting to local content policies, i.e. environmental and community friendly business practices and hiring locals. What is your take on these local content policies. Please elaborate

6. Which part of local content policies have you already included in your business model/practice? Elaborate

7. Do you think the way JP was promoting local content policies was well done

8. One key expectation in local content is that of creating job opportunities for local job seekers? What is your stand on this?

9. No que concerne parcerias públicos privadas o que esta acontecendo aqui na sua delegacia – ppp com quem em que área? E como esta a funcionar? Qual era a contribuicao do JP nestes PPP?

2nd Pase: VISITAS de instalacoes

Ask for visting a training Center, workshops, class rooms and ask what equipment has been brought by the JP (Victor and Paulina tomar nota)

10. Pede data sobre que tipo de formacoes o Centro esta a oferecer

10.1. Quanto a demanda para participar num curso de formacao? Tem capacidade suficiente? Onde ha falta de capacidade?

Employment Center: same procedure as in Training Centre: inspect facilities, equipment and ask what was done/brought in with help of the Programme

11. How many job seekers are registered? All from INEFP training centers?

12. What is your job placement rate/annual? How many could find a job through your help, and where?

13. How many of those graduating from an INEFPO training course could get a job? And do these Jobs qualify as 'decent jobs' according to ILO definition?

14. Who is employing (companies, public sector) and in what areas?

15. With how many companies are working with the CE; and ask you for providing suitable candidates for hiring. Please elaborate and produce evidence like employers lists etc.

16. What about the big projects and/or the local companies that are already in business/ supply chain relationships with big projects; do they employ INEFP graduates? Please provide evidence?

16. How do you see the labour market situation here right now and in five years from now? Did the JP provide any improvement?

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17 Do you also cooperate with the Centros de negocio nos SDAE? Please elaborate?

18. Que papel tem o conselho consultivo de trabalho reunindo o ministerio de trabalho, os sindicatos e os empregadores? Pode elaborar como e que a situacao aqui, o que se faz? E a mais valia que esta a trazer?

19. Algo para acrescentar?

Interviewer notes: how did it go?

Interview Guide: Provinces – Group or individual discussions with local SME

Note 1) Decision whether group or individual interviews will be depending on SME's availability and how many are willing to participate. Mobilization best through BAU staff or SDAE/Business Center staff involved in the JP. Also important including managing a locality for doing the group discussions, may be in INEFP facilities

Introduction: the following interview is necessary for assessing the UN Joint Programmes performance during its two years of existence. Given that the evaluation's overall goals is to promote accountability, organizational learning, stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs your assessment is crucial given your role in the programme.

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We will start with some personal information of your name (which will be anonymized and not appear in the evaluation report) the institution you are working in, your job role and the role you are/were occupying in the programme.

Date		Location	
Ask for and write down for each participating SME			
Participating SME	Field of activity/product line/	nr of employees	In SPX =1/benchmarked =2. In supply chain with EI =3
1			
2			
3			

Um dos objectivos do JP foi de aumentar a qualidade da mao da obra em melhorando a qualidade na formacao profissional. Resultou? A qualidade da mao de obra aumentou. Elaboram e discutem? Auemtou em que ocupacoes

2. Alguem daqui presente foi envolvido no desenho deste JP

Conseguem recrutar localmente? Em que areas/ocupacoes encontram as maiores difuculdades de recrutar?

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Quantos dos seus trabalhadores vinham do INEFP, de um centro de formacao e/ou de um Centro de emprego?

Estao a dirigir-se para o Centro de Emprego quando quer recrutar pessoal? Que acham destes centros?

A OIT e o Governo estao a promover aquilo que se chama a agenda de trabalho decente, i.e. trabalho formal, com contracto, com seguro social (INSS) e beneficios sociais? Aplica-se no seu negocio?

Quem foram os seus parceiros principais neste JP

Contenido Local (Local Content policies)

Um dos objectivos principais do JP consistia em promover politicas de contenido local para levar os grandes projectos de melhor cooperar com companhias locais. Qual e a sua experiencia nisso? Quem ja esta providenciar servicos e productos para os grandes projectos?

Em termos gerais, o JP resultou em facilitar enter em negocio com estes grandes projectos aqui na provincia? Exemplos?

