



## ILO EVALUATION

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The views and opinions expressed in this report are of those of the authors and do not represent the views of the participating UN agencies, Government of Zambia or the Government of Finland.

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## Abbreviations

AA	Administering Agency
ABEC	Association of Building and Engineering Construction
ACI	Areas of Critical Importance
AfDB	African Development Bank
AfT	Aid for Trade
BAZ	Bankers Association of Zambia
BBWJCP	Broad Based Wealth and Job Creation Programme
BDS	Business Development Services
CBU	Copperbelt University
CEEC	Citizens' Economic Empowerment Commission
COSTIGA	Copperbelt Saw millers and Timber Growers Association
CSO	Central Statistical Office
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DaO	Delivering as One
DWCP	Decent Work Country Programme
EDGE	Excellence in Design for Greater Efficiencies
EIA	Environmental Impact Assessment
EIZ	Engineering Institute of Zambia
FAO	Food and Agriculture Organization of the United Nations
FFTUZ	Federation of Free Trade Unions in Zambia
FQM	First Quantum Mining
GDP	Gross Domestic Product
HIV/AIDS	Human Immune Deficiency/Acquired Immune Deficiency Syndrome
IFAD	International Fund for Agriculture Development
IFC	International Finance Company
ILO	International Labour Organization
ITC	International Trade Centre
JASZ	Joint Assistance Strategy for Zambia
JP	Joint Programme
KTDC	Kalumbila Town Development Council
LGN	Law-Growth Nexus
M&E	Monitoring and Evaluation
MCTI	Ministry of Commerce, Trade and Industry
MDG	Millennium Development Goal
MLGH	Ministry of Local Government and Housing
MLNREP	Ministry of Lands, Natural Resources and Environmental Protection
MoFNP	Ministry of Finance and National Planning
MoLSS	Ministry of Labour and Social Security
NAMSSC	National Association of Medium and Small Scale Contractors
NAPSA	National Pension Scheme Authority
NCC	National Council for Construction
NUBEGW	National Union of Building, Engineering and General Workers
OSH	Occupational Health and Safety
PACRA	Patents and Companies Registration Agency

PLRF	Policy, Legal and Regulatory Framework
P&B	Programme and Budget
PPHPZ	People’s Process on Housing and Poverty in Zambia
PSD	Private Sector Development
PSDRP	Private Sector Development Reform Programme
R&D	Research and Development
SAM	Social Accounting Matrix
SDF	Sustainable Development Framework
SNDP	Sixth National Development Plan
TDAU	Technology Development and Advisory Unit
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNEP	United Nations Environment Programme
UNZA	University of Zambia
WCFCB	Workers Compensation Fund Control Board
Yapasa	Rural Youth Enterprise for Food Security
ZABS	Zambia Bureau of Standards
ZAFFICO	Zambia Forestry and Forest Industries Corporation
ZCSMBA	Zambia Chamber of Small and Medium Business Associations
ZCTU	Zambia Congress of Trade Unions
ZDA	Zambia Development Agency
ZEMA	Zambia Environmental Management Agency
ZFE	Zambia Federation of Employers
ZGBA	Zambia Green Building Association
ZIA	Zambia Institute of Architects
ZIPAR	Zambia Institute for Policy Analysis and Research
ZNAS	Zambia National Association of Saw Millers
ZHPPF	Zambia Homeless and Poor People’s Federation



## Executive Summary

### Background and Context

**Project Purpose, Logic and Structure:** The Zambia Green Jobs Programme (ZGJP) is a sustainable development Programme which facilitates private sector development for inclusive green growth, more and better jobs particularly for young people and women. The Programme is implemented by the Government of Zambia and national partners with technical assistance from the United Nations and funding from the Government of Finland.

The Programme development objective is to enhance competitiveness and sustainable business among MSMEs in Zambia's building construction sector. Its immediate objective is to create at least 5,000 decent green jobs particularly for young people, improve the quality of at least 2,000 jobs in MSMEs which in turn will improve the incomes and livelihoods of at least 8,000 households that depend on the building construction sector. This objective is pursued through three main outcomes:

- a) Outcome 1: Increased appreciation in the Zambian public at large and building industry stakeholders in particular, of green building principles;
- b) Outcome 2: A refined industry-specific regulatory framework that stimulates demand among private and public housing developers for environmentally friendly building materials, products and methods; and
- c) Outcome 3: MSMEs have enhanced capacity to effectively participate in the building construction and green building products and services markets.

Target groups for the Programme are: Small-scale active contractors registered with the National Construction Council (NCC) and listed in either grade 5 or 6; Small scale producers of sustainable building materials and technologies; and building professional service providers.

**Present Situation of the Project:** The Programme is being implemented in a context of high rural poverty (60.5%), depressed copper prices leading to rapid currency depreciation, increases in inflation pressures and interests rates which have

constrained access to credit, downgrading of credit rating which lowered foreign direct investments and business confidence. Consequently, the Ministry of Finance has projected that Zambia will achieve a real GDP growth rate of 4.6 per cent and not the earlier projected 7.0 percent in 2015. The country also faces several development challenges chief among them, to accelerate the inclusivity and diversification of the economy, and continue the drive to create decent jobs, especially for young people and women, as well as create wealth to ensure greater provision of social safety nets for poverty reduction.

