

# **Zambia Decent Work Country Programme Internal Review**

**July 2011**

## List of Acronyms and Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
AMSCO	African Management Services Company
ATMS	African Training and Management Services
BBW&JC	Broad Based Wealth and Job Creation
BCPR	Biennial Country Programme Reviews
BDS	Business Development Services
CEE	Citizens' Economic Empowerment
CPR	Country Programme Review
DWA	Decent Work Agenda (of ILO)
DWAA	Decent Work Agenda for Africa
DWCP	Decent Work Country Programme
EL-SAG	Employment Sector Labour Sector Advisory Group
FAO	Food and Agriculture Organisation
FFTUZ	Federation of Free Trade Unions of Zambia
FNDP	Fifth National Development Plan
GDP	Gross Domestic Product
GFC	Global Financial Crisis
GIDD	Gender in Development Division
GJC	Global Jobs Pact
HIV	Human Immuno Virus
ILO	International Labour Organization/Office
ILRA	Industrial and Labour Relations Act
IP	Implementation Plan
ITC	International Trade Centre
IPEC	International Programme for Elimination of Child Labour
JASZ	Joint Assistance Strategy for Zambia
JPHT	Joint Programme on Human Trafficking
LFS	Labour Force Survey
LMI (S)	Labour Market Information (System)
MoFNP	Ministry of Finance and National Planning
MLSS	Ministry of Labour and Social Security
MSME	Micro, Small and Medium-sized enterprises
M&E	Monitoring and Evaluation
NAC	National AIDS Council
NAP	National Action Plan
NELMP	National Employment and Labour Market Policy
NGOCC	Non-Governmental Organizations Coordinating Council
NYDC	National Youth Development Council
PSD	Private Sector Development
PSDRP	Private Sector Development Reform Programme
PWD	Persons with Disabilities
RBTC	Regular Budget Technical Cooperation

SNDP	Sixth National Development Plan
TACKLE	Tackling Child Labour through Education
TBPS	Time Bound Programme-Support
TCLC	Tripartite Consultative Labour Council
TEVET	Technical Education, Vocational Training and Entrepreneurship
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNICEF	United Nations Children Fund
WEDAZ	Women Entrepreneurs' Development Association of Zambia
WEDGE	Women's Entrepreneurship Development and Gender Equality (of ILO)
WFP	World Food Programme
ZAFOD	Zambia Federation for the Disabled
ZAPD	Zambia Association of People with Disabilities
ZBCA	Zambia Business Coalition on AIDS
ZCSMBA	Zambia Association of Chambers of Small and Medium Business Associations
ZCTU	Zambia Congress of Trade Unions
ZDA	Zambia Development Agency
ZDWCP	Zambia Decent Work Country Programme
ZFAWIB	Zambia Federation of Associations of Women in Business
ZFE	Zambia Federation of Employers

## EXECUTIVE SUMMARY

In 2005, the ILO initiated a consultative process involving the Government of Zambia and the Employers and Workers' organizations, which culminated in the ZDWCP. The tripartite partners contributed to the identification of the Decent Work priorities and commented on various versions of the ZDWCP. The ZDWCP was reviewed in 2009 in order to incorporate the global financial crisis and an implementation plan and monitoring and evaluation framework. The priorities and outcomes of the ZDWCP which have been implemented since 2007 are:-

<b>Priority One: More and better employment for youth, women and people with disabilities, supported by enhanced labour market information (LMI) systems</b>	<b>Priority Two: Responding to HIV and AIDS challenges in the world of work</b>	<b>Priority Three : Elimination of child labour, particularly in its worst forms</b>
Outcome 1.1: Increased employment opportunities for all, with focus on Youth, Women and Persons with Disabilities in particular through Sustainable Enterprise Development and Employment Protection	Outcome 2.1: Adoption of nation and sector wide HIV & AIDS workplace policies based on ILO Code of practice, adopted by social partners and other key stakeholders	Outcome 3.1: Adoption and implementation of a national Child Labour Policy to combat child labour and trafficking
Outcome 1.2: Enhanced employment and self-employment opportunities for the target groups through access to BDS, finance and skills development	Outcome 2.2: HIV and AIDS included and mainstreamed in national projects and programmes of the Government, employers' and workers' organizations, the ILO, and the UN system	Outcome 3.2: Enhanced capacity for awareness raising and advocacy on Child Labour and human trafficking issues among stakeholders
Outcome 1.3: Enhanced Social Protection for the target groups, including those affected by socio-economic crises, with a focus on the informal economy		Outcome 3.3: Child labour issues and concerns are promoted, included and mainstreamed in national projects and programmes

Partners from government, employers, workers and civil society and cooperating partners were responsible for implementing the ZDWCP. Most of the partners involved in the implementation of the ZDWCP lacked capacity to implement the components of the ZDWCP that they were responsible for. The ZDWCP was superintended by the ZDWCP Advisory Committee, comprising of government, social partners, the ILO and other stakeholders to provide strategic guidance for the implementation and monitoring of the ZDWCP.

The evaluation utilised the biennial country programme review (BCPRs) guidelines and involved a combination of a desk review, a stakeholder's workshop and interviews with stakeholders. The evaluation exercise found the overall implementation of the ZDWCP to have been moderately satisfactory with a summary score of 4.1 for the whole DWCP as shown below:

Performance area	Rating	ILO comments	Partner comments
A. Relevance and coherence	4.5	Well aligned to national framework though labour and employment have been marginalized in SNDP	Aligned to development framework but there is lack of appreciation of labour issues by the Ministry of Finance and National Planning
B. Partnerships	4.5	Partnerships' should not be confined to the ILO constituents as the ZDWCP goes beyond the social partners interests	Tripartite plus arrangement has reduced ILO support to the areas deemed as being a priority by the social partners.
C. Managing for results	3.5	Implementing plan and monitoring and evaluation developed late but at ILO DWCP results have been well documented.	Implementing plan and monitoring and evaluation developed late and indicators and targets were not harmonized with the monitoring frameworks of the various government and partner programmes.
D. Organizational arrangements	4	Link Advisory Committee to TCLC to give it legal mandate	All partners should designate ZDWCP focal points to assure effective management
E. Knowledge sharing	3.8	Not many reports were generated and shared	Progress reports not submitted on time
Average	4.1		
Total score	20.3		

The ZDWCP was designed and aligned with the country's development goals and priorities to the UNDAF and contributed to the related targets of the DWAA. A challenge in the implementation of the ZDWCP is the perceived lack of appreciation of labour issues by the Government in general, and the Ministry of Finance and National Planning in particular. In fact, very few stakeholders appreciated the concepts of the ILO's global "Decent Work Agenda", or indeed of the Zambia Decent Work Country Programme (Z-DWCP).

The majority of the partners did not have the capacity to implement the ZDWCP. The government, employers, workers and other partners did not have the financial, technical and human capacities to implement the key elements of the DWCP. The knowledge management and sharing in the ZDWCP was moderately satisfactory as there were very few reports generated on the various components of the programme, and sometimes progress reports were not submitted at all.

The DWCP for Zambia envisioned that crosscutting concerns would be addressed throughout the planning, implementation, monitoring and evaluation processes. Gender and disability, though not mainstreamed in the original DWCP document, were addressed through several interventions embarked upon where gender or disability was the focus.

The evaluation revealed that substantial progress was made with the various Outcomes. The summary score for the outcome specific findings were as follows:

OUTCOME	1.1	1.2	1.3	2.1	2.2	3.1	3.2	3.3
<b>PERFORMANCE AREA</b>								
<b>A. Resource adequacy</b>	3	3.7	3	3.6	3.5	3.7	3.7	3.8

<b>B. Delivery of outputs</b>	3.4	3.7	2.9	3.7	3.8	3.8	3.8	3.5
<b>C. Use of outputs by partners/ target groups</b>	3.4	3.6	3.3	3.5	3.8	3.7	3.6	3.5
<b>D. Progress made (against outcome indicators)</b>	3.7	3.8	3.3	3.6	3.7	4	3.6	3.7
<b>E. Emerging risks and opportunities</b>	4	3.5	3.7	3.9	4	3.7	4	3.8
<b>Average Score</b>	3.5	3.9	3.2	3.7	3.8	3.8	3.7	3.7
<b>Total</b>	17.5	18.4	16.2	18.3	18.8	18.9	18.7	18.3

There were a number of factors that limited fuller realisation of the Outcomes, with the issue of inadequate funding resonating in most of the Outcomes. At the point of developing the IP and M&E, the resources required to implement the ZDWCP implementation plan amounted to US\$6,137,000 and resource shortfall was slightly over half (55%) of the resources required. However, additional resources flowed in after the completion of the IP, though resources from the government was not tracked and reported on.

Delivery of outputs was greatly affected by low funding and capacity limitations especially on the part of partners. In the case of the ILO, most of the projects succeeded in delivering outputs in areas where there were projects running.

The lack of awareness on the availability of services or various deliverables from the ZDWCP has contributed to the target groups not using the outputs from the ZDWCP outcome. In some instances, the target group is said to have reduced on the demand of the services when they were required to make a financial contribution towards the cost. Partner organisations' utilization of the outputs was affected by inconsistencies in partner organisations' staff members involved in the implementation of a particular outcome of the ZDWCP. This meant that there were knowledge gaps on the part of the different officials of the partner organisations each of whom may have attended different meetings or participated in different activities.

Nevertheless, progress was reported in the utilization of outputs by the partners and target groups, such as the increased number of children withdrawn from child labour and returning to school and reduction in stigmatization of those living with HIV and AIDS. Some youth benefitted from skills training and have become self employed, children's understanding of human rights has been raised, while some children are back in school. The MSME policy and the implementation plan were launched in January 2011. Furthermore, MCDSS together with the ILO successfully advocated and lobbied for the ratification of the UN Convention on the rights of persons with disabilities.

Concern was raised by partners on the problem of attributing progress on some of the outcomes to the ZDWCP. Some of the indicators measuring progress are too broad and attainment cannot be attributed to a single programme but is a result of a plethora of policy

measures and programmes making it difficult to establish the actual contribution of the ZDWCP towards achieving some of the outcome indicators.

The ZDWCP has immense opportunities to enhance its implementation. The Government has shown the political will by creating an enabling policy environment for employment creation especially among the youth, women and persons with disabilities. There is also need to take advantage of emerging opportunities such as the growing realization by Government and donor community of the importance of social protection, human trafficking and child labour. HIV/AIDS issues are increasingly prioritized globally by donors and as a result they attract substantial funding which the ZDWCP should take advantage of to mobilize resources. The flexibility within which the ZDWCP was aligned to the challenges of the global financial crisis presents an opportunity for its adaptability to changing socio economic circumstances.

There are a number of risks that can potentially hinder the implementation of the ZDWCP. Poor coordination and politicization of the programmes and difficulties of data collection are factors that could impair the implementation of the ZDWCP.

Lessons and good practices have been learned during the course of designing and implementing the decent work country programme for Zambia. The lack of appropriate management and monitoring systems at the beginning of implementation of a programme and lack of ownership of the ZDWCP by the Government and the social partners can negatively affect the implementation of the ZDWCP. DWCP's can be adapted to emerging challenges such as was the case with global financial crisis.

## **Recommendations**

### **Relevance and coherence**

- i. In order to enhance broader acceptance of the ZDWCP, the ZDWCP (2012-2015) should be subjected to the process that national policy documents undergo including approval by Cabinet. To enhance relevance, the selection of priorities must involve high-level officials from the relevant partners.

### **Partnership, strategies and inter-agency relations**

- ii. To enhance greater participation and commitment by the various partners, all the ZDWCP implementing partners should appoint a focal person for the ZDWCP. There is need to reduce the burden that the implementation and monitoring of the ZDWCP imposes on the time of the staff of partners by rationalizing meetings, workshops,

training, and other activities related to the ZDWCP. An aggressive awareness raising campaign involving sensitization workshops and media campaigns should be embarked upon to sensitize the tripartite constituents and the public about the ZDWCP.

### **Managing for results**

- iii. The ZDWCP should develop a comprehensive implementation plan and monitoring and evaluation framework at the start which should be harmonized with respective partner monitoring frameworks including the framework of the national development plan.

### **Organizational arrangements**

- iv. The DWCP Advisory Committee should be linked to the Tripartite Consultative Labour Council to raise the oversight of the ZDWCP to a higher level and give it a legal mandate.

### **Knowledge sharing**

- v. There is need to strengthen mechanisms for knowledge sharing, in particular the knowledge generated from the ZDWCP with the social partners and civil society playing a greater role. The partners should establish functional knowledge systems with dedicated staff to manage the systems.

### **Tripartite Constituents' capacity**

- vi. Partners lack the necessary human, financial and technical capacity to implement the ZDWCP. A capacity needs assessment must be conducted to identify capacity inadequacies in the partners, which should be the focus of capacity building efforts. Staff of the tripartite constituents should be involved in the actual design of the ZDWCP and supporting projects as part of the capacity building process.