Independent evaluation of SDG-Fund Joint Programme: More and better jobs in Cabo Delgado province and Nampula province

Nos BAU's aplica-se agora aquela plataforma SPX para escolha de negocios a serem avaliades e em receber apoio para melhorar a sua competitividade? Quem esta ja dentro deste modelo e como correu?

Qua acham dos novos centros de negocio que foram criados nos SDAE com apoio do JP? Ja fazem bom uso destes centros e com que resultados?

O JP tambem visou em promover a economia verde, i.e. capacitar empresas locais em introducir metodos que poupam o ambiente, o chamado método de RECP. Fazem parte disso? Ja aplicam estes novos métodos e deu sucesso?

Em termos gerais, quais a mais valia que o JP trouxe para empresas locais?

. Anything else to add?

Interviewer notes: how did it go?

Interview Guide: Provinces – Group discussions with self-employed trained in entrepreneurship (through PNUD? ILO)

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Note 1) Ask INEFP delegation (Or local department of DASP) to provide information and when possible do the mobilizing and to provide a location. 4-5 would be enough. Do not forget prepare lunches for the kids.

Introduction: the following interview is necessary for assessing the UN Joint Programmes performance during its two years of existence. Given that the evaluation's overall goals is to promote accountability, organizational learning, stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs your assessment is crucial given your role in the programme.

We will start with some personal information of your name (which will be anonymized and not appear in the evaluation report) the institution you are working in, your job role and the role you are/were occupying in the programme.

Date		Location	
Que tipo de autoemprego? Em que ramo (artisaato, agricultura, negocio...)			
Person 1			
Person 2			
Person 3 etc Add up lines			

Um dos objectivos do JP foi de criar novas capacidades e de melhorar o seu autemprego Aquele curso e o kit ajudaram? Foi bom? Foi util?

--

Onde e como correu a foremacao? Durou quanto tempo. Que eram os modulos, por. Ex. contabilidade basica etc/. E participantes receberam um certificado? Alguem trouxe para ver?

--

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Quem recebeu um kit e Este kit consistia em que>

Ajudou melhorar o seu negocio? Por exemplo trouxe novos clientes para slocitar os seus servicos ou produtos, como Hotéis, Restaurantes, Empresas. Empresas grandes? Algo mudou para o melhor gracia a este curso?

Foram apresentados oportunidade de financiamento, como acesso ao micro cerdito? Fez parte do curso?

Querem fazer um obserevcao geral. Por exemplo se acharem que o programmea de formacao foi util ou não, e se não, que estavam a espera?

Interviewer notes: how did it go?

Interview Guide: Provinces – CCD members and Civil Society – open discussions around the local content policies, how it is implemented and what are the results

Note do it either through individual interviews or group discussion depending on how many are showing up. Always procure location. We need to go back to PNUD to get contact person from PNUD

Introduction: the following interview is necessary for assessing the UN Joint Programmes performance during its two years of existence. Given that the

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evaluation's overall goals is to promote accountability, organizational learning, stocktaking of achievements, performance, impacts, good practices and lessons learnt from implementation towards SDGs your assessment is crucial given your role in the programme.

We will start with some personal information of your name (which will be anonymized and not appear in the evaluation report) the institution you are working in, your job role and the role you are/were occupying in the programme.

Date		Location	
CCD members			
list			
Civil society			
list			

1 How do/did you see your role in the Joint Programme (SDG-F)

2. What were your interests in the programme, Why did you join it/participate?

3. Where you involved in the JP design? Explain

4. Who were your main partners in the JP? With whom did you work?

Local Content policies

5. One Pillar of JP is/was that extractive industry converting to local content policies, i.e. environmental and community friendly business practices and hiring locals. What is your take on these local content policies. Please elaborate

7. Do you think the way JP was promoting local content policies was well done

8. There is a lot of criticism and bad press regarding the reassessment situation of displaced people that happened in Palma, among others. What is your stand on this. Do you think it is/was well done?

9. What about the environmental friendliness of extractive industries. Did local content policies make any difference. Please elaborate?

9. How did communities benefit from the extractive industry/ big projects. Can you provide examples and did local content policies make any difference?"?

10. What can you tell about the EITI? How do you rate the EITI performance and effectiveness

11. One key expectation in local content is that of creating job opportunities for local job seekers? What is your stand on this?