The most recent Labour Force Survey (LFS 2012) puts Zambia's labour force at 5,966,199, with slightly more than half (51.6%) female. The majority of the labour force (84.6%) is engaged in the informal sector (agriculture and micro, small and medium enterprises (MSMEs). The formal sector employs only 15% of the available labour force.

Infrastructure development and in particular the building construction industry in Zambia offers excellent potential for broad based wealth and job creation due its high labour intensity, low entry barriers for semi-skilled and unskilled labour, and high concentration of MSMEs. However, the sector is among the most prone sectors to industrial accidents and injuries, and workers are amongst the most vulnerable to ill health, and poverty in case of maternity, disease, unemployment, disability, or old age, for lack of any form of social protection.

The Ministry of Local Government and Housing estimates the housing backlog or demand is likely to rise above 3 million units by 2030. In 2016 the Government of Zambia has allocated 174,96 million (0.4%) to Environmental Protection and 798,71 million (1.7%) to Housing and Community Amenities. The prevailing demand for housing coupled with Government support in terms of policy and public expenditure is likely to drive private sector development and growth in infrastructure development.

**Purpose, Scope and Clients of the Evaluation:** The aim purpose of the independent evaluation was to analyze progress made towards achieving outcomes and outputs, identify good practices and

lessons learned and propose recommendations for improvement for the remaining two years of the Programme and beyond. The evaluation served three main purposes:

- (i) To Give an independent assessment of progress to date of the Programme across the three outcomes; assessing performance as per the targets and indicators of achievement at output level; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities in Zambia;
- (ii) To Provide strategic and operational recommendations as well as highlight lessons to improve performance and delivery of Programme results; and
- (iii) To Document lessons and good practices on the UN Delivering as One approach and pass through funding system.

The main clients for the evaluation are: (1) the Government of Zambia; (2) Government of Finland; (3) United Nations, especially the participating agencies; and (4) Private sector including its employers and workers' organizations.

**Methodology of the Evaluation:** The review employed an inclusive evaluation, meaning that different stakeholder groups were included in the evaluation and data was collected from different groups of people. ILO guidelines on evaluation of Programmes guided the approach to the evaluation.

The evaluation adopted both qualitative and quantitative approaches. The quantitative approaches aimed at quantifying the results achieved by the Programme according to its results framework. The qualitative approach comprised key informant interviews and focus group discussions. These approaches explored issues encapsulated in the evaluation framework.

Key stakeholder organisations and institutions in Zambia involved with the Programme were interviewed. Interviews and site visits were conducted in North Western and Copperbelt provinces.

## **Main Findings & Conclusions**

**Relevance and Strategic Fit:** The evaluation finds that the design of the Zambia Green Jobs Programme has remained relevant considering the country priorities on 'creating decent jobs particularly for young people and creating wealth to ensure a greater provision for social safety nets.

The national development plan, policies, strategies and action plans of the Government of Zambia, country assistance plan and private sector development strategy of the Government of Finland and the UN System in Zambia all resonate well with the Programme objectives and activities at meta, macro, meso and micro levels of the Zambian economy.

The level of ownership and participation of various national stakeholders including reputable private sector companies, multi-national firms and research organizations, including those from Finland, provided evidence that the Programme is addressing relevant issues, main challenges and opportunities for sustainable private sector development, inclusive green growth and job creation in the building construction sector. Further the orientation towards green jobs assessments for macroeconomic policy planning and fiscal allocations by the Programme partner Ministry of Finance as well as the adoption of the Sustainable Development Goals by Zambia as a UN member state clearly showed the Programme strategically fits with both current and future national policies and Programmes arising from Zambia's domestic and international commitments.

**Validity of Design:** The ZGJP Programme design is coherent and responds to underlying challenges for promoting sustainable enterprises and the creation of decent green jobs through private sector development. The design identifies and responds to three overarching systemic challenges: (1) changing attitudes; (2) policy, legal and regulatory framework (PLRF) reform; and (3) capacity building of the MSMEs. Furthermore, the Programme design adopts a market systems development framework and value chain development approach.

Joint planning adopted for the 2015 activities has helped to strengthen coherence in planning and implementation ensuring the Programme integrity

is sustained. Similarly, the coordination of inputs of the UN agencies into the Steering Committee and PLRF reforms have helped the participating UN agencies speak with one voice on Programme implementation and policy position. However there are some challenges that need to be addressed:

- a) Some activities need to be reviewed to ensure sufficient logic with the Programme results chain e.g. timber production needs to focus on private sector, solar panel assembly, installation, and operations and maintenance needs to explore ways of sustaining the new enterprises through linkages with capital markets.
- b) Assumptions that partners have capacity to implement have not held true as some face major challenges in documentation and liquidating advances.
- c) Target group of MSMEs needs to focus also on small to medium enterprises that are in most cases more growth ready.
- d) The Programme design missed an opportunity to incorporate a risk guarantee fund to catalyse capital investments in green building markets. Its absence has undermined progress on access to finance for enterprises supported by the Programme.
- e) Some targets were unrealistic from the onset vis a vis the budget, geographic area and the design of the Programme e.g. gender, access to financial services, business linkages and market access.

**Project Effectiveness:** The ZGJP is on course on most of its key performance indicators. At the time of the evaluation the Programme had supported the creation of 2,549 new green and decent jobs in micro, small and medium enterprises mainly in the North Western (754), Copperbelt (600) and Southern Provinces (509). This figure excludes 3,600 cases of casual employment recorded in the form of temporary and part-time jobs. The Programme is well on course to meet its overall target of 5,000 new green and decent jobs by 31 August 2017.