### **Resources**

- vii. The ZDWCP Advisory committee has already programmed the development of a resource mobilization strategy as part of the road map to preparing the next ZDWCP. The ILO has also started discussions with cooperating partners to seek support for the next ZDWCP. The resource mobilization strategy should be well articulated and

involve the partners to lobby and advocate for funding for the ZDWCP and should take advantage of the Zambian Government's internal revenue, which has grown over the last few years, and the international community's embracement of the decent work agenda.

### **ILO's capacity, comparative advantage and efficiency**

- viii. ILO project programming must ensure that new projects contain components to carry on with the critical objectives of outgoing projects and should consider developing the ZDWCP as a single integrated programme encompassing the ZDWCP priorities. In the event that projects are designed, these should be of a longer duration and with more resources.

### **Cross cutting issues**

- ix. Gender and disability analysis should be conducted during the development of the new ZDWCP situation analysis and subsequent components of the DWCP.

## 1. BACKGROUND

Zambia has since 1991 made commendable progress towards stabilizing the economy at the macroeconomic level and the country has registered impressive economic growth in the last 7 years, averaging 5-6% per annum. Despite unprecedented economic growth, the Zambian economy faces many challenges. In particular, much work remains to be done if poverty levels are to be reduced in a country of 13,046,508 people, 51% female and 49% male.<sup>1</sup>

The 2006 living conditions survey indicated that approximately 59.3% of Zambians live below the poverty line, and 36.5% of these were classified as being extremely poor.<sup>2</sup>

Poverty in Zambia has been exacerbated by the high unemployment levels, and further compounded by the HIV and AIDS pandemic. HIV and AIDS prevalence is estimated at about 14.3% of the population between the ages of 15-49 years,<sup>3</sup> and women are proportionately more infected and affected than men. As this age group is the most productive segment of the population, the impact of HIV and AIDS on the individual workplace and on the economy as a whole is devastating. Children have also been affected by the AIDS epidemic in Zambia, with 120,000 children estimated to be infected with HIV.<sup>4</sup> In 2009, there were 690,000 HIV and AIDS orphans in the country<sup>5</sup> some of whom find themselves in child labour.

The economic growth has not translated into a commensurate increase in the number of jobs. Of the 5,410,619 people in the labour force, 5,221,761 are employed.<sup>6</sup> Of this employed population, only about 671,246 are formally employed, and the remainder of the workforce is either engaged in the informal economy or unemployed. Many of these are women, young people and include people with disabilities. The 2005 labour force survey established that they are around 900,000 children engaged in child labour in Zambia, primarily in agriculture, forestry and fishery. Child labour is also prevalent in domestic service, mining and the informal sector. The worst forms of child labour include commercial sexual exploitation and trafficking.

In order to address the above problems, national constituents developed the ZDWCP (2007-2011). The consultation process with the constituents for a Decent Work Country Programme for Zambia was initiated during 2005 by the ILO and involved the key

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<sup>1</sup> 2010 Census of population, CSO, Lusaka (2010).

<sup>2</sup> Living Conditions Monitoring Survey, Central Statistics Office, Lusaka, 2006 (revised as at 2009). Note that these are down from the figures in the original DWCP, which indicated 67% and 46% respectively.

<sup>3</sup> Zambia Demographic and Health Survey, CSO, Lusaka, 2007.

<sup>4</sup> UNAIDS (2010) 'UNAIDS report on the global AIDS epidemic'

<sup>5</sup> Government Republic of Zambia (2010, April) 'Zambia Country Report: Monitoring the Declaration of Commitment on HIV and AIDS and the Universal Access Biennial Report'

<sup>6</sup> Zambia Labour Force Survey, CSO, Lusaka (2008).

stakeholders, which included the Government of the Republic of Zambia (through the Ministry of Labour and Social Security, MLSS), and Employers' (Zambia Federation of Employers, ZFE) and Workers' organizations (Zambia Congress of Trade Unions, ZCTU; Federation of Free Trade Unions of Zambia, FFTUZ). The Government, the employers' organizations, and the workers' organizations, contributed to the identification of the national Decent Work priorities, and commented on various versions of the DWCP. The ZDWCP focuses on three priorities and eight outcomes, namely:

**Table 1: Priorities and outcomes framework for Zambia DWCP 2007-2011**

<b>Priority One: More and better employment for youth, women and people with disabilities, supported by enhanced labour market information (LMI) systems</b>	<b>Priority Two: Responding to HIV and AIDS challenges in the world of work</b>	<b>Priority Three : Elimination of child labour, particularly in its worst forms</b>
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Outcome 1.3: Enhanced Social Protection for the target groups, including those affected by socio-economic crises, with a focus on the informal economy		Outcome 3.3: Child labour issues and concerns are promoted, included and mainstreamed in national projects and programmes

The ZDCWP (2007-2011) constitutes the main vehicle for delivery of ILO support in Zambia to advance decent work. In 2009, it became evident that the Zambia DWCP needed to be revised in order to incorporate the strategies contained in the Global Jobs Pact that was adopted in the wake of the global financial crisis by the 2009 International Labour Conference as well as to include an implementation plan and a monitoring and evaluation mechanism. The implementation plan and monitoring and evaluation mechanism was also developed through a consultative stakeholders' workshop in 2009. This meeting also established the DWCP Advisory Committee, which guides the implementation of the DWCP and reviews progress reports from implementing partners.

## **2. PURPOSE, SCOPE AND CLIENTS OF EVALUATION**

The purpose of this document is to review the ZDWCP and take stock of the achievements, challenges, and lessons learnt during its implementation. The findings of the evaluation will provide input into the preparation of the next ZDCWP 2012 – 2015. The information will be used by the DWCP implementing partners, ILO Country Office for Zambia, Malawi and

Mozambique in Lusaka, ILO Regional Office for Africa and ILO Headquarters. The evaluation reviews the appropriateness and adequacy of the DWCP design in addressing employment and labour issues in Zambia, and examines the progress made so far to achieve the outcomes.

The evaluation also examines the usefulness of the strategies and partnerships, including the practical application of gender mainstreaming. It identifies the major challenges, weaknesses and strengths of the ZDWCP and determines the extent of linkages between DWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA) and the United Nation’s Development Assistance Framework (UNDAF). The evaluation reviews the partners’ organizational capacities to implement the DWCP and identifies capacity constraints in implementation of the programme. Finally, the evaluation identifies lessons and proposes recommendations for the next DWCP. The specific terms of reference are in Annex 1.

### 3. METHODOLOGY

The evaluation involved a combination of desk review, a stakeholder’s workshop and interviews with selected ZDWCP implementing partners. Various project reports and policy documents were reviewed to assess developments and performance of the ZDWCP. The stakeholders’ meeting, involving a broad range of partner organisations, employed the biennial country programme review (BCPRs) guidelines, a participatory self-evaluation tool used to assess, reflect upon and further develop decent work country programmes.

A scoring template was circulated to the thirty-six participants who attended the workshop, and twenty participants responded. The stakeholders’ meeting and interviews with partner organisations reviewed the design of the country programme, examined recent performance against stated outcomes, discerned what has been achieved, whether outputs are being converted into expected outcomes, and whether the strategies being used are effective and efficient. Scoring and rating were done on an individual basis and averaged to obtain group consensus. The table below shows the values of the scores.

**Table 2: Scoring and Evaluation rating**

Scoring and Evaluation ratings used to measure progress with outcomes					
1	2	3	4	5	6
Very unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory

The BCPR and interviews with stakeholders focussed on the following performance areas:<sup>7</sup>

- A. Relevance and coherence of the DWCP
- B. Tripartite constituents' capacities
- C. ILO's capacity, comparative advantage and efficiency
- D. Partnership, strategies and inter-agency relations
- E. Managing for results
- G. Knowledge management and sharing
- H. Progress made on tangible outcomes
- I. Lessons learned
- J. Going forward

#### 4. FINDINGS

##### 4.1 General Findings Regarding DWCP Design, Outreach, and Implementation

The programme has been implemented since December 2007. In August 2009, the implementation plan and monitoring and evaluation framework and the DWCP Advisory Committee were established. Stakeholders were moderately satisfied with the ZDWCP design, outreach and implementation as indicated in Table 3 below.

**Table 3: Scoring template for summarizing general findings of the DWCP Review: General findings regarding DWCP design, outreach and implementation**

Performance area	Rating	ILO comments	Partner comments
A. Relevance and coherence	4.5	<ul style="list-style-type: none"> <li>• Well aligned to national framework as priorities were decided upon by consensus by the partners.</li> <li>• Could do with more coherence</li> <li>• Labour and employment issues mainstreamed in SNDP as opposed to being an independent chapter, and this may pose a threat to their visibility and effective implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Aligned to development framework</li> <li>• DWCP concept is good</li> <li>• Lack of appreciation of labour issues by the Ministry of Finance and National Planning</li> <li>• Appreciation of the DWCP is at the National Board level of partners and has not permeated to the general membership</li> </ul>
Facilitator's comments: DWCP was relevant to national development programmes			
B. Partnerships	4.5	<ul style="list-style-type: none"> <li>• Strategic partnerships could be improved.</li> <li>• Encompassed the general expectation</li> <li>• Partnerships' should not be confined to the ILO constituents as the ZDWCP goes beyond the social partners interests</li> </ul>	<ul style="list-style-type: none"> <li>• Very few partners benefitted from programmes</li> <li>• Partners need more information</li> <li>• Inclusion of the civil society organisations beyond the social partners in ZDWCP has overshadowed traditional tripartite arrangements and reduced ILO support to the areas deemed as being a priority by the social partners.</li> </ul>
Facilitator's comments: Most partners lacked capacity to implement ZDWCP			

<sup>7</sup> The questions in the BCPR are in the Terms of Reference in Annex 1.

C. Managing for results	3.5	<ul style="list-style-type: none"> <li>Implementing plan and monitoring and evaluation developed late.</li> <li>At ILO DWCP results have been well documented.</li> <li>ZDWCP the IP and M&amp;E not harmonized with the NAC strategic framework.</li> </ul>	<ul style="list-style-type: none"> <li>Implementing plan and monitoring and evaluation developed late</li> <li>In some cases there was nothing to monitor as partners did not implement activities due to lack of financial resources</li> <li>Partners lacked capacity to collect data</li> <li>No baseline data upon which progress was measured</li> <li>The ZDWCP M&amp;E framework indicators and targets were not harmonized with the monitoring frameworks of the various government and partner programmes.</li> </ul>
Facilitator's comments: implementation was too ambitious given that the plan was developed 2 years after launch.			
D. Organizational arrangements	4	<ul style="list-style-type: none"> <li>More should have done to operationalize the DWCP structures</li> <li>More effort to monitor, engage partners and mobilize resources by Advisory Committee</li> <li>Level of representation and inconsistencies in the partner staff attending to ZDWCP</li> <li>Linking Advisory Committee to TCLC would give it legal mandate</li> </ul>	<ul style="list-style-type: none"> <li>Advisory Committee established midway.</li> <li>Need to improve communication</li> <li>All partners should designate ZDWCP focal points to assure effective management</li> </ul>
Facilitator's comments: Need to raise the quality and level of the representation and ensure that appropriate officers represent the non ILO constituents' partners.			
Performance area	Rating	ILO comments	Partner comments
E. Knowledge sharing	3.8	<ul style="list-style-type: none"> <li>Not many reports were generated and shared</li> <li>Partners were sensitized late on their role and expectations</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports not submitted on time</li> <li>ILO to avail information</li> <li>Less meetings</li> </ul>
Facilitator's comments: There were too many outputs requiring reporting. Need to clearly articulate outputs and indicators			
Performance area	Rating	ILO comments	Partner comments
Average score	4.1		
Total score	20.3		

#### 4.1.1 Relevance and coherence of the DWCP

Stakeholders were generally satisfied that the ZDWCP was appropriately and adequately designed and aligned with the country's development goals and priorities and those of the cooperating partners. A design process that involved the tripartite partners in setting the priorities and validating the ZDWCP assured alignment of the ZDWCP to the national development framework. Stakeholders are generally satisfied with the link between the ZDWCP and the national development agenda. The ZDWCP contributes to the National Long Term Vision 2030 (Vision 2030) aspiration for creating decent work opportunities; reduce the spread and impact of HIV and AIDS; and eliminating the worst forms of child labour. With regard to employment, Zambia aspires to reach sustained full employment by 2030 with an unemployment rate of below 10 per cent of the total labour force.

The ZDWCP contributes to attainment of the National Employment and Labour Market Policy (NELMP) through, among others, the creation of an effective Labour Market Information (LMI) system, elimination of child labour, promotion of job and business opportunities for men and women, as well as young people and the prevention and mitigation of HIV and AIDS.

The chapter on Employment and Labour in the Fifth National Development Plan (FNDP), whose theme was “Broad Based Wealth and Job Creation through Citizenry Participation and Technological Advancement”, underlined the contribution of the ZDWCP. This includes the Plan’s goals of promoting employment creation, provision of social protection to workers in both the formal and informal economy and the reduction in the spread of impact of HIV and AIDS on workers and employers and eradicating the worst forms of child labour.