12. Another JP objective is to promote Green business practices through the use of the RECP approach RECP is a management model aiming turning production cleaner and more resource efficient, by “improving use of natural resources; minimize impact on nature, support communities and reduce risks.” It is part of the green economy strategy. Are you applying the RECP green economy approach in your business and if so, in what areas?

13. Where you part of the JP efforts – through UNIDO - to promote RECP? And how do rate this approach and how it is promoted?

## Appendix 7 Bibliography

### SDG-F documents consulted

SDG-F Result Framework Matrix and Performance Monitoring Framework  
SDG-F Result Framework by budget  
SDG-F Implementation and Work plans  
SDG-F Joint Programme reports – all four of them  
SDG-F Theory of change (PowerPoint & PDF version)  
SDG-F Steering Committee Minutes (Maputo and Pemba meetings)  
SDG-F Programme management committee minutes (4 minutes)  
SDG-F Communication and Advocacy Strategy  
SDG-F Monitoring, Evaluation and Knowledge management strategy  
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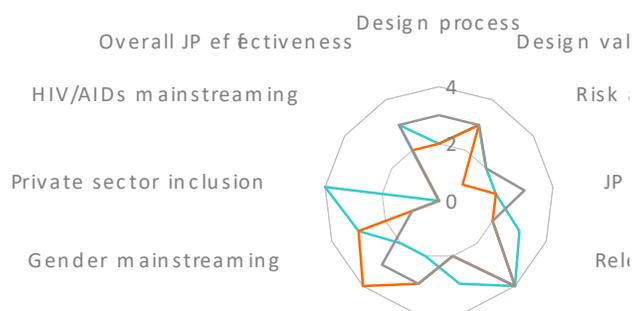
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## Appendix 8 – figures attached separately

How UN JP Managers Rate Programme Performance

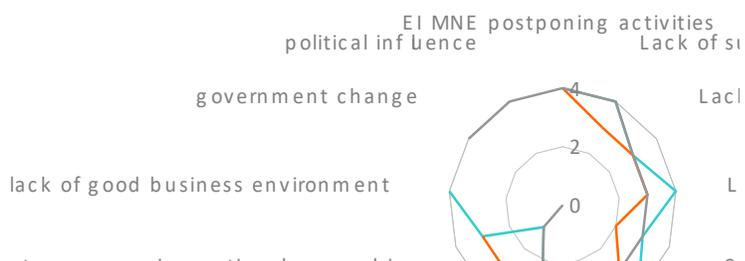
Graph 3 Ranking of JP's performance on key programme indicators

## Independent evaluation of SDG-Fund Joint Programme: More and better jobs in Cabo Delgado province and Nampula province