This conclusion is also supported by strong private sector partnerships that have been initiated by the Programme. These include Lafarge, Barrick Gold Lumwana, Frist Quantum Kalumbila, Saint Gobain as well as Peoples' Process on Housing and Poverty

in Zambia, a non-governmental organisation (NGO) that supports the Zambia Homeless and Poor People's Federation (ZHPPF), a diversified association of over 140,000 members mostly women, all of which hold the promise of more than 12,000 homes built with green building practice, process, materials, products and services with a potential to link many MSMEs across the building construction value chain.

The Programme also supported the quality improvement of 1,424 green and decent jobs existing in micro, small and medium enterprises. This came through effective partnerships with the Ministry of Labour and Social Services (MoLSS), workers unions, federation of employers and small business associations on labour law and occupational safety and health. It was boosted with social security outreach activities, particularly with the National Pension and Social Security Authority (NAPSA) and the Workers Compensation Fund and Control Board (WCFCB). The Zambia Green Jobs Programme is also likely to achieve its target on improving the quality of jobs by 31 August 2017.

In the last 2 years the Zambia Green Jobs Programme has benefitted more than 6,667 enterprises, workers and their representatives. Resulting from this it was established that 2,554 households reported increased income, although income attribution could not be clearly established with the result measurement method used by the current monitoring and evaluation system.

Further, a closer look at all output and process indicators contributing to the above outcomes showed that some components of the Programme (access to finance, market access and linkages, and gender mainstreaming) are not on course for a number of reasons while some activities have been suspended due to the limited availability of funding caused by exchange losses.

The deterioration of the economic environment has increased the risks and cost of doing business, affecting private sector development and investments in general. This may have prevented the Programme to achieve even better results.

Despite this, the potential for the housing market remains huge with demand at 3 million

households. There is a need to find ways of mitigating business climate risks that could reduce the impact of the Programme.

The evaluation also noted a number of challenges arising from the strategies and actions that can be taken during Programme implementation. There are, for example, management arrangements of the UN Delivering as One that can be improved as well as the unrealistic targets and measurement criteria set for some of the output indicators from the onset which should be revised.

Of particular concern are the outputs regarding access to finance, business linkages, social protection, occupational safety and health (OSH), gender and HIV and AIDS response. Progress on these outputs is behind schedule and therefore some recommendations have been made in order to improve the overall performance.

**Efficiency of Resource Use:** The Programme management is structured to provide thematic expertise on different outcomes. These thematic experts are supported by administration support in their agencies.

Strategic decisions to invest in demonstration houses and partnerships with large private sector (Lafarge, Kalumbila Mine and Lumwana Mine) offers scope for scale and at low cost to the Programme. The process in place to house the M&E system in Ministry of Commerce, Trade and Industry is likely to increase utility and value for money of the M&E system as it will be used beyond the Programme.

There are, however, concerns that the Programme may be spread too thinly on the ground given its geographic spread and the number of components the Programme is attempting to address. There is an opportunity for the Programme to concentrate in geographic areas where results are more evident to support to impact and sustainability in the remaining two years.

There have been delays in implementing some of the activities due to bureaucratic processes in UN agencies and capacities of implementing partners. It has been difficult for the AA (ILO) to enforce performance agreements in the Memorandum of Understanding (MoU) e.g. if an agency does not

meet 70% output delivery rate (expenditure) by December 31 of that year the remaining funds are redistributed to other agencies.

UN agencies operate strict budgetary control mechanisms. The evaluation did not come across over expenditure of activities as project managers are always kept informed on the balance for different activities allowing advance planning. Exchange losses amounting to US\$650,000 have affected implementation of some activities e.g. HIV/AIDS.

There are initiatives to improve coordination and jointness in planning and implementation by the agencies involved in the Programmes. The plans for 2015 were developed jointly, collaborations between agencies are explored and implemented e.g. in training workshops (OSH and MSMEs skills building).

**Effectiveness of Management Arrangements:** The Programme management strategy is well thought out and builds from lessons in implementing UN joint Programmes in Zambia. By mobilizing key staff from the participating agencies to be placed in one agency catalyzed collaboration and coherence in implementation as work streams are streamlined, joint working facilitated and oversight on implementation simpler.

Governance arrangements are clear and guided by Terms of Reference. These include the Steering Committee made up of the key stakeholders/partners of the Programme (government of Zambia, private sector, and government of Finland) and sector working groups established for special activities related to Policy Legal and Regulatory Framework (PLRF) reforms (e.g. Green jobs assessment led by the Ministry of Finance, Social protection led by MoLSS).

The Programme has put in place a comprehensive monitoring and evaluation system supported by ILO headquarters. At the time of the evaluation, development of a real time database was almost complete. This will improve accessibility of monitoring data by project officers for quicker decision making.

There are challenges with some UN agencies non-resident agencies where decisions have to be

made in headquarters or regional offices. This has slowed down implementation and in some cases lost opportunities for “quick wins”.

**Impact Orientation and Sustainability:** Shaping practices and behaviour towards green building is critical to sustainability and the Programme has demonstrated this through the development of the curriculum to incorporate green building and construction at the Copperbelt University, National Council for Construction (NCC) School of Construction and Thornpark Construction Training School.

The use of partner organisations to implement components of the Programme has proved successful to contributing to impact and sustainability as opposed to setting up new structures.