Other policies and legislation that the ZDWCP supports include the Zambia Development Agency Act, the Micro, Small and Medium Enterprise (MSME) Policy, Youth Policy, the National Gender Policy, the TEVET Policy, Citizens’ Economic Empowerment Act, Private Sector Development Reform Programme, National HIV and AIDS Policy, National Disability Policy and the National Child labour Policy that was adopted during the implementation of the ZDWCP.

Concerning cooperating partners’ policies and programmes, several components of the ZDWCP outcomes were aligned to the pillars of the UN Development Assistance Framework (UNDAF), particularly in accordance with the ILO’s areas of technical competence and with agreed national priorities. The UNDAF responded to the national development priorities as articulated in the FNDP, and it focused around four thematic areas, namely: Governance; HIV and AIDS; Food Security, and Basic Social Services. Furthermore, the UNDAF document (2011-2015) also explicitly refers to employment, labour and decent work through a dedicated outcome (Outcome 2: Targeted populations in rural and urban areas attain sustainable livelihoods by 2015) as well as the outcomes on HIV&AIDS; Human Development and Good Governance & Gender. In response to the priorities in the Fifth National Development Plan, cooperating partners developed the joint assistance strategy (JASZ) that harmonizes the different donor initiatives and programmes into one coherent approach in line with sectors identified as “chapters” in the FNDP. The inclusion of the Employment and Labour chapter in the FNDP provided scope for attracting additional support for labour and employment issues.

The ZDCWP is also contributing to the Decent Work Agenda in Africa targets. More specifically, the ZDWCP outcomes contribute to the following DWAA outcomes: employment/enterprise related outcomes, the HIV outcomes, rooting out the remnants of slavery and mainstreaming decent work into national, regional and international

development strategies outcomes. Decent work has been mainstreamed into the country's over-arching development frameworks i.e. the Fifth and Sixth National Development Plans.

Stakeholders also inferred the perceived lack of appreciation of the ZDWCP by the Ministry of Finance from the manner in which employment and labour issues were considered in the Sixth National Development Plan.<sup>8</sup> The ILO and the tripartite partners observed that issues of employment and labour were not adequately reflected in the Plan, in spite of the Employment sector Labour Sector Advisory Group (EL-SAG) having developed and submitted an employment and labour chapter. The Plan incorporated employment and labour issues as part of the macro-economic policies and structural reforms chapter and mainstreamed across other chapters and not as a standalone chapter as was the case in the Fifth National Development Plan (FNDP). The view of the tripartite partners is that employment and labour issues have been marginalized and not given the prominence they deserve.

The lack of appreciation of the ZDWCP is not only limited to government. Employers acknowledged that the appreciation of the DWCP is at the National Board level and has not permeated to the general membership. The level of awareness on the Zambia Decent Work Country Programme is very low among the various stakeholders.

#### **4.1.2 ILO's capacity, comparative advantage and efficiency**

The ILO in most cases met its obligations in the implementation of the ZDWCP. The ILO was better placed to achieve its obligations due to its better access to resources to implement the various projects that are contributing to the ZDWCP. The ILO has, over the years, built considerable experience in building capacity and in developing training and advocacy materials in various sectors. For example, the ILO has developed various training material such as the GET Ahead, Start and improve your business and the ILO HIV & AIDS Code of practice, which are used in the ZDWCP.

Some stakeholders were of the view that ILO is not doing enough to mobilize the necessary resources to support the ZDWCP implementation. This view arises from some stakeholders' perceptions that ILO is a donor organisation. The ILO is not a donor organisation but a specialised agency providing technical assistance. It is for this reason that the ILO, led by the Lusaka Office, is expected to provide technical support and align its technical cooperation programmes and projects in Zambia in order to optimize its contribution towards the NELMP implementation, as well as to ensure their consistency with the ZDWCP priorities. However, some stakeholders feel that ILO Lusaka Office is constrained as some of the ILO projects are to some extent influenced by interests of the donors who fund the projects. The

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<sup>8</sup> The observation was also made at the Technical Meeting In Preparation Of The 2nd African Decent Work Symposium, 24 September 2010

misgiving arises because stakeholders feel that the manner in which projects are designed does not allow stakeholder input. The view of the stakeholders is that the donors impose some projects and as such, the objectives of such projects do not always reflect the needs of the country. In addition, the ILO being a specialised agency which is supposed to provide technical assistance had challenges in the area of building sufficient capacity in government and social partners in order facilitate smooth and effective implementation of the ZDWCP.

#### **4.1.3 Managing for results**

The monitoring and evaluation (M&E) framework and an implementation plan (IP) for the ZDWCP were developed by the Government, social partners, civil society, cooperating partners and other stakeholders in August 2009, almost two years after the launch of the DWCP. Prior to this, there was no formal DWCP monitoring system. The only reports made were those on individual ILO projects and the annual reports required by the ILO.

The ZDWCP Advisory Committee devised a reporting system to monitor the progress made towards the targets of the country programme. The entities with the main responsibility for the various outputs were required to submit progress reports in the template agreed upon in the implementing partners' meeting in May 2010. The Z-DWCP progress-reporting format highlights the progress made towards the DWCP outputs through activities by each partner, including the constraints and an assessment of the progress towards the specific outcomes based on the indicators set in the M&E framework. In addition, the partners were asked to identify strategies to overcome constraints faced.

The ZDWCP progress report is to be filled in by the main entities responsible for the implementation of the DWCP on a quarterly basis, and these main entities responsible were to collect information from the main partners supporting the delivery of the various outcomes. The progress reports from the implementing partners are collected by the Z-DWCP Secretariat (Ministry of Labour and Social Security), and they are presented for discussion and guidance to the Z-DWCP Advisory Committee.

Stakeholders expressed moderate satisfaction with the monitoring process. The Z-DWCP implementing partners reported on progress in the implementation of the country programme for the first time in August 2010, following the first full implementing partners' meeting in May 2010. Even then, the deadline of August 2011 that was set for the submission of progress reports was not met as some progress reports for the period were received as late as in early 2011. It was evident that some data was not collected and in some cases, the main partners supporting the delivery of the specific outputs did not provide the main entities responsible with the information required to give a complete report on the outputs they were responsible for.

#### **4.1.4 Partnership, strategies and inter-agency relations**

The implementation plan involved a tripartite plus collaboration and had twenty-three (23) partners designated as the main entities<sup>9</sup> responsible for the outputs contributing to the outcome and over eighty (80) main partners (see Annex 2).<sup>10</sup>

There was a general appreciation regarding the collaborative relationship among the ILO constituents, the ZDWCP partners and other stakeholders. The ILO constituents in Zambia participated actively in the formulation, validation and revision of the DWCP. However, some of the partners felt that information on the implementation of the ZDWCP was not available to all of them. Accordingly, they felt that some partners seemed to have more information than others did.

The ILO ensured that the ZDWCP contributed to the UNDAF. The UN Joint Programme on Human Trafficking is one of the projects contributing to mainstreaming the ZDWCP in UNDAF. In addition, the ILO was appointed the convener for UNDAF outcome 2 on Sustainable Livelihoods, including technical lead of the employment sub-outcome and coordinator of the UN-PSD forum, comprising eight UN agencies with PSD programmes in Zambia.

The social partners believe that the inclusion of civil society organisations beyond the social partners has overshadowed the traditional tripartite arrangements and reduced ILO support to the social partners. However, it should be noted that the ZDWCP goes beyond the issues of industrial and labour relations and should not be confined to the social partners. The ILO constituents and other partners face several ongoing challenges that impede the effectiveness to develop and implement integrating strategies. In particular, the constituents had shortcomings in their financial and technical capacities to implement the key elements of the DWCP.

The ZDWCP Advisory Committee, comprising of government, social partners, the ILO and other stakeholders was created to provide strategic guidance for the implementation and monitoring of the ZDWCP. The Advisory Committee also serves to monitor progress and results. The DWCP Advisory Committee was established in August 2009, almost two years after the launch of the ZDWCP. The Advisory Committee has since met seven times (in December 2009; January 2010; May 2010; February 2011 (twice) and in May 2011 (twice)).

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<sup>9</sup> Some of the organisations were main entities responsible for outputs in more than one outcome with MLSS and ILO represented in 7 outcomes each. The social partners (ZFE, ZCTU & FFTUZ) were each represented as main entities responsible for outputs in 2 outcomes.

<sup>10</sup> The number of institutions is much higher as some partners are lumped under their respective category. For example, financial institutions, civil society organisations, NGOs and community based organisations are not disaggregated.

The organizational arrangement was found to be moderately satisfactory. Under the FNDP, the Advisory Committee was linked to the Employment and Labour Sector Advisory Group (EL-SAG), as a subcommittee to the EL-SAG. The EL-SAG is one of the sector advisory groups set up under the Fifth National Development Plan to develop the sector plans and later on designated to monitor the implementation of the plan.

There was, however, concern that the link between the ZDWCP and EL-SAG could be weakened under the SNDP. The incorporation of employment and labour issues under the macro-economic chapter in the Sixth National Development Plan and not as a separate chapter as was the case in the Fifth National Development Plan (FNDP) could result in the labour issues being monitored under the Macroeconomic -SAG. The Ministry of Labour and Social Security has proposed to the Ministry of Finance and National Planning that the EL-SAG should serve as a sub-committee of the Macro SAG to specifically monitor the employment and labour indicators.

There was also concern on the level of representation and the consistency by partner members attending advisory committee meetings. This they felt has contributed to the partners not being fully engaged in the ZDWCP. The need to improve communication was also cited by some stakeholders who indicated that call outs for meeting were sometimes at very short notice. It was also felt that the Advisory Committee could have done more to mobilise resources to meet the resource gap.

ILO and the Ministry of Labour and Social Security (MLSS) have appointed focal points for the Z-DWCP Pillars, and the ILO has designated a programme officer with a DWCP coordination function. At the time of the evaluation, the social partners had not appointed their respective focal points for the Z-DWCP. The employers' organisation noted that appointment of a focal point would only be meaningful if they appointed three focal persons, one for each of the three ZDWCP priorities since the priorities are different thematic areas requiring varying degrees of specialization. However, they are not in a position to appoint a focal person, let alone three focal persons, as they lack the staff compliment in view of their workload related to their core functions. However, some stakeholders feel that all partners should designate focal points to ensure that partner organisations have officers who are accountable to reporting on the ZDWCP. In some partner organisations, participation at ZDWCP meetings is on an ad hoc basis depending on who is available on a particular day.

#### **4.1.5 Knowledge management and sharing**

Most respondents stated that the ZDWCP knowledge management and sharing was moderately satisfactory as there were very few reports generated on the various components of the programme, and sometimes progress reports were not submitted at all. Despite an

agreement on the progress reporting cycle that the Z-DWCP Secretariat should receive reports from the key implementing partners four times a year, only one progress report has been submitted by the partners since the implementing partners' meeting was held in May 2010. Even then, not all the partners submitted reports.

Had the partners adhered to reporting quarterly, there should have been at least three progress reports at the time of the evaluation. In addition, there was not a single DWCP performance report submitted by the DWCP Secretariat in the Ministry of Labour and Social Security for discussion by the Employment and Labour Sector Advisory Group (EL-SAG), which was due to the fact that the status of the EL-SAG has remained uncertain after the introduction of the SNDP. The DWCP Secretariat was supposed to prepare a report for the EL-SAG on a quarterly basis.

Most partners acknowledge that the mechanisms for knowledge sharing, in particular the knowledge generated from the ZDWCP were weak. It was the understanding of the partners that the ILO should take a lead in knowledge sharing. Admittedly, there have been notable contributions made by the ILO in this regard. A major contribution was the Labour Force Survey conducted in 2005 with ILO support, which resulted with a separate Child Labour report. In addition, the ILO has contributed to developing advocacy material on women workers' rights, disability, human trafficking and commissioned studies on the global financial crisis and gap analysis on Zambia's legal and macroeconomic policy frameworks.<sup>11</sup>

#### 4.2 Tripartite constituents' capacities

The majority of the partners did not have sufficient capacity to implement the ZDWCP. Table 4 shows the stakeholders perceptions on the tripartite constituents' capacity to implement the ZDWCP.

**Table 4: Scoring template for summarizing tripartite constituents capacity**

Rating	ILO comments	Partner comments
3.5	<ul style="list-style-type: none"> <li>• ILO does not have the capacity to build partners capacities</li> <li>• Depends on full commitment / need to enhance partner commitment</li> <li>• More interventions needed</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of staff/trained staff</li> <li>• Inadequate financial resources</li> <li>• Partners not benefiting from ILO technical assistance</li> <li>• ILO should focus on institutional capacity building</li> <li>• Inadequate attention to capacity building exemplified by exclusion in IP and M&amp;P framework of indicators to measure capacity building</li> <li>• Weak resource mobilization capacity</li> <li>• Enhance capacity building by housing projects or project components in the partner organisations</li> <li>• Utilize more cost effective training as opposed to the training at Turin</li> </ul>

<sup>11</sup> The studies can be found at [www.ilo.org/lusaka](http://www.ilo.org/lusaka)

It was apparent at the onset of the ZDWCP that the capacity-building priorities of the social partners needed to be addressed during the implementation stage, particularly if the DWCP is to become an effective developmental mechanism for Zambia. The employers and workers indicated that they have shortcomings in their financial and technical capacities in terms of implementing the key elements of the DWCP.<sup>12</sup>

Social partners perceived some components of the ZDWCP as being outside their core functions and their implementation and imposed additional financial burden on organisations that are already constrained to meet their core functions. As member based organisations, both the employers and workers' organisations depend on their members' contributions to run their operations.