Legend: 4 = Excellent; 3 = Good; 2 = Fair; 1 = Poor; 0 = No answer

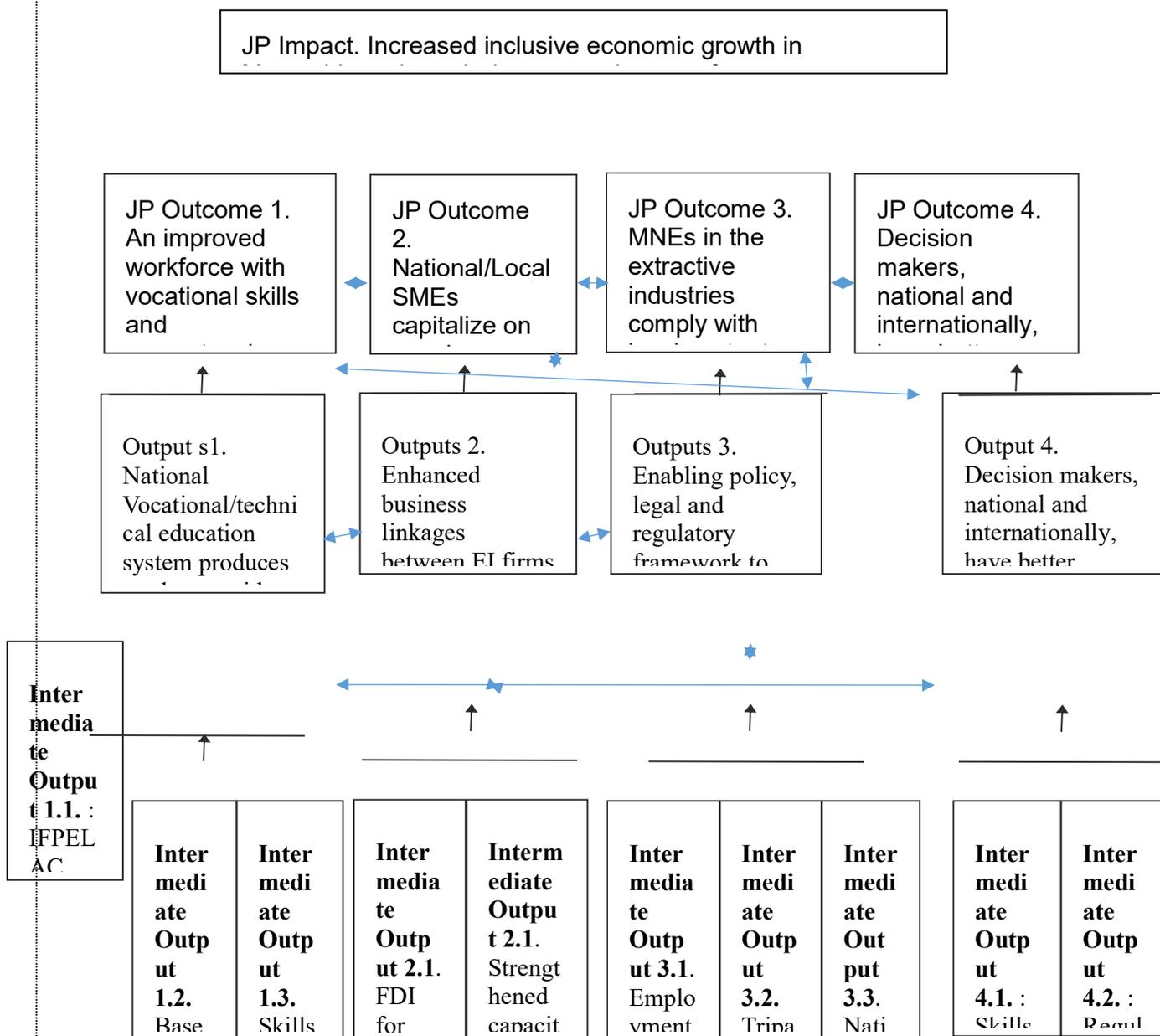
Graph 4 Ranking of adverse factors affecting JP performance: comparison ILO, UNDP, UNIDO



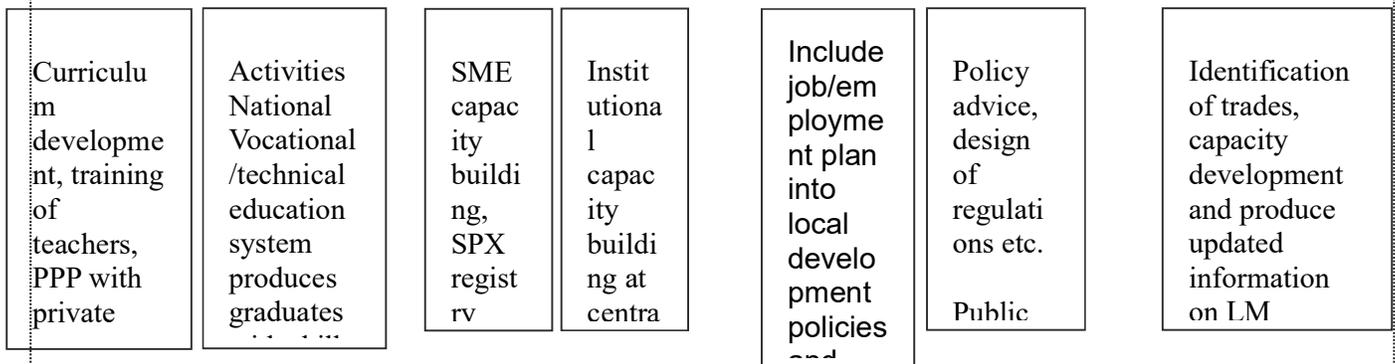
Legend: 4 = Very big negative influence; 3 = negative influence, 2 = slightly negative; 1 = Neutral, 0 = no response

### 3 A revised Theory of Change proposal

Graph 3: Proposal of an improved Theory of Change



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JP challenge: The potential benefits of the foreign direct investment and mega projects are not maximized due to lack of local government capacity and the mismatch between

4 LNG lot distribution in Rovuma Basin Area

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