Sustainability of the Programme is threatened by the supply of timber from ZAFFICO which currently is the major source of timber supply which has not increased in tandem with doubling of saw millers. This has meant saw millers getting smaller volumes of timber which has negatively affected their viability. Sustainability of green building practices, technologies and materials will also depend on the perceptions of costs and affordability of green construction. There is a high cost perception among stakeholders including the financial institutions and large private sector.

The Programme has made progress in building the capacity of people and national institutions and strengthening an enabling environment (laws, policies, people's skills, attitudes, building regulations have been developed) which will facilitate use of green technologies and material in construction.

**Recommendations and Lessons Learned:**The main lessons learned can be summarised as follows:

- a) The ZGJP has demonstrated the principles of Delivering as One (DaO), namely, One Programme, One Leader, One Fund, One Office and One Voice.
- b) All participating UN agencies in a private sector development Programme need to operate in a private sector mode even in their traditional thematic areas.

c) The initial set-up from a Programme document to selecting and building the capacity of local implementation partners and institutions, building networks and relationships, and galvanizing local ownership takes time and needs to be considered in planning of programmes of this scope and nature.

d) The assumption that all stakeholders including UN agencies as well as all implementing partners have adequate capacity to carryout activities allocated under the Programme has impacted negatively on the implementation of the Programme.

e) Joint programmes are inherently burdened by bureaucratic processes of UN agencies and this needs to be taken into account when planning.

There are some good practices that can be replicated in other Joint Programmes.

a) Establishing a project management unit housing all UN agencies staff participating in the joint Programme improves collaborations between staff of different agencies and makes work streams easier to manage.

b) Joint programming requires that all agencies sign one MoU that clearly clarifies working arrangement and performance management.

**Main Recommendations:** Main recommendations for the Programme are:

**Recommendation 1:** Steering Committee needs to review the current MoU to include measures and operational guidelines to make the DaO arrangement much more effective.

**Recommendation 2:** The Programme in consultation with the Steering Committee and FAO need to revise the target group for forestry production and management from community members to private sector.

**Recommendation 3:** The Programme through the Steering Committee needs to define a working definition of MSMEs and decide on the inclusion of growth ready SMEs as main primary target groups to reach green decent job growth potential of current opportunities and initiatives.

**Recommendation 4:** The Programme needs, at this stage, to focus more on creating internal business

linkages and market access for MSMEs with large private sector, and public procurement institutions rolling out building construction.

**Recommendation 5:** The Programme through the Steering Committee should look to review and possibly adopt the proposed revisions to indicators and targets made by the mid-term evaluation team.

**Recommendation 6:** The Steering Committee needs to review the emerging risks and consider review and approving the suggested mitigation measures by the mid-term evaluation team. Of particular note is the uncertainty of the availability of funding from Finland which makes it difficult to plan.

**Recommendation 7:** In the absence of additional funding the Steering Committee needs to consider a no cost extension for some activities which will need more time to be consolidated and nurtured to impact and sustainability.

**Recommendation 8:** The Steering Committee needs to explore the possibility of concentrating activities in two geographic areas (North Western and Copperbelt provinces) in the remaining years, where results are likely to occur to strengthen and nurture to outcomes and impact.

**Recommendation 9:** The Programme needs to review implementation of the demonstration houses with guidance from the Steering Committee and consider options provided by the mid-term evaluation.

**Recommendation 10:** In the future it may be possible for the Steering Committee to consider basket funding with many cooperating partners promoting private sector development in Zambia coming together with Finland to support the Zambia Green Jobs Programme in the long term for the achievement of the SDGs and in the short term for promoting the creation of decent jobs for young people and women.

## 1 Country Context

Zambia has a very young population, and a growing labour force, with over 53 percent of the population below the age of 18 years and 90 percent of the population below the age of 45 years. Being a country of predominantly young people, Zambia can yield a demographic dividend if young people are equipped with skills and meaningfully involved and deployed in the various productive sectors of the economy. The most recent Labour Force Survey (LFS 2012) puts Zambia's labour force at 5,966,199, with slightly more than half (51.6%) female. The majority of the labour force (84.6%) is engaged in the informal sector (agriculture and micro, small and medium enterprises (MSMEs)). The formal sector employs only 15% of the available labour force. Poverty remains stubbornly high at 60.5% (2010 LMCS) and is more prevalent in rural Zambia. Rural poverty stands at 77.9% compared to 27.5% in urban areas. Income inequality, as measured by the Gini index fell to 0.57 by 2004 but has since worsened to the present level of 0.65, indicating that Zambia remains among the most unequal countries in the world.

According to the Ministry of Finance (2015) these challenges are made even more formidable in the face of threats posed by climate change, over-reliance on primary commodities (copper), low technological advancement, low productivity and rapid urbanization. Global and domestic economic developments in the period 2014 – 15 increased the risks and cost of doing business. A sluggish demand of primary commodities particularly from China has sent ripple effects that have destabilized the Zambian economy. This has resulted in rapid currency depreciation, increases in inflation and interests rates which have constrained access to credit, downgrading of credit rating which in turn lowered foreign direct investments and business confidence. Consequently, the Ministry of Finance has projected that Zambia will achieve a real GDP growth rate of 4.6 per cent and not the earlier projected 7.0 percent in 2015.<sup>1</sup>

In summary, chief among the development challenges that Zambia faces is therefore to accelerate the inclusivity and diversification of the economy, and continue the drive to create decent jobs, especially for young people and women, as well as create wealth to ensure greater provision of social safety nets for poverty reduction. Infrastructure development and in particular the building construction industry in Zambia offers excellent potential for broad based wealth and job creation due its high labour intensity, low entry barriers for semi-skilled and unskilled labour, and high concentration of MSMEs. However, the sector is among the most prone sectors to industrial accidents and injuries, and workers are amongst the most vulnerable to ill health, and poverty in case of maternity, disease, unemployment, disability, or old age, for lack of any form of social protection.