In addition to financial constraints, human resource levels in the partner organisations are a major constraint affecting partners' capacity to implement the DWCP. Both the ILO and the partners are concerned with the number of meetings, workshops, seminars and activities that partners are required to participate in related to the implementation and monitoring of the ZDWCP. Most of the meetings, workshops, seminars and activities are convened by the various ILO projects while other gatherings on the DWCP are called by the MLSS. This imposes a burden on the time of the staff of partners who are left with little time to spend on their core functions. Staff and financial limitations are also evident in the government. The MLSS has only twenty-two offices out of the 74 districts of Zambia. These offices are poorly funded, lowly staffed and have no transport for them to carry out their duties.<sup>13</sup>

Some partners feel that they did not benefit from ILO technical assistance. They believe that capacity building would be enhanced by housing projects or project components in the partner organisations. This would also enhance ownership of the projects and programme. A contra view was that more commitment was required from partner organizations to the DWCP. Housing a project in a partner organisation would not change the status quo so long as the partner was not committed to the DWCP. The capacity of partner organisations to follow up implementation of the DWCP has not been satisfactory. Skills acquired in training programmes provided by the ILO have sometimes not been utilized effectively because partner organisations have lacked the resources to impart the skills acquired to the target group.

Some of the partners complained that the ILO did not contribute sufficiently to building the capacity of partner organisations. They would like the ILO to focus on institutional capacity building of its constituents and other national partners. This entails providing an institution

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<sup>12</sup> ZDWCP page 4

<sup>13</sup> ILO Gap analysis, Legislation

with the capabilities and the resources necessary to serve its purpose and involves modernizing existing institutions and supporting them to form sound policies, organizational structures, and effective methods of management. It was also noted that the ILO itself was struggling to raise resources and had therefore limited resources to contribute meaningfully to institutional support. Partners nevertheless acknowledged training, training materials, advocacy and logistical support to conduct workshops and seminars that ILO provided.

Stakeholders noted that capacity building was required in resource mobilization techniques while other stakeholders questioned the cost effectiveness of training provided at the ILO Turin Centre. Efforts must be made to find more cost effective training such as bringing trainers to Zambia to conduct the training locally, as opposed to taking participants to the Turin Centre. This approach has been used in some instances such as the data analysis training for institutions involved in LMI.

The exclusion of any clear and verifiable indicators to measure capacity building in the M&E framework reinforces the position that capacity building was inadequately prioritised. While references were made to capacity building in the implementation plan, capacity-building outputs were not clearly articulated and measurable indicators were not defined in the M&E.

Some stakeholders believed that the ZDWCP M&E framework indicators and targets were not harmonized with the implementation plans and monitoring frameworks of the various government and partner programmes. The M&E thus added onto the data collection workload of the partners as they introduced new indicators that were not in the monitoring frameworks of the various government and partner programmes. With regard to the HIV/AIDS priority, the major challenge was partly caused by the failure to harmonize the ZDWCP, the IP and M&E with the NAC strategic framework. It was acknowledged that the partners would need capacity building support to participate meaningfully in performance monitoring and evaluation of the ZDWCP.

### **4.3 Cross Cutting Issues**

The DWCP for Zambia envisioned that crosscutting concerns would be addressed throughout the planning, implementation, monitoring and evaluation processes. Crosscutting priorities include promotion of gender equality and equity, capacity building for constituents and other partners, and promoting good governance among partners. Additionally, HIV&AIDS in the workplace and Elimination of Child Labour are Cross-Cutting priorities in the ZDWCP, but in this report are analyzed under the specific priority areas.

Though disability was not a cross cutting issue, stakeholders noted that disability too was not

mainstreamed, but the two disability projects introduced during the DWCP implementation process addressed the issue at the implementation level. Through the DWCP, ILO has been able to successfully promote for the ratification of the UN Convention on Rights of People with Disabilities.

#### **4.3.1 Promotion of Gender Equality and Equity**

Gender was not mainstreamed at the design stage in the ZDWCP. There was no gender analysis undertaken in the preparation of the implementation plan. Consequently, there is insufficient gender attribution in the outcomes and outputs. However, although gender was not well mainstreamed from the onset, there were several interventions embarked upon where gender was the focus and gender-disaggregated data collected, such as: the WEDGE project; Women Workers' Rights project; study on WWRs ([www.ilo.org/lusaka](http://www.ilo.org/lusaka)); BBW&JC (Broad Based Wealth and Job Creation),.

#### **4.3.2 Good governance**

The workers' organisation raised an issue with the provisions of the amended Industrial and Labour Relations Act 2008 as not conforming to ILO Convention 87. The view of the unions is that the Act amounts to overregulation contrary to the provisions of the ILO Convention. In particular, the unions are concerned, a view shared by the ILO, about a problematic clause in the Industrial Relations Act prohibiting anyone who is not in employment (such as retirees) to represent workers.

### **4.4 Outcome-Specific Findings Regarding Progress and Performance**

The evaluation revealed that substantial progress was made with the various Outcomes. However, a number of constraints that limited fuller realisation of the Outcomes existed. One challenge, indicated by the stakeholders was the perceived lack of appreciation of labour issues by the Government in general and Ministry of Finance and National Planning in particular. Most stakeholders felt that the Ministry of Finance and National Planning had not embraced the DWCP as indicated by the minimal resources allocated to the implementation of the ZDWCP in general, and Ministry of Labour and Social Security in particular. The allocation to the Ministry of Labour was 0.11% and 0.12% of the National Budget in 2010 and 2011 respectively. As the Programme did not have its own resources as such, it was expected to draw resources from normal Ministerial/Institutional allocations.

The implementation of the activities that were developed in the IP was severely constrained by inadequate funding. Without adequate funding for training programmes, consultation meetings, printing of documents, lobbying, and advocating for policies it was difficult for

programmes to sustain themselves and to achieve progress in the outcomes. It must, however, be pointed out that various implementing ministries contributed additional resources towards the implementation of the ZDWCP but these resources were not tracked and reported on in the implementation plan. Only the contribution pledged at the stage of developing the IP were included, and more resources flowed in since then. Another key constraint is the issue of delays in the processes of reviewing and adopting policies, which result in delays in development of action plans and programmes.

#### **4.4.1 Outcome 1.1: Increased employment opportunities for all, with focus on Youth, Women and Persons with Disabilities in particular through Sustainable Enterprise Development and Employment Protection**

**Table 5: Scoring template for summarizing outcome-level findings of the DWCP review: Outcome 1.1**

Performance area	Rating	ILO Office comments	Constituents comments
A. Resource adequacy	3	<ul style="list-style-type: none"> <li>Not adequate.</li> <li>ILO had a few small projects</li> <li>Employment outcome enjoyed more resources</li> </ul>	<ul style="list-style-type: none"> <li>Look for donor funds instead of always depending on Government</li> <li>Not Adequate, requires resource mobilization strategy</li> <li>Increase funding to tripartite and partners</li> </ul>
Evaluator's comments:			
B. Delivery of outputs	3.4	<ul style="list-style-type: none"> <li>Outputs not achieved</li> <li>No output indicators (some outcome indicators appear as output indicators)</li> </ul>	<ul style="list-style-type: none"> <li>Need to work through youth mother bodies</li> <li>Need to sensitize decision makers, MoFNP, Cabinet</li> <li>Information not collected</li> <li>Impaired by low funding and capacity limitations</li> </ul>
Evaluator's comments:			
C. Use of outputs by partners/ target groups	3.4	<ul style="list-style-type: none"> <li>No consistency in Partner staff attending meetings</li> <li>More awareness has been created</li> </ul>	<ul style="list-style-type: none"> <li>Lack of resources resulted in some activities not being undertaken. Hence reducing the number of beneficiaries</li> <li>Some partners used the information to enhance the programme</li> </ul>
Evaluator's comments:			
D. Progress made (against outcome indicators)	3.7	<ul style="list-style-type: none"> <li>The challenge is massive and requires greater inputs</li> <li>Problem of attribution</li> </ul>	<ul style="list-style-type: none"> <li>To what extent can this be attributed to DWCP</li> <li>Minimal progress due to lack of funds and capacity</li> <li>Some of the data not collected due to lack of coordination</li> </ul>
Evaluator's comments:			
E. Emerging risks and opportunities	4	<ul style="list-style-type: none"> <li>Governments emphasis on employment especially youth is an opportunity.</li> <li>Government has created enabling policy environment whose impact can be greater with more funding.</li> <li>Ability to align DWCP to new challenges (DWCP was revised to incorporate GFC impact and GJP).</li> </ul>	<ul style="list-style-type: none"> <li>No risks involved</li> <li>More youth, women and people with disabilities involvement</li> </ul>
Evaluator's comments: Average score 3.5			
Total score	17.5		

A. Resource adequacy

Resources for the implementation of Outcome 1.1: Increased employment opportunities were not adequate. The resource gap was estimated at US\$665,900 representing a shortfall of 40.1% of the estimated cost of US\$1,645,000. Stakeholders felt that the ILO projects addressing Outcome 1.1 were too small with low budgets. Others felt that the partners had no funds to implement the outputs under Outcome 1.1.

B. Delivery of outputs

Delivery of outputs under Outcome 1.1 was moderately unsatisfactory. There were no output indicators and information was not collected. Others felt that the delivery of outputs would have improved if the implementation of various aspects of the ZDWCP were channelled through partner mother bodies instead of directly with affiliated institutions or local organisations. It was also noted that low funding and capacity limitations of partners affected the delivery of outputs.

C. Use of outputs by partners/ target groups

The utilization of the outputs by partners and the target groups was also moderately unsatisfactory. Some of the activities were not implemented due to inadequate resources. This meant that the number of beneficiaries was reduced as more would have been reached had all the activities been implemented. Partner organisations' utilization of the outputs was also affected by inconsistencies in partner organisations' staff members involved in the implementation of a particular outcome of the ZDWCP. This meant that there were knowledge gaps on the part of the different officials of the partner organisations each of whom may have attended different meetings or participated in different activities pertaining to the Outcome. On a positive note, it was acknowledged that more awareness had been created through the outputs and some partners have used the information obtained to enhance their programmes.

D. Progress made (against outcome indicators)

Stakeholders were moderately satisfied with the progress made noting that the challenge that Outcome 1.1 addresses is an enormous one requiring greater inputs than what were available. The resource gap and capacity limitations of the partners made it difficult for substantial progress to be made. A concern raised by stakeholders was the difficulty in establishing the actual contribution of the ZDWCP to progress made in achieving some of the outcome indicators. Some of the indicators measuring progress were too broad and attainment could not be directly attributed to the ZDWCP programme but was a result of a plethora of policy measures and programmes. For example, the number of decent jobs in the formal sector increased from 495,784 people in 2005 to 671,246 in 2010. However, it is not clear how much of this increase in formal jobs can be attributed to the Z-DWCP in an environment

where other policies also aim at creating employment. Other challenges included that of poor data collection systems which prohibited much analysis on progress or limitations for achieving this Outcome.

Nevertheless, significant progress has been made on attaining the outcome 1.1 indicators. Support to the implementation and management of the current LMIS was provided by the ILO through provision of LMIS equipment to partners and SPSS training for LMI stakeholders. The MLSS efforts for resource mobilization were fruitful as they received commitment of K4.6 billion from the government for preparations for the 2012 LFS and labour market research. The MSME Policy and the Implementation Plan were launched in January 2011. The Plan of Action for the Youth policy was launched with ILO facilitation while the NELMP which was developed in 2005 is due for review in 2011. The Government budget allocation for promoting full and productive decent employment and graduation from informal to formal economy increased from ZMK16.6 billion in 2009 to K18.1 billion though this fell short of the targeted 10% annual growth. In 2010, the allocation declined to ZMK13.5 billion.