While figures in Zambia are not yet available, evidence from other countries shows significant reductions in carbon dioxide (CO<sub>2</sub>) can be realised if the commercial and residential building sector uses sustainable materials (or environmentally friendly). Studies in the United States of America (USA) show that the sector accounts for 39% of CO<sub>2</sub> emissions in the country per year, more than any other sector.

In 2001 the Zambian Ministry of Health reported that the biggest share of the urban population was residing in low cost peri-urban areas (60%) and that out of the total housing stock in Zambia, only 31% met the minimum development and health standards. The remaining 69% were non-compliant with housing standards and were poorly serviced (Ministry of Health, 2001). The Ministry of Local Government and Housing estimates the housing backlog or demand is likely to rise above 3 million units by 2030. In 2016 the Government of Zambia has allocated 174. 96 million (0.4%) to Environmental

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<sup>1</sup> 2016 budget address by Hon. Alexander B. Chikwanda M.P, Minister of Finance, delivered to the National Assembly on Friday 9th October, 2015

Protection and 798.71 million (1.7%) to Housing and Community Amenities<sup>2</sup>. The Government of Zambia recognizes the private sector as the engine of economic growth and job creation. The prevailing demand for housing coupled with Government support in terms of policy and public expenditure is likely to drive private sector development and growth in infrastructure development.

### **1.1 The Zambia Green Jobs Programme (ZGJP)**

The Zambia Green Jobs Programme is designed to promote sustainable development and the creation of more and better jobs, especially for women and young people through private sector development and inclusive green growth in the building construction sector. The Programme is funded by the Government of Finland US\$11,050,791 and implemented over 4 years starting 01 September until 31 August 2017 by the private sector and government through relevant ministries and institutions as well as technical and vocational training centres, universities and research institutes. According to the approved Programme Document, the grant total budget is US\$12,200,000 including US\$1,050,000 contribution in cash and kind from the participating UN Agencies and Government of Zambia. In addition since November 2014 the Government of Sweden is funding a Junior Programme Officer (JPO) position for communication and publicity of the Programme.

Implementation oversight is provided by a tripartite Steering Committee that meets twice each year, chaired by the Ministry of Commerce, Trade and Industry and comprising members from Government of Zambia, Private Sector (Workers and Employers Organisations), Government of Finland and the United Nations System represented by the International Labour Organization. The role of the Steering Committee is to provide policy guidance in the implementation of the Programme and to approve strategic decisions of the Programme.

Technical assistance is provided by the United Nations, with five agencies jointly working together to Deliver as One UN with inputs from VTT Technical Research Centre of Finland, Oxford Institute of Sustainable Development, and South Africa Green Building Council. The five agencies participating in the Zambia Green Jobs Programme are International Labour Organisation (ILO); United Nations Environment Programme (UNEP); United Nations Conference on Trade and Development (UNCTAD); International Trade Committee (ITC); and the Food and Agriculture Organisation (FAO). The ILO is the lead agency responsible for coordination, consolidated technical and financial reporting, while each agency is responsible for a particular output as follows:

- Enabling policy environment, regulatory and legal framework for green business (UNEP);
- Cultivating positive entrepreneurial, industry and public mindsets, behaviour and attitudes; promoting MSME development, working conditions, productivity, competitiveness and enhancing skills for decent green jobs (ILO);
- Developing markets and business linkages for MSME development and growth (UNCTAD)
- Deepening access to capital and financial services (ITC); and
- Supply side support for sustainable materials and products, with a focus on sustainable timber production (FAO).

The Programme development objective is to promote the development of sustainable enterprises by boosting competitiveness and sustainable business growth among MSMEs in Zambia's building construction sector. Its immediate objective is to create at least 5,000 decent green jobs particularly for young people, improve the quality of at least 2,000 green jobs in MSMEs in order to improve the

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<sup>2</sup> 2015 budget address by Hon. Alexander B. Chikwanda M.P, Minister of Finance, delivered to the National Assembly on Friday 10th October, 2014



incomes and livelihoods of at least 8,000 households that depend on the building construction sector. This objective is pursued through three main outcomes:

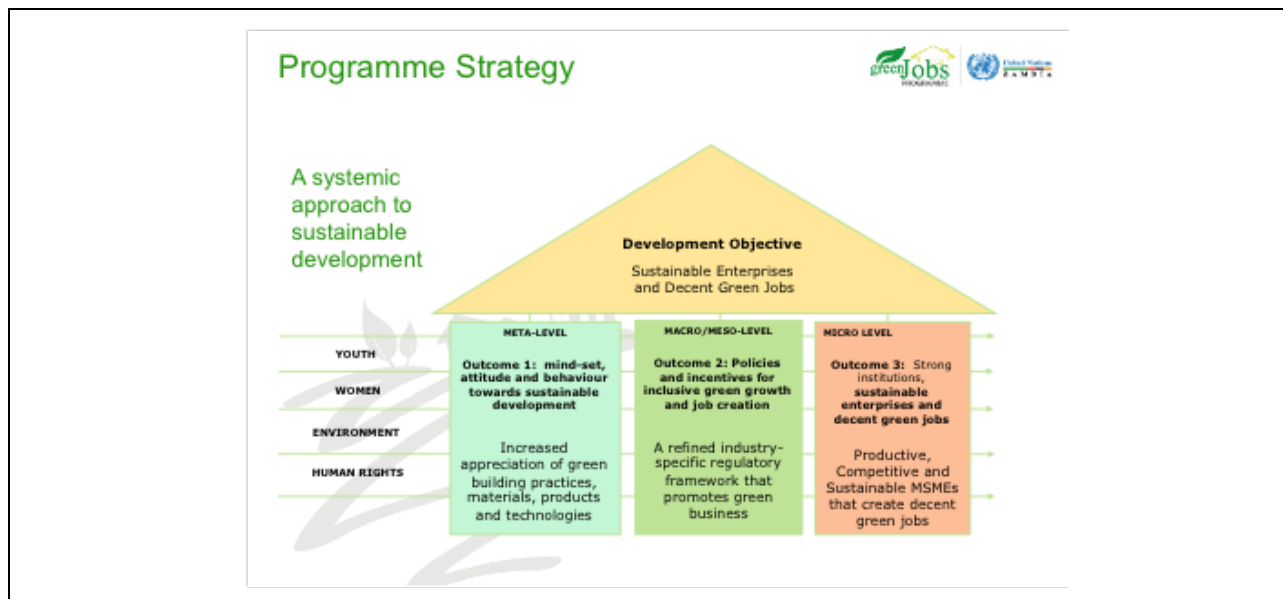
**Outcome 1:** Increased appreciation in the Zambian public at large, and building industry stakeholders in particular, of green building principles

**Outcome 2:** A refined industry-specific regulatory framework that stimulates demand among private and public housing developers for environmentally friendly building materials, products and methods.

**Outcome 3:** MSMEs have enhanced capacity to effectively participate in the building construction and green building products and services markets.

In order to improve the quality of green jobs, the Zambia Green Jobs Programme is promoting better occupational safety and health practices as well as access to better-managed and more gender equitable basic social security benefits to motivate and enhance employee productivity. The Programme uses the value chain and market systems development approach with youth, women, environment and human rights as cross-cutting or principal means of action to achieve its development objective to promote the inclusive growth of sustainable enterprises for the promotion of decent work in Zambia. The schematic diagram below provides an illustration of the Programme strategy and approach.

**Figure 1: Programme Strategy**



The ultimate beneficiaries of the ZGJP are existing MSMEs along the construction value chain for green building goods and services, with emphasis on businesses at selected points of the value chain. The groups of MSMEs identified during the inception phase of the Programme are:

- Small-scale active contractors registered with the National Construction Council (NCC) and listed in either grade 5 or 6 as well as contractors not registered with NCC but registered with the Patent and Companies Registration Agency (PACRA)

- Small scale producers of environmentally friendly building materials (sustainably produced timber and timber products; energy-saving and renewable energy technologies; and rain water conservation technologies); and
- Building professional service providers (primarily architects).

The Programme sets outreach quotas for women and youth. For example, 40% of enterprises the Programme will reach should be owned or managed by women or youth.

The Programme is managed by an International Chief Technical Advisor (CTA) based in the Programme Office in the ILO Lusaka Office and reports to the Country Office Director. The CTA is responsible for overall Programme implementation, supervision of staff, allocating Programme budgets, preparing progress reports and maintaining Programme relations with government and government institutional partners as well as the private sector employers and workers enterprises and organizations. He is also responsible for coordinating and managing the relations across the 5 participating UN agencies (ILO, UNCTAD, UNEP, ITC and FAO) including elaborating the final Programme document, establishing a monitoring and evaluation system and supporting the development of output based work plans in line with the log frame.

The CTA is supported by an International Programme Manager and a Social Security Advisor working with a team of 12 National Professional Project Officers responsible for various components and also based in the Programme Office in ILO Lusaka. The Programme is technically backstopped by a number of specialists based in the ILO Decent Work Support Team office in Pretoria, UNEP Africa Regional Office in Nairobi, FAO Office in Lusaka and Rome as well as ITC and UNCTAD in their separate offices in Geneva.

The Programme is implemented through national partners: Ministry of Finance (MoF), People's Process on Housing and Poverty in Zambia (PPHPZ), NCC, Zambia Development Agency (ZDA), Zambia Environmental Management Agency (ZEMA), Zambia Bureau of Standards (ZABS), Zambia Institute for Policy Analysis and Research (ZIPAR), Ministry of Local Government and Housing (MLGH), Copperbelt University (CBU), University of Zambia (UNZA) etc. Partnerships with transnational companies have also been established including with Lafarge, Kalumbila Town Development Council (KTDC) part of First Quantum Mining (FQM) and Barrick Lumwana mine for the scale up of green housing development.

## 2 Aim and Objectives of the Evaluation

The aim of the independent evaluation was to analyze progress made towards achieving outcomes and outputs, identify good practices and lessons learned and proposing recommendations for improvement for the remaining two years of the Programme and beyond. The evaluation served three main purposes:

- (i) To **Give** an independent assessment of progress to date of the Programme across the three outcomes, assessing performance as per the targets and indicators of achievement at output level, strategies and implementation modalities chosen, partnership arrangements, constraints and opportunities in Zambia;
- (ii) To **Provide** strategic and operational recommendations as well as highlight lessons to improve performance and delivery of Programme results; and
- (iii) To **Document** lessons and good practices on the UN Delivering as One approach and pass through funding system.