E. Emerging risks and opportunities

The ZDWCP has immense opportunities to enhance its implementation, in particular in the next programme period. The Government has shown the political will by creating an enabling policy environment that emphasizes employment creation, especially among the youth, women and people with disabilities. The flexibility within which the ZDWCP was revised and aligned to the challenges of the global financial crisis presents an opportunity for its adaptability to changing socio economic circumstances. In response to the global financial crisis, the ILO Lusaka Office implemented the Luanshya Integrated Support Initiative on Employment as a pilot quick impact intervention to mitigate the effect of the crisis on vulnerable groups and retrenched workers.<sup>14</sup>

**4.4.2 Outcome 1.2: Enhanced employment and self-employment opportunities for the target groups through access to BDS, finance and skills development**

**Table 6: Scoring template for summarizing outcome-level findings of the DWCP review: Outcome 1.2**

Performance area	Rating	ILO Office comments	Constituents comments
A. Resource	3.7	Not enough	Not adequate

<sup>14</sup> The Luanshya Integrated Support Initiative on Employment is cited as one of the best practices on how efficiently the Government and its partners could adequately respond to the financial and economic crisis. (1st African Decent Work Symposium Recovering from the crisis: the implementation of the Global Jobs Pact in Africa). The initiative built on the activities of several technical cooperation and RBSA projects, in an integrated approach to identify business opportunities and capitalizing on the need for the creation of employment following the closure of the mines was implemented

adequacy		Resources seemed adequate	Human resources available but finances lacking Government created youth and disability fund Resources available for skills training
Evaluator's comments:			
B. Delivery of outputs	3.7	Data on what has been achieved has not all been collected BDS output well delivered	Not delivered due to lack of finances Information not collected
Evaluator's comments:			
C. Use of outputs by partners/ target groups	3.6	No awareness made	Barely used as target groups do not have information on programmes In the beginning it was but later target group had to contribute Ownership of DWCP less
Evaluator's comments:			
D. Progress made (against outcome indicators)	3.8	Data not disaggregated by sex Issue of attribution and contribution (it is not clear if outputs are directly relevant to achieving outcome) Not much progress on access to finance.	Not all employment opportunities created can be attributed to DWCP Some youth have benefitted from skills and have become self employed Data not collected Question of attribution
Evaluator's comments:			
E. Emerging risks and opportunities	3.5	Governments emphasis on employment especially youth is an opportunity Ability to align DWCP to new challenges (DWCP was revised to incorporate GFC impact and GJP).	Project easily adapted to new challenges as was the case with GFC
Evaluator's comments: Average score 3.9			
Total score	18.4		

#### A. Resource adequacy

Resources for enhancing employment and self-employment opportunities for the target groups through access to BDS, finance and skills development had a 50% resource gap at the time of developing the implementation plan. However, Outcome 1.2 was successful in mobilizing resources to reduce the initially indicated resource gap in the DWCP implementation plan to 26.4%, but some of the funds came in as late as in the first quarter of 2011. Stakeholders noted that in some cases, human resources were available but financial resources were not sufficient. Some stakeholders, however, acknowledged that Government had created funds for enhancing employment and self-employment opportunities for the youth and disabled persons. Resources were also available for skills training.

#### B. Delivery of outputs

Stakeholders were moderately satisfied with the execution and completion of activities under Outcome 1.2. The stakeholders were particularly satisfied with the delivery of business development services. It was however noted that not all the data on what was done was collected. For most partners, the lack of resources affected the ability to deliver outputs. Delivery was also affected by the closure of projects which were linked to other projects. This was the case with the closure of the Youth Employment Project in 2010, and inadequate

funding meant ZDA could not continue with the workshop for registered BDS providers. The training of BDS providers will continue under the new AMSCO/ILO/ITC Project and the key stakeholders and ILO developed proposals on skills development and youth employment. UNICEF is carrying on with an activity that was initiated through ILO-UNICEF-Barclays bank cooperation and they are using the ILO tool Get Ahead in youth entrepreneurship

C. Use of outputs by partners/ target groups

The lack of awareness on the availability of services or various deliverables from the ZDWCP contributed to limiting the target group using the outputs from the ZDWCP outcome. This was attributed to the lack of information to the target group on the activities of the ZDWCP. In some instances, the target groups' demand for the services and outputs was reduced when they were required to make a financial contribution towards the cost. For example, many youth resource centres had low enrolment rates due to the failure by the target group to meet the registration fees and transportation cost. The dilemma is how to reconcile the basic principle of development cooperation of requiring a minimum contribution from the beneficiaries in order to assure sustainability.

D. Progress made (against outcome indicators)

Stakeholders were moderately satisfied with the progress made towards Outcome 1.2. The number of targeted beneficiaries accessing BDS was 6,840 which is more than the 5,000 target. The BBW&JC contributed 1,300 MSMEs and the Time Bound Programme-Support Project and TACKLE, 5,540 MSMEs. Some youth benefitted from skills training and became self employed.

Not all progress against Outcome 1.2 was measured, as data was not available. In some cases, data was not disaggregated by sex and yet one of the target groups was women. Stakeholders also noted that, as was the case under Outcome 1.1, there was a danger of attributing the progress made solely on the activities of the ZDWCP. There was also very little progress made to achieving the target for 2010 of linking 3,000 of the target group to providers of finance.

E. Emerging risks and opportunities

The Government's emphasis on employment creation especially for youth is an opportunity for the implementation of the ZDWCP. Outcome 1.2 was also easily adapted to address the challenges of the global financial crisis.

#### 4.4.3 Outcome 1.3: Enhanced Social Protection for the target groups, including those affected by socio-economic crises, with a focus on the informal economy

**Table 7: Scoring template for summarizing outcome-level findings of the DWCP review: Outcome 1.3**

Performance area	Rating	ILO Office comments	Constituents comments
A. Resource adequacy	3	<ul style="list-style-type: none"> <li>• Very little resources</li> <li>• Resources for Social Protection, OSH and microfinance came in very late</li> </ul>	<ul style="list-style-type: none"> <li>• Not adequate</li> <li>• Government implemented social cash transfer programme</li> </ul>
Evaluator's comments:			
B. Delivery of outputs	2.9	Not much done	<ul style="list-style-type: none"> <li>• Could not be measured due to lack of baseline data</li> <li>• Many poor people receiving assistance under social cash transfer programme.</li> </ul>
Evaluator's comments:			
C. Use of outputs by partners/ target groups	3.3	Lack of awareness on outputs	Information not disseminated
Evaluator's comments:			
D. Progress made (against outcome indicators)	3.3	<ul style="list-style-type: none"> <li>• Very little progress</li> <li>• Problem of attribution</li> <li>• No system in place to calculate the number of MSMEs or individuals graduating from the informal economy to the formal one</li> </ul>	Data not available to assess progress
Evaluator's comments:			
E. Emerging risks and opportunities	3.7	<ul style="list-style-type: none"> <li>• Need to take advantage of growing realization in Government and donor community of importance of social protection</li> <li>• Ability to align DWCP to new challenges (DWCP was revised to incorporate GFC impact and GJP).</li> </ul>	<ul style="list-style-type: none"> <li>• Politicization of some programmes</li> <li>• Government has shown political will</li> </ul>
Evaluator's comments: Average Score 3.2			
Total score	16.2		

#### A. Resource adequacy

Resources to implement Outcome 1.3 were also inadequate. The resources for the OSH and microfinance came in late. The resource shortfall to realize Outcome 1.3 was US\$342,000 at the time of developing the implementation plan. In 2009-2010, ILO managed to mobilize resources for Occupational Safety and Health (US\$135,000) and Social Protection (US\$247,190). Thereby at the end of the DWCP period, there was no resource gap anymore under Outcome 1.3. However, new emerging needs as well as the fact that some activities relating to formalization from informal to formal economy remained unfunded in the IP may have prompted partners to feel that resources were inadequate to realize the outcome. Additionally, the government and cooperation partners have implemented social cash transfer programme for vulnerable groups.

B. Delivery of outputs

There was very little done in terms of completing the activities to enhance social protection for the target groups, including those affected by socio-economic crises, with a focus on the informal economy. This was also due to the fact that the ILO support for the development of a Pension Scheme came in relatively late, in 2010-2011. However, there are more poor people receiving assistance under the social cash transfer programme.

C. Use of outputs by partners/ target groups

The major drawback in the use of the outputs was the lack of awareness on outputs and information was not disseminated to the target groups.

D. Progress made (against outcome indicators)

There were no figures reported on the number of MSME's graduating from informal to formal entities. Without a system in place to calculate the number of MSMEs or individuals graduating from the informal economy to the formal one, it is difficult to plan for future programmes or to evaluate existing ones. Poor data collection systems prohibited much analysis on progress or limitations for achieving this outcome. There are, however, supportive measures that were undertaken to facilitate the graduation from the informal to the formal economy. The target for formal employment to increase by 10% in 2010 was not met as there was only a 2.4% increase in formal employment. The extent to which the increment could be attributed to Outcome 1.3 was also questioned by stakeholders, especially when you consider that very little was done under Outcome 1.3. The implementation of a micro insurance pilot supported by ILO's Broad Based Wealth and Job Creation project commenced involving two insurance companies to test the use of non-traditional distribution channels for micro insurance.

E. Emerging risks and opportunities

There is need to take advantage of emerging opportunities such as the growing realization by Government and donor communities of the importance of social protection. This has realized into the current ILO support in the area of Social Protection which will carry on to the next DWCP period. The ability to align DWCP to new challenges is an opportunity as demonstrated during the GFC. On the other hand, politicization of the programmes and difficulties of data collection are factors that could affect the achievement of Outcome 1.3.

**4.4.4 Outcome 2.1: Adoption of nation and sector wide HIV & AIDS workplace policies based on ILO Code of practice, adopted by social partners and other key stakeholders**

**Table 8: Scoring template for summarizing outcome-level findings of the DWCP review: Outcome 2.1**

Performance area	Rating	ILO Office comments	Constituents comments
A. Resource adequacy	3.6	Very thin resources	<ul style="list-style-type: none"> <li>• Not adequate</li> <li>• Funds from UN AIDS reduced</li> </ul>
Evaluator's comments:			
B. Delivery of outputs	3.7	<ul style="list-style-type: none"> <li>• Not achieved as there was no project by ILO/constituents</li> <li>• Lack of funds has delayed delivery of outputs</li> </ul>	Performing fairly well
Evaluator's comments:			
C. Use of outputs by partners/ target groups	3.5	Good progress in the education, transport and public sectors.	<ul style="list-style-type: none"> <li>• Need for more sensitization</li> <li>• Need for mobilization of target groups</li> </ul>
Evaluator's comments:			
D. Progress made (against outcome indicators)	3.6	<ul style="list-style-type: none"> <li>• Work on developing workplace policies has commenced</li> <li>• Most targets for 2010 not been met but will be met in 2011</li> <li>• The outcomes will be met long after the DWCP is over</li> </ul>	<ul style="list-style-type: none"> <li>• Not attained</li> <li>• Data not collected</li> <li>• More work needs to be done to drop prevalence rate</li> </ul>
Evaluator's comments:			
E. Emerging risks and opportunities	3.9	<ul style="list-style-type: none"> <li>• There are opportunities for funding for HIV/AIDS and the ZDWCP should take advantage of these funds HIV/AIDS is a prominent sector and as such, DWCP should take advantage of this by sourcing for funds</li> <li>• Less stigmatization</li> <li>• HIV &amp; AIDS prevalence rates declining</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation Plan must be based on available budget and timeframe within which results are to be achieved</li> <li>• Poor coordination</li> </ul>
Evaluator's comments: Average Score 3.7			
Total score	18.3		

**A. Resource adequacy**

The resource deficit towards achieving Outcome 2.1 was 45%.The resource constraint was further aggravated by the reduction of funds for HIV & AIDS workplace policies from UNAIDS.

**B. Delivery of outputs**

The delivery of outputs under Outcome 2.1 was moderately satisfactory due to inadequate funding and delayed initiation of ILO projects to contribute to Outcome 2.1. However, in the three sectors where HIV & AIDS workplace policies were developed, the stakeholders were content with the performance.

C. Use of outputs by partners/ target groups

Stakeholders were of the view that there was need for increased awareness on the efforts already made on developing national and sector wide HIV & AIDS workplace policies.

D. Progress made (against outcome indicators)

Progress was made towards amending the Employment Act to incorporate HIV and AIDS in the workplace. The Tripartite Technical Committee concluded consultations on the proposed HIV and AIDS section in the Employment Act. With regards to the development of a National HIV and AIDS Workplace Policy, the process started in 2010 through mobilization of partners and preparatory meetings. However, the actual drafting process is being carried out in 2011, and it is therefore likely that the policy will be in place before the end of the ZDWCP period (2011).

The available information indicates that by 2010 there were three sectoral workplace policies in place: public sector, education and transport sector. The strategy has now changed through concentrating on the development of the National HIV&AIDS Workplace Policy and then moving on to supporting the development of sectoral policies and programmes. The lack of data has made it difficult to measure progress in meeting the target of 200 workplaces with workplace HIV and AIDS policies in place.

E. Emerging risks and opportunities

HIV and AIDS attract huge funding globally which the ZDWCP should take advantage of. The reduction in stigmatization and the prevalence rate presents other opportunities. Poor coordination of HIV and AIDS programme could negatively affect implementation of the ZDWCP.