The main audience for the evaluation include: (1) the Government of Zambia; (2) Government of Finland; (3) United Nations, especially the participating agencies; (4) Private sector including its employers and workers' organizations; and (5) Building professionals.

The desk and field evaluation was conducted during the period 9 September to 30 October 2015. It started with a one week desk review and inception period, followed by a two week field review culminating into findings which were presented and validated by the Steering Committee. The final reports were prepared and included comments and inputs from the Steering Committee.

The independent evaluation team comprised Mr. Ngoni Marimo (International Evaluation Expert and Team Leader) and Mr. Griffin Nyirongo (Development Economist and Local Consultant). The Evaluation Manager was Mr. Adolphus Chinomwe, Senior Programme Officer in the ILO Country Office in Harare (ILO CO Harare) with technical assistance from Mr. Gugsu Farice, Senior Evaluation Expert, ILO Regional Office for Africa (ILO ROAF). The Evaluation Manager was the focal point for discussion on any technical and methodological matters during the course of the study with guidance by ILO Regional Evaluation Specialist. The evaluation was well supported with full logistical support and services of the Zambia Green Jobs Programme Management Unit (PMU), with the administrative support of the ILO Office in Lusaka.

### 3 Methodology

#### 3.1 Evaluation criteria

The evaluation addressed concerns such as i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and vi) impact orientation and sustainability following UN evaluation standards and norms<sup>3</sup>.

In line with the results-based approach applied by the UN, the evaluation focussed on identifying and analysing results through addressing key questions related to the achievement of the outcomes/immediate objectives of the project using the logical framework indicators. Annex 1 presents the key evaluation questions as provided in the Terms of Reference (ToR).

#### 3.2 Data collection

The review employed an inclusive evaluation, meaning that different stakeholder groups were included in the evaluation and data was collected from different groups of people. Based on the UN and ILO guidelines on evaluation of programmes, the evaluation used the results based approach. The evaluation adopted both qualitative and quantitative approaches. The quantitative approaches aimed at quantifying the results achieved by the Programme according to its results framework. The qualitative approach comprised key informant interviews, focus group discussions and was used to explore issues encapsulated in the evaluation framework (see Annex 6). Table 1 presents the numbers of interviews conducted during the evaluation. A list of specific stakeholders consulted during the evaluation is presented in Annex 4.

**Table 1: Meetings, Focus Group Discussions and Programme Site Visits conducted**

Province	City / Town/District	Focus Group Discussions	Key Informant interviews	Site visits
Lusaka	Lusaka	4	10	1
	Chibombo	1	1	1
Copperbelt	Ndola	4	3	1
	Kitwe	1	3	2
North Western	Solwezi	2	2	1
	Lumwana		1	1
	Kalumbila		1	1

<sup>3</sup> ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

Quantitative data obtained from the Programme's monitoring and evaluation system was used to determine the progress made by the Programme in achieving its outputs and outcomes. Using key informant and focus group question guides framed around the key questions of the evaluation enabled the evaluation team to collect relevant in-depth data for the evaluation. Qualitative methods formed the main instruments for collecting evaluation data. This was in response to the evaluation questions which demanded an in depth response.

All data from the field visits was collated, triangulated and verified before conclusions were made. Thematic qualitative analysis was used to distil trends in the qualitative data on different themes of analysis. The quantitative data was used to measure progress on the targets while qualitative provided explanations for findings of the quantitative data. Information for the review was obtained from a variety of sources. Key sources included the following: 1) documentary review; 2) consultations at national level using key informant interviews and group discussions; and 3) consultations at district level using a variety methods, observations, in-depth individual interviews (to develop most significant change stories and emerging good practices), key informant and group interviews. Annex 7 presents the key informant and focus group question guides used during the interviews.

### **3.3 Limitations of the evaluation**

The Evaluation Team was not able to visit every project site due to time constraints. Since the evaluation did not cover the entire Programme, the findings from the selected sites may not reflect what is prevailing in all Programme areas and at all sites.

## 4 Evaluation Findings

This following section presents the findings of the evaluation. It is organised according to the questions asked by the evaluation according to the following categories:

1. Relevance and strategic fit;
2. Validity of design;
3. Project effectiveness;
4. Efficiency of resource use;
5. Effectiveness of management arrangements; and
6. Impact orientation and sustainability.

### 4.1 Relevance and strategic fit

*4.1.1 Is the project relevant to the achievements of the outcomes in the Zambia's Vision 2030, National Development Plans and strategies, with regards in particular to private sector development and employment creation?*

The evaluation finds the Zambia Green Jobs Programme relevant to the national development context. It contributes to the achievements of Vision 2030, outcomes in the Revised National Development Plan, and the country assistance plans for the UN, such as the ILO Decent Work Country Programme (DWCP) and the Donor Finland with regards in particular to private sector development. Stakeholders were generally satisfied that the ZGJP was appropriately aligned with the country's development goals and priorities and those of the cooperating partners. The table below provides a summary of the key national development plans and strategies to which the Programme is contributing.