**4.4.5 Outcome 2.2: HIV and AIDS included and mainstreamed in national projects and programmes of the Government, employers' and workers' organizations, the ILO, and the UN system**

**Table 9: Scoring template for summarizing outcome-level findings of the DWCP review: Outcome 2.2**

Performance area	Rating	ILO Office comments	Constituents comments
A. Resource adequacy	3.5	<ul style="list-style-type: none"> <li>• Not adequate</li> <li>• Least funded outcome</li> </ul>	Not adequate
Evaluator's comments:			
B. Delivery of outputs	3.8	Succeeded in case of ILO but not so much by other partners	HIV rates dropping
Evaluator's comments:			

C. Use of outputs by partners/ target groups	3.8	Good progress	<ul style="list-style-type: none"> <li>• Participation by partners/target group in awareness</li> <li>• More people accepting status/ less stigmatization</li> </ul>
Evaluator's comments:			
D. Progress made (against outcome indicators)	3.7	Good progress	<ul style="list-style-type: none"> <li>• Data not available to determine progress</li> <li>• Steady progress has been made</li> </ul>
Evaluator's comments:			
E. Emerging risks and opportunities	4	HIV/AIDS is a highly funded sector and DWCP should take advantage of these funds	<ul style="list-style-type: none"> <li>• A lot of attention has been given to HIV &amp; AIDS</li> <li>• Lack of coordination</li> </ul>
Evaluator's comments: Average Score 3.8			
Total score	18.8		

#### A. Resource adequacy

Outcome 2.2 was the least funded outcome. There were no resources allocated to include and mainstream HIV and AIDS in the Government, employers and workers' organizations, the ILO, and the UN system programmes at the point of drafting the implementation plan. In 2011, however, US\$74,000 was mobilized by the ILO for the awareness raising and mainstreaming component. The outcome thus had a 64% resource gap at the point of evaluation.

#### B. Delivery of outputs

The ILO succeeded in mainstreaming HIV and AIDS in their programmes. Most partners did not make significant progress in delivering outputs to mainstream HIV and AIDS.

#### C. Use of outputs by partners/ target groups

Stakeholders were moderately satisfied with the use of outputs by the target group. There is greater participation of the partners in HIV and AIDS issues. This is evidenced by more people accepting their status and less stigmatization in the communities.

#### D. Progress made (against outcome indicators)

It was not clear whether the 2010 target of 25% of programmes and projects of the Government, employers' and workers' organizations with a budget component on HIV & AIDS and TB was met. There are no figures reporting whether this target has been achieved, again signifying the lack of data to determine progress.

#### E. Emerging risks and opportunities

The HIV and AIDS sector is a highly funded one and the ZDWCP can take advantage of the international goodwill on HIV and AIDS. The achievement to mainstream HIV and AIDS policy could be affected by poor coordination among the various partners.

#### 4.4.6 Outcome 3.1: Adoption and implementation of a national Child Labour Policy to combat child labour and trafficking

**Table 10: Scoring template for summarizing outcome-level findings of the DWCP review: Outcome 3.1**

Performance area	Rating	ILO Office comments	Constituents comments
A. Resource adequacy	3.7	Reasonable resources were available	<ul style="list-style-type: none"> <li>• Adequate resource allocated</li> <li>• Not adequate</li> <li>• More resources are required</li> </ul>
Evaluator's comments:			
B. Delivery of outputs	3.8	<ul style="list-style-type: none"> <li>• On track but the challenge is huge</li> <li>• Outcome could easily have been an output</li> </ul>	Impaired by limited resources
Evaluator's comments:			
C. Use of outputs by partners/ target groups	3.7	On track but more needs to be done	<ul style="list-style-type: none"> <li>• Need for more awareness</li> <li>• Increase in school enrollments</li> </ul>
Evaluator's comments:			
D. Progress made (against outcome indicators)	4	Good progress but more data on outputs could have been collected	<ul style="list-style-type: none"> <li>• Affected by low funding and capacity</li> <li>• Children understanding of human rights</li> <li>• parents are now more aware laws on child labour</li> </ul>
Evaluator's comments:			
E. Emerging risks and opportunities	3.7	Donor keen to support child labour issues	Poor Coordination
Evaluator's comments: Average score 3.8			
Total score	18.9		

#### A. Resource adequacy

Reasonable resources were available to Outcome 3.1. The initial resource gap of 18% at the point of developing the IP was eliminated when the funds for the Forced Labour projects, the TACKLE project, as well as RBSA, came through. However, new requirements and demands emerged after the drafting of the implementation plan, prompted the need for more resource mobilization.

#### B. Delivery of outputs

The delivery of outputs was moderately satisfactory though the challenge of child labour is huge requiring more resources. The distinction between outcome and output was not clear in Outcome 3.1 which some stakeholders believe is more of an output rather than an outcome. From an M&E perspective, however, adoption and implementation of a child labour policy and a human trafficking policy is an outcome-level result. It was also the view of

respondents that delivery of outputs was affected by delay in the adoption of the Child Labour policy which resulted in the delay of the development of and implementation of an action plan.

C. Use of outputs by partners/ target groups

The impact of Outcome 3.1 on the target group was moderately satisfactory. The increase in the number of children withdrawn from child labour and enrolled in school is evidence of the positive use of the outputs by the target group. However, due to the magnitude of the problem, there is need to raise more awareness on the incidence of child labour.

D. Progress made (against outcome indicators)

Progress made towards adoption of policies and national action plans was on course, though more data on outputs could have been collected. Cabinet approved the National Child Labour policy in 2010. The National Action Plan for the elimination of the worst forms of Child Labour was validated in 2010 and therefore was considered adopted. The UNJPHT strengthened the national and local capacity to formulate and implement the National Policy and NAP on Human Trafficking. There is still work to be done to ensure that the 2010 targets for implementation of tripartite activities within the UNJPHT are met and the development of action programmes expedited. However, it is clear from the UNJPHT mid-term review report that the programme has been able to catch up with all 2010 activities and is able to implement even year 3 activities within year 2.

The target to withdraw 10,000 from child labour was surpassed as 10,500 children were supported. Children's understanding of human rights has been raised and parents are now more aware of the legal consequences of engaging their children in child labour, especially its worst forms. Although there is no information available on the number of partners involved in the implementation of the NAP on Human Trafficking, the ILO, MLSS and UNJPHT have been significantly involved in the implementation of the NAP through consultative meetings with partners to develop and implement the NAP.

E. Emerging risks and opportunities

Donors have taken a keen interest on child labour issues and this provides an opportunity for increased funding for child labour. The threat to child labour is poor coordination among the various stakeholders involved in child labour.

#### 4.4.7 Outcome 3.2: Enhanced capacity for awareness raising and advocacy on Child Labour and human trafficking issues among stakeholders

**Table 11: Scoring template for summarizing outcome-level findings of the DWCP review: Outcome 3.2**

Performance area	Rating	ILO Office comments	Constituents comments
A. Resource adequacy	3.7	<ul style="list-style-type: none"> <li>Some resources were mobilized but additional funds are required.</li> <li>Available funds limited ILO intervention to facilitation level and training</li> </ul>	<ul style="list-style-type: none"> <li>Need for more funding to reach rural areas</li> <li>Not adequate</li> </ul>
Evaluator's comments:			
B. Delivery of outputs	3.8	In progress as JPHT has recently commenced	<ul style="list-style-type: none"> <li>Fairly done</li> <li>Laws not effective</li> </ul>
Evaluator's comments:			
C. Use of outputs by partners/ target groups	3.6	Need to see more deliverables	<ul style="list-style-type: none"> <li>More can be done</li> <li>Target group not aware</li> </ul>
Evaluator's comments:			
D. Progress made (against outcome indicators)	3.6	Too early as project just started	Need for more resources to increase awareness
Evaluator's comments:			
E. Emerging risks and opportunities	4	Take advantage of increasing government commitment and involvement	<ul style="list-style-type: none"> <li>Poor coordination</li> <li>Lack of funds</li> </ul>
Evaluator's comments: Average Score 3.7			
Total score	18.7		

#### A. Resource adequacy

The resource gap for Outcome 3.2 was 76% at the point of developing the IP. However, with the coming in of the UNJPHT, the Forced Labour projects, the TACKLE project, as well as RBSA, no resource gap remained under this outcome. Notwithstanding, there was still a feeling that inadequate funding limited intervention by the ILO to facilitation level and training. Stakeholders felt that there was need to ensure that more funds reached the rural areas. These are clearly new requirements that have emerged since the development of the implementation plan and would have required a revision of the implementation plan.

#### B. Delivery of outputs

The completion of activities and delivery of outputs was constrained by some gaps in the legislation on Child Labour. With regards to anti-human trafficking, the concerns mostly relate to implementation and enforcement of the policy and legislative frameworks as there

is a full legislative and policy framework in place.

C. Use of outputs by partners/ target groups

Partners were moderately satisfied with the use of the outputs by partners and the target group. It was however the view of some stakeholders that there was need to increase awareness among the target group.

D. Progress made (against outcome indicators)

Some progress was made towards meeting Outcome 3.2. CSO conducted and submitted the 2008 LFS Child Labour and Forced Labour data to ILO Geneva in June 2010 for analysis in efforts to create a coherent awareness raising and reporting system. The ILO in collaboration with MLSS, social partners and other implementing partners developed and disseminated several documents as tools and materials for advocacy and awareness raising activities, training and sensitization. The ILO, MLSS and other partners participated in commemorating World Day against Child Labour and Day of the African child.

There was, however, no data available on the progress in terms of the number of collaborates that are undertaking awareness raising activities. Plans to conduct the Knowledge, Attitude and Practice Survey were deferred due to the lack of funds.

E. Emerging risks and opportunities

The Governments increasing commitment and involvement in action against child labour and human trafficking present an opportunity to implement the ZDWCP more effectively. There is, however, need to improve coordination among the different partners.

**4.4.8 Outcome 3.3: Child labour issues and concerns are promoted, included and mainstreamed in national projects and programmes**

**Table 12: Scoring template for summarizing outcome-level findings of the DWCP review: Outcome 3.3**

Performance area	Rating	ILO Office comments	Constituents comments
A. Resource adequacy	3.8	Inadequate funds	<ul style="list-style-type: none"> <li>Inadequate resources</li> <li>Needs more funding</li> </ul>
Evaluator's comments:			
B. Delivery of outputs	3.5	Too early to judge.	<ul style="list-style-type: none"> <li>Enhance capacity and performance of constituents</li> <li>Affected due to low resources</li> </ul>
Evaluator's comments:			
C. Use of outputs by partners/ target groups	3.5	Too early to judge	<ul style="list-style-type: none"> <li>Lack of resources</li> <li>Target group require more sensitization</li> </ul>
Evaluator's comments:			

D. Progress made (against outcome indicators)	3.7	Not much mainstreaming done in ILO	<ul style="list-style-type: none"> <li>No tangible results</li> <li>Low resources</li> <li>Some children are back in school because parents are now aware of the law on child labour</li> </ul>
Evaluator's comments:			
E. Emerging risks and opportunities	3.8	Opportunity exists to develop bigger projects	Low resources
Evaluator's comments: Average score 3.7			
Total score	18.3		

#### A. Resource adequacy

The resources gap for implementing Outcome 3.3 at the point of the developing the implementation plan stood at 68%. However, the gap was eliminated when the Tackle funds are taken into account.

#### B. Delivery of outputs

The delivery of outputs towards achieving Outcome 3.3 was affected by the lack of capacity and resources by the partners to implement the Outcome.

#### C. Use of outputs by partners/ target groups

Partners were not utilizing the outputs fully due to resource constraints and needed more sensitization.

#### D. Progress made (against outcome indicators)

The National Child Labour Policy and the National Action Plan for the elimination Child Labour have been adopted. On the other hand, there was no data available on the number of partners engaged in Child Labour related activities.

#### E. Emerging risks and opportunities

The ZDWCP can take advantage of increasing government commitment and involvement in child labour and anti-human trafficking. The magnitude of the challenge that the ZDWCP is addressing gives rise to opportunities to develop longer-term projects with more resources as opposed to the short-term pilot projects which attract little resources.

## 5.0 CONCLUSIONS

The ZDWCP was designed and aligned with the country's development goals and priorities. The design process involving the Government, workers' and employers' organisations and the ILO in setting the ZDWCP priorities guaranteed alignment of the DWCP to the national development framework.

The alignment of the ZDWCP to UNDAF assured that the ILO's areas of technical competence were taken into account. This also contributed to the mainstreaming of the ZDWCP in UNDAF through initiatives such as the establishment of the UN Joint Programme on Human Trafficking, as well as through direct UNDAF outcomes. A number of outcomes and policy responses under the ZDWCP have contributed to the related targets of the DWAA. The ZDWCP relates to, among others, the DWAA targets of child labour, employment, HIV and AIDS, and mainstreaming decent work into various development strategies.

The relevance of the ZDWCP to the national development framework has been undermined by the lack of appreciation of labour issues by the government and the various partners. Awareness on the Zambia Decent Work Country Programme is very low among the various stakeholders.

The ZDWCP was implemented by a plethora of partner organisations. But, most of the partners lacked capacity to implement the components of the ZDWCP that they were responsible for. Most partners reported lack of human and financial resources to implement the ZDWCP. Commitment by all stakeholders is key to the successful implementation of the ZDWCP.

The development of the implementation plan (IP) and monitoring and evaluation (M&E) framework and the establishment of the ZDWCP Advisory Committee, almost two years after the ZDWCP was launched meant that there were no formal structures to oversee the implementation of the programme during the first two years of the programme. This obviously affected the smooth and effective implementation of the programme.

It is apparent from the evaluation that a lot more needs to be done for the ZDWCP to reach the desired targets within the set timeframes. The outcome-specific findings regarding progress and performance indicated that in many of the outcomes, the targets had not been met nor were efforts to address the challenges sufficient. It is clear that inadequate funding was the major constraint to the implementation of the ZDCWP. However, it should be noted that during the implementation process, the Government provided some funds for the implementation of the ZDWCP, but these funds were not effectively tracked and reported on through regular revisions of the implementation plan. During the next phase, the Government and partner contributions should be tracked and recorded more efficiently. The ZDWCP had a resource gap of slightly over half (55%) at the time that the implementation plan and monitoring framework was developed. The absence of a resource mobilization strategy meant that the level of efforts and success in mobilizing the resource shortfall varied across outcomes.

## **6. RECOMMENDATIONS**

### **Relevance and coherence**

- I. In order to enhance broader acceptance of the ZDWCP in the country, it is recommended that the ZDWCP should be a national programme document subjected to Cabinet approval. This will not only result in government committing resources to the programme but will also boost ownership of the programme as a Government driven one. Programmes that are approved by Cabinet are approved together with the resource outlay indicated in the Cabinet memorandum. To enhance relevance, the selection of priorities must involve high-level officials from the relevant partners. A roadmap to sensitise senior officers of the tripartite constituents should be incorporated in the ZDWCP.

### **Partnership, strategies and inter-agency relations**

- II. To enhance greater participation and commitment by the various partners, it is recommended that all the ZDWCP implementing partners appoint a focal person for the ZDWCP. The focal person must be in a position of considerable influence in their respective organisation. There is need to reduce the burden that the implementation and monitoring of the ZDWCP imposes on the time of the staff of partners by rationalizing meetings, workshops, training, and other activities related to the ZDWCP. For example, meetings with partners could be arranged on the basis of the pillar clusters as opposed to the different individual projects. An aggressive awareness raising campaign involving sensitizations workshops and media campaigns should be embarked upon to sensitize the tripartite constituents and the public about the ZDWCP.

### **Managing for results**

- III. There is need to identify a realistic progress reporting cycle for the next Z-DWCP, as well as to further motivate the key implementing partners to carry out their important reporting task. It is recommended that the new ZDWCP should develop a comprehensive implementation plan and monitoring and evaluation framework at the start. The M&E framework must ensure that the problem of attributing an outcome of the results to the ZDWCP are adequately addressed by clearly articulating in the IP and M&E the outcomes that are a direct consequence of outputs of the ZDWCP. In order to promote greater consistency in choice of indicators, targets and data collection efforts, the ZDWCP monitoring and evaluation framework should be harmonized with respective partner monitoring frameworks including the framework of the national development plan. More importantly, the capacity of implementing partners to collect data and reporting on progress or challenges faced should be enhanced.

### **Organizational arrangements**

- IV. In order to make the ZDWCP structures more effective it is proposed to link the DWCP Advisory Committee to the Tripartite Consultative Labour Council. This would raise the oversight of the ZDWCP to a higher level and give it a legal mandate. However, for this to work, the challenges that have affected the TCLC operations need to be addressed. For example, the TCLC has not always met according to the legislation and has been driven by government. In addition, the TCLC has been limiting itself to discussing labour laws even though the mandate of the TCLC allows for broader discussion. According to the Industrial Relations Act, the TCLC plays an advisory role to government on human resources and labour policy. It is incumbent on the tripartite partners to ensure that matters pertinent to the decent work agenda are brought to the TCLC. Linking the DWCP Advisory Committee to the TCLC will have to reconcile the concern of other civil society partners who consider that the link would restrict the overall oversight of the ZDWCP to the ILO constituents' since they are not members of the TCLC, whereas the DWCP Advisory Committee is premised on the tripartite plus concept. The partners can still become members of the TCLC as present arrangements allow for civil society participation in the TCLC subcommittees.

### **Knowledge sharing**

- V. There is need to strengthen mechanisms for knowledge sharing, in particular the knowledge generated from the ZDWCP. It is recommended that the social partners and civil society play a greater role in data collecting and information sharing and that it should not be left to the ILO alone. The partners should establish functional knowledge systems with dedicated staff to manage the systems. Most of the partners need to regularly update their websites to reflect the ZDWCP. However, given the capacity limitations facing the partners, the ILO will have to play a lead role in knowledge sharing in the interim and will therefore be required to continue to invest in its knowledge development and sharing component of work in Zambia.

### **Tripartite Constituents' capacity**

- VI. There is need to identify capacity inadequacies in the partners which should be the focus of capacity building efforts. It is therefore recommended that a capacity gap assessment to identify capacity needs of partner institutions be undertaken during the design of the next ZDWCP. The capacity building activities to address the gaps identified should be incorporated in the IP and M&E framework. One gap that has already been recognized is the weak resource mobilization capacity within partner organisations. This will require increased focus on institutional capacity building of the ILO constituents and other national partners. A well defined capacity development plan with clearly defined and measurable indicators should be incorporated in the IP and M&E of the new ZDWCP. Capacity building assessment should include a cost benefit analysis of training at the

Turin Centre contrasted to conducting the training in Zambia. In cases where it is clear that a project or component of a project is best implemented by a particular partner organisation, that project or component should be housed in the partner organisation. Housing projects in partner organizations will contribute to enhancing the capacity of the ILO constituents. Involvement of staff of the tripartite constituents at various levels should be involved in the actual design of projects as opposed to the current practice where they are only among those interviewed during the project design stage. This will not only lead to greater acceptance of the projects by the constituents but will more importantly contribute to building the capacity of the tripartite constituents in project proposal development. Partners should be encouraged to coordinate and assist each other in lobbying and advocating for the adoption of policies, so that other efforts can be made in different sectors to achieve the outcome.

### **Resources**

- VII. The DWCP Advisory Committee has already approved a road map for the Zambia DWCP (2012-2015) which includes the development of a resource mobilization strategy. The ILO has also engaged various donors to sensitize them on the ZDWCP (2012-2015) and resource requirement. The resource mobilization strategy should be well articulated and involve the partners to lobby and advocate for funding for the ZDWCP. The implementation plan should be transformed into proposals and submitted to cooperating partners to solicit for funding. The tripartite plus can be strategically utilized to mobilize resources given that some funds available in the donor community are channeled through civil society. In resource mobilization, the partners should take advantage of recent developments both locally and internally. Locally, the Zambian Government's internal revenue has been growing over the last few years following years of unprecedented economic growth. This window requires that government raises the priority accorded to labour and employment issues in general and the ZDWCP in particular. This should stretch beyond the designation, in 2006, of the MLSS as an 'economic ministry' when it was envisioned that the designation of the MLSS as an economic ministry would position it more favourably in the budgeting process. Subjecting the new ZDWCP to Cabinet approval is likely to ensure more resources to the programme. The international community has embraced the decent work agenda and is willing to provide resources provided that funding proposals articulate the relevance of decent work issues to the development of the country. The UN's support to the ZDWCP is assured though UNDAF, UNDP, UNEP, ITC, FAO, WFP, UNCTAD and UNICEF will be involved in ILO led UN Joint Programmes on Private Sector Development concentrating on MSMEs in the housing and construction sector and youth employment. In cases where the target group is expected to contribute towards the cost of a service provided by some of the ZDWCP projects, participation on some of these programmes was low as the target groups were not in a position to pay the participation fees. It is therefore important that

the target groups are sensitized on the need to contribute toward the implementation of programmes where they are required to make a contribution to ensure sustainability.

#### **ILO's capacity, comparative advantage and efficiency**

- VIII. ILO project programming must ensure that new projects contain components to carry on with the critical objectives of outgoing projects, unless these have been fully integrated into the partners' programmes. The time lag between new projects and the outgoing projects must be minimal to avoid disruption of the momentum already created. On the other hand, the project methodology could be replaced by a programme approach which would entail developing the ZDWCP as a single integrated programme encompassing the ZDWCP priorities.

#### **Cross cutting issues**

- IX. It is recommended that a gender analysis should be conducted during the development of the new ZDWCP. This should be preceded by training of key staff involved in the development of the ZDWCP in skills needed to mainstream gender. The same should be extended to disability.

### **7. LESSONS LEARNED AND GOOD PRACTICES**

A number of lessons and good practices have been learned during the course of designing and implementing the decent work country programme for Zambia.

- I. The mere involvement of the national constituents in the design process such as the case with the ZDWCP where stakeholders contributed to the identification of agreed national Decent Work priorities, and commented on various versions of the DWCP, does not necessary assure the total commitment or acceptance of a programme by the partners.
- II. Ownership of the ZDWCP by the Government and the partner's is cardinal to ensuring commitment to the implementation of the ZDWCP. Ownership by government and partners would guarantee provision of more resources to the DWCP than what has hitherto been provided
- III. Effective implementation of a programme can be greatly impaired by the lack of an implementation plan and monitoring and evaluation system and a structure to oversee the implementation of a programme at the beginning of the implementation of the programme.
- IV. The design of the implementation plan (IP) and monitoring and evaluation (M&E) framework and the appointment of the Advisory Committee two years after the launch of the DWCP resulted in the programme running during the formative years without any clear designation of which entity was responsible to implement which outcome. This left the implementation of the ZDWCP mainly to the various ILO

- projects and this probably contributed to perceptions that the ZDWCP was an ILO programme rather than a national programme.
- V. Capacity constraints, when identified should be addressed at the onset as failure to do so results in an effective developmental mechanism for Zambia. The failure to realise the programmes goals. This was true in the case of the ZDWCP where at the design stage the employers and workers indicated that they had shortcomings in their financial and technical capacities in terms of implementing the key elements of the DWCP.
  - VI. DWCPs can be adapted to address challenges arising from new needs brought about by changing socio economic circumstances, as was the case with the global financial crisis. In response to the global financial crisis and as a result of specific requests from the trade union movement in Zambia, the ILO Lusaka Office implemented the Luanshya Integrated Support Initiative on Employment as a pilot quick impact intervention to mitigate the effect of the crisis on vulnerable groups and retrenched workers. Luanshya, a town in the Copperbelt Province of Zambia, was among the worst hit by the crisis following the closure of the Luanshya copper mine, the mainstay of the Luanshya economy. Building on the existing activities of several technical cooperation and RBSA projects, an integrated approach aimed at identifying business opportunities and capitalizing on the need for the creation of employment following the closure of the mines was mounted.<sup>15</sup>

## 8. GOING FORWARD

Stakeholders highlighted the need to ensure that priorities and outcomes selected for the ZDWCP (2012-2015) are relevant to Zambia. These should be in line with the Sixth National Development Plan. It is equally important to adapt the DWA to the local environment. The decent work agenda concepts are universal ideals that need to be contextualised to the socio economic conditions prevailing in a country.

In order to enhance ownership, the selection of priorities must be made by high-level officials from the relevant partners. This could be considered within the framework of the TCLC. It is clear that priorities will have to take into account the apprehension of the social partners that the tripartite plus arrangements have shifted the focus from the core tripartite issues.

The selection of priorities should also take into cognition the increasing cooperation between the ILO and IMF and World Bank for greater policy coherence in macroeconomic policies for generating decent work and employment. The massive job losses and threat to global

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<sup>15</sup> The Luanshya Integrated Support Initiative on Employment is cited as one of the best practices on how efficiently the Government and its partners could adequately respond to the financial and economic crisis. (1st African Decent Work Symposium Recovering from the crisis: the implementation of the Global Jobs Pact in Africa)

economic growth arising from the GFC stimulated discussions between the ILO and IMF on how international cooperation and policy innovation can address capacity of economies to generate enough quality jobs to sustain growth and development. The IMF and ILO collaboration presents further opportunity to integrate the decent work agenda in the national development framework and should be pursued in the design of the next ZDWCP.

## **Annex 1: TERMS OF REFERENCE FOR THE EVALUATION OF THE 2007-2011 ZAMBIA DECENT WORK COUNTRY PROGRAMME (ZDWCP)**

### **1. INTRODUCTION**

The Government of the Republic of Zambia in collaboration with Employers' and Workers' organizations have since 2007 been implementing the Zambia Decent Work Country Programme (Z-DWCP). This has been done with support from the International Labour Organization (ILO). A DWCP is a framework through which various players on the Labour Market coordinate their efforts in order to attain agreed national goals in the labour and employment sector. The 2007-2011 ZDWCP was developed through consultation with the key stakeholders which include the Employers' and Workers' organizations. The ZDWCP focuses on the three priorities, namely:-

- i. More and better employment for the youth, women, people with disabilities, supported by enhanced labour market information systems;
- ii. Responding to HIV and AIDS challenges in the world of work; and
- iii. Eliminating child labour, particularly in its worst forms.

The ZDWCP has been implemented through the various stakeholders since 2007, revised in 2009 and is coming to an end in 2011. In light of this, there is need to take stock of the achievements, challenges, and lessons recorded during its implementation through an evaluation. This is important in order to facilitate the preparation of the next ZDCWP 2012 – 2015.

### **2. Purpose and objectives of the final evaluation**

#### **a. Purpose**

The purpose of this Country Programme Review (CPR) is to review the achievements made so far in achieving the outcomes and take stock of recommendations, lessons learned and challenges so as to inform the next DWCP. The information will be used by the DWCP implementing partners, ILO Country Office for Zambia, Malawi and Mozambique in Lusaka, ILO Regional Office for Africa and ILO Headquarters.

#### **b. Objectives**

The objectives of the CPR are to

- Review the appropriateness and adequacy of DWCP design
- Examine the progress made so far to achieve the outcomes

- Examine the usefulness of the strategies, partnerships and the constraints to be addressed, including the practical application of gender mainstreaming
- Identify the major challenges, weaknesses and strengths of the ZDWCP;
- Determine extent of linkages between DWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA) and United Nation's Development Assistance Framework (UNDAF);
- review the organizational capacities in MLSS, ILO Country office and the social partners (ZFE, ZCTU, FFTUZ) with regards the overall coordination of the programme;
- Identify lessons learned and propose recommendations for the next DWCP

## 1. Review Questions

The following questions are expected to be answered by the CPR

### A. Relevance and coherence of the DWCP

- To what extent did the DWCP contribute to the achievements of the targets set in the DWAA?
- To what extent did the DWCP address the national development priorities as stated in the National Development Plan/ PRSP and constituents priorities?
- Is there coherence and an integrated approach to the DWCP strategy?

### B. Tripartite constituents' capacities

- Have the tripartite constituents' resources and efforts been organized towards supporting the delivery of DWCP outputs?
  - Are there specific structures supporting the DWCP?
  - What resources are committed towards the DWCP?
- Do the tripartite constituents effectively use available linkages to promote the DWCP and participate in the resource mobilization for the DWCP?
  - What are the results achieved?
- What are the main capacity constraints of the tripartite constituents in delivering DWCP outputs?
- How have these capacity constraints affected delivery under the DWCP?
  - What can be done to address them?

### C. ILO's capacity, comparative advantage and efficiency

- Is the ILO's work directly supporting national partners to address priorities for decent work in the country?
- Is the ILO addressing priorities consistent with the current capacities and expertise available for the country?

- Is the ILO flexible and responsive to changes as warranted?
- Does the ILO work with the constituents within the context of a larger national effort, contributing where they have voice, interest and comparative advantage?
- Does the ILO's support address capacity gaps and open entry points for constituents involvement?
- Do the operations of the ILO match the DWCP plan?
  - Are the available technical and financial resources adequate to fulfill the DWCP implementation plan?
- Is the ILO operating fairly and with integrity?
- Are credible, skilled specialists adequately supporting the work?
- Is the DWCP receiving adequate administrative, technical and - if needed - political support from the ILO office (field technical specialists (Pretoria), ROAF and the responsible technical units in headquarters)?
- Is resource mobilization being carried out effectively and efficiently?

#### **D. Partnership, strategies and inter-agency relations**

- Is the management and governance arrangement of the DWCP adequate?
  - Is there a clear understanding of roles and responsibilities by all parties involved?
- Are roles and expectations well understood and managed by the key implementing partners?
- Is there good policy and operational coherence between the DWCP and UNDAF?
- Do national constituents support the strategies and take responsibility for ensuring the expected outcomes of the collaboration as spelled out in the DWCP?
- Is there a clear vision and strategy with main means of action for delivery of the DWCP that is understood by all partners?
- Was there a clear strategy for facilitating gender equality and linkages to the national gender infrastructure?

#### **E. Managing for results**

- Did the programme define clear outcome-level results against which it can be assessed?
- Do outputs causally link to the intended outcomes that in turn link to the DWCP priorities?
- Was the principle of equal opportunities for women and men linked to the intended outcomes and DWCP priorities?
- How effectively the DWCP management monitored programme 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 gender sensitive and disaggregated by sex (and by other relevant characteristics if relevant)?

- Is there clarity and agreement on how results will be documented and verified—indicators with targets/milestones set and being applied?
- Do the intended outcomes justify the resources being spent?
- To what extent have the recommendations of the Country Programme Evaluation been implemented?

### **G. Knowledge management and sharing**

- How effectively is performance being monitored and reported?
- Is information being shared and readily accessible to national partners?
- Are national knowledge networks and knowledge bases being used and strengthened?

### **H. Progress made on tangible outcomes**

- Are the available technical and financial resources adequate to fulfil the project plans?
- Are the activities implemented in accordance with the DWCP?
  - If not, why?
- What outputs have been produced and delivered?
- To what extent do the outputs contribute or used by partners to the achievements of the outcomes?
- What progress has been made towards achieving the outcome?
- What is the contribution of the national partners and the ILO to achieve the outcomes?
- What are emerging risks and opportunities?
- Did the activities undertaken contribute to gender-sensitive outcomes?

### **I. Lessons learned**

- What good practices can be learned from the programme that can be applied in the next DWCP and to similar DWCPs in Africa?
- What should have been different, and should be avoided in the next DWCP?

### **J. Going forward**

- What are the national partners' views on the key priorities for the next DWCP period (2012-2015)? Which three areas would they consider key among the following:
  - Rights at Work
  - Employment Creation
  - Mitigation of HIV&AIDS in the workplace
  - Elimination of Child Labour
  - Elimination of Forced Labour and Human Trafficking
  - Social security
  - Occupational safety and health

- Social Dialogue and enforcing tripartite mechanisms
- Labour market information system

## **2. Methodology**

The methodology will be based on a desk review followed by a broad stakeholder' meeting, complemented by interviews with individual implementing partners, if necessary. The review should follow the ILO Biennial Country Programme Reviews (BCPR) guide (Annex 1).

## **3. Roles and Responsibilities**

### **DWCP Secretariat in conjunction with the ILO Country Office for Zambia, Malawi and Mozambique**

1. Manage activities in coordination with a consultant
2. Compile relevant documents – project and programming info including work plans, progress reports, evaluations, key communications, etc. and provide all documents, contacts, etc. to the consultant
3. Brief partners on the process and their participation
4. Take action on follow-up

### **Regional Office**

1. Coordinate the review
2. Approve TOR and consultant selection
3. Oversee process, including follow up

### **Consultant:**

- Review the portfolio and document the performance made so far
- Facilitate a stakeholders' meeting and if necessary, interview individually some of the partners
- Support the regional office in facilitating meetings
- Write the report and submit to the regional office
- Preparing the report

## **4. Outputs of the Review**

Zambia DWCP CPR report with the following contents:

1. Abstract

2. Purpose, scope and clients of evaluation
3. Evaluation questions
4. Methodology
5. Presentation of findings
6. Conclusions
7. Recommendations
8. Annexes

The content of the report will focus on bringing forward background information and analysis on which the findings, conclusion and recommendations would be based and particularly, recommendations that will be key to the development of the next ZDWCP.

## **5. Annexes**

- Annex 1. Evaluation Guidance: Biennial Country Programme Reviews
- Annex 2. Revised Z-DWCP

## **6. Timeframe**

The evaluation will take place starting with a desk review 23<sup>rd</sup> May 2011. The stakeholders' meeting will be held 27<sup>th</sup> May 2011. The draft report shall be submitted on 31<sup>st</sup> May 2011, and the final report after incorporation of comments from the implementing partners by 17<sup>th</sup> June 2011.

## **7. Qualifications of the consultant**

- Should have not less than 5 years experience in evaluation of programme/projects;
- Should have a Masters degree or equivalent in related field of study;
- Experience in Labour and Employment research would be an added advantage;

## Annex 2: List of main entities responsible for output and main partners

OUTCOME	Main entities responsible for output	Main partners
<b>Priority I: More and better employment for the youth, women and people with disabilities, supported by an enhanced labour market information (LMI) system</b>		
OUTCOME 1.1 INCREASED EMPLOYMENT OPPORTUNITIES FOR ALL, WITH FOCUS ON YOUTH, WOMEN AND PERSONS WITH DISABILITIES IN PARTICULAR THROUGH SUSTAINABLE ENTERPRISE DEVELOPMENT AND EMPLOYMENT PROTECTION	MLSS, ZDA, MCTI, MSTVT, MSYDC, MCDSS, MoJ, ZCTU, FFTUZ, GIDD, ILO, CSO,	ZCTU, FFTUZ, ZFE, ILO, TCLC, ZCSMBA, ZNFU, JICA, SNV, MSTVT, MoE, MCDSS, other line Ministries, CYPAC, GIDD, ZAPD, ZAFOD, YEN, HRC, Media, ZARD, MLSS, NYDC, CPs, UNZA, MCTI, MoFNP, MHA, MoH
OUTCOME 1.2 ENHANCED EMPLOYMENT AND SELF-EMPLOYMENT OPPORTUNITIES FOR THE TARGET GROUPS THROUGH ACCESS TO BDS, FINANCE AND SKILLS DEVELOPMENT	ILO, ZDA, TEVETA, MLSS MCTI,	Financial Institutions, Micro-Finance Institutions, Credit Guarantee Schemes, MBT, AMIZ, CEEC, CRB, MACO, BDS providers, ZCSMBA, MCTI, ZNFU, WEA's, YEA's, ZCTU, ZFE, FFTUZ, SADC, COMESA, ZFWIB, District Business Associations, GIDD, ZAFAWIB, UNCTAD, UNDP, YE's, WEA's (MSME's), MYSCD, MSTVT
OUTCOME 1.3 ENHANCED SOCIAL PROTECTION FOR THE TARGET GROUPS, INCLUDING THOSE AFFECTED BY SOCIO-ECONOMIC CRISES, WITH A FOCUS ON THE INFORMAL ECONOMY	ILO, MLSS, ZFE, ZCTU, FFTUZ	Finmark Trust, UNCDF, IAZ, IBAZ, AMIZ, FI's, ZCSMBA, ZNFU, AZIEA, USAID Profit, PIA, MBT, CSO, MCTI, ZDA, MCDSS, Informal Economy Association, ZCSMBA, ZCTU, FFTUZ, ZFE, MLSS, MCDSS, MACO
<b>PRIORITY II: Responding to HIV and AIDS challenges in the world of work</b>		
Outcome 2.1 Adoption Of Nation And Sector Wide HIV & AIDS Workplace Policies Based On ILO Code Of Practice, Adopted By Social Partners And Other Key Stakeholders	MLSS, ILO, TCLC, ZBCA, ZFE, ZCSMBA, NAC, HIV & AIDS workplace response Coordination Team	NAC, MoH, ZBCA, ZFE, ZCTU, FFTUZ, ILO, ZCSMBA, NAC, Cooperating Partners (GTZ, UNDP, ZNAN, SHARE, USAID, PEPFAR etc.), AZIEA, AWISA, WEAZ, Academic Institutions, MoFNP, MCTI, MoE, MSTVT, ZWAP, MCTI, SHARE, HIV & AIDS workplace response Coordination Team
Outcome 2.2: HIV And AIDS Included And Mainstreamed In National Projects And Programmes Of The Government, Employers' And Workers' Organizations, The ILO, And The UN System	ILO, HIV & AIDS workplace response Coordination Team, MLSS, NAC	NAC, MoH, HIV & AIDS workplace response Coordination Team, AZIEA, ZCTU, FFTUZ, ZBCA, ZFE
<b>Priority III: Eliminating child labour, particularly in its worst forms</b>		
Outcome 3.1 Adoption And Implementation Of A National Child Labour Policy To Combat Child Labour And Trafficking	MLSS, MSYCD, MOJ (Law Dev Commission), Cabinet Office, MoFNP, ILO, MoHA, UNJPT, S	Cabinet Office, ILO, MSYCD, MCDSS, HRC, ZFE, ZCTU, FFTUZ, MoJ (Law Dev. Commission), MoHA, MoE, Civil Society Organizations, MoE, NGOs & Community Based Organisations MACO, MOH, Provincial administration, DCLCs, DDCC, Civil Society Organizations, MLSS, IOM, UNICEF (UNJPT), EL-SAG,
OUTCOME 3.2 ENHANCED CAPACITY FOR AWARENESS RAISING AND ADVOCACY ON CHILD LABOUR AND HUMAN TRAFFICKING ISSUES AMONG STAKEHOLDERS	ILO, MLSS, CSO	MLSS, ZFE, ZCTU, FFTUZ, ILO, MoHA
OUTCOME 3.3: CHILD LABOUR ISSUES AND CONCERNS ARE PROMOTED, INCLUDED AND MAINSTREAMED IN NATIONAL PROJECTS AND PROGRAMMES	MLSS	ZFE, ZCTU, FFTUZ, ILO, HRC, Civil Society representatives, CSO, NSC, MCDSS, MSYCD, MoE, MACO, MoHA, DCLCs, Civil Society Organizations