National Development Plan	Relevant Outcome
Vision 2030	Achieve a prosperous middle income country by 2030 wherein there are opportunities for improving the well-being of all, embodying values of socio-economic justice, underpinned by the principles of: (i) gender responsive sustainable development; (ii) democracy; (iii) respect for human rights; (iv) good traditional and family values; (v) positive attitude towards work; (vi) peaceful coexistence and; (vii) private-public partnerships.
2013 Revised Sixth National Development Plan (RSNDP)	Achieve sustained economic growth and poverty reduction through accelerated infrastructure development, economic growth and diversification; promoting rural investment and accelerated poverty reduction and enhanced human development.
2014 Industrialization and Job Creation Strategy	To create 1,000,000 new formal sector jobs over the next five years, four growth sectors have been identified as having the greatest potential to achieve the objectives of promoting growth, employment, value addition and expanding Zambia's economic base. These are the Agriculture, Tourism, Construction and Manufacturing sectors.' [40% youth, 30% Women and 30% disadvantaged groups]
2008 Micro, Medium and Small Enterprise (MSEME) Policy	Create a vibrant, dynamic sector that contributes 20% of GDP and 30% annually to creation of decent employment by the year 2015.
Revised 2015 National Youth Policy and Action Plan for Youth Empowerment and Employment.	Outcome 1: 200,000 decent jobs created annually of which 40% are for young people
Private Sector Development Reform Programme (PSDRP) II	Facilitate the development of a competitive business environment in Zambia in order to contribute to job and wealth creation
2015 National Assembly President's address	Transiting towards a green economy, Embracing innovation and entrepreneurship, Promoting and maintaining a clean, healthy and safe

	living and working environment and Embracing technology to simplify and quicken the provision of services
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*4.1.2 How well the project complements and fits with the country assistance plans for the UN, such as the ILO DWCP as well as other on-going UN Programmes and projects in the country?*

Several of the components of the ZGJP are linked to the UN country assistance plans, programmes and projects of the UN globally and in Zambia.

<b>UN Plan, Programme or Project</b>	<b>UN Outcome and Outputs</b>
UN Sustainable Development Goals or Agenda 2030	<ul style="list-style-type: none"> <li>• Goal 8 Decent Work and Economic Growth and Goal 11 Sustainable Cities and Communities are directly relevant. However, almost all Sustainable Development Goals with the exception of SDG14 (life below water) are related to ZGJP Development Objective.</li> </ul>
Zambia-United Nations Sustainable Development Partnership Framework (UNSDPF) 2016 - 2021	<ul style="list-style-type: none"> <li>• KRA: Environmentally sustainable and inclusive economic development</li> <li>• Outcome 4: By 2021, productive sectors expand income earning opportunities that are decent and sustainable, especially for youths and women in the poorest area</li> <li>• Outcome 5: By 2021, Women, youth and other vulnerable groups are empowered to participate in economic opportunities that are decent and promote sustainable livelihoods Agriculture, manufacturing energy, construction, tourism and mining.</li> </ul>
United Nations Development Assistance Framework for the Republic of Zambia 2011-2015	Outcome 2: 'Targeted populations in rural and urban areas attain sustainable livelihoods by 2015'.
Zambia Decent Work Country Programme (DWCP) 2013 -2016 and relevant ILO Country Programme Outcomes (CPOs)	<ul style="list-style-type: none"> <li>• ZMB133: Promoting Value Chain specific SME development policies and Programmes that create decent and green jobs</li> <li>• ZMB 130: Policy and regulatory environment for Occupational Safety and Health improved through Programme development and implementation</li> <li>• ZMB 128: Enhanced and extended Social Protection for all, with focus on vulnerable groups</li> </ul>
ILO Programme and Budget (P&B) 2014 - 15	<ul style="list-style-type: none"> <li>• Outcome 03: Sustainable enterprises that create productive and decent jobs</li> <li>• Outcome 06: Workers and enterprises benefit from improved safety and health conditions at work</li> <li>•</li> </ul>
ILO Areas of Critical Importance (ACIs)	<ul style="list-style-type: none"> <li>• ACI 1: Promoting more and better jobs for inclusive growth;</li> <li>• ACI 2: Jobs and skills for youth;</li> <li>• ACI 3: Creating and extending social protection floors;</li> <li>• ACI 4: Productivity and working conditions in SMEs;</li> <li>• ACI 6: Formalization of the informal economy;</li> <li>• ACI 8: Protection of workers from unacceptable forms of work.</li> </ul>
ILO Programme and Budget (P&B) 2016 - 2017	<ul style="list-style-type: none"> <li>• Outcome 3: Creating and extending social protection floors</li> <li>• Outcome 4: Promoting sustainable enterprises</li> <li>• Outcome 6: Formalization of the informal economy</li> <li>• Outcome A: Effective advocacy for decent work</li> <li>• Outcome B: Effective and efficient governance of the Organization</li> <li>• Outcome C: Efficient support services and effective use of ILO resources</li> </ul>

#### *4.1.3 What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?*

The ZGJP has broadened the national outreach through collaboration and synergies with similar PSD Programmes of cooperating partners. The Programme has established links with the World Bank Lets Work Programme, IFC Excellence in Design for Greater Efficiencies (EDGE) and DFID Private Enterprise Programme. The Let's Work Programme's 'Strategic Framework for Jobs' is based on the 'Job Diagnostic' component. Its objective is to provide 'a holistic view of jobs in Zambia from a macro, labour demand and supply, and skills perspective. The ILO is currently supporting the Ministry of Finance (MoF), the Central Statistics Office (CSO) and Zambia Institute for Policy Analysis and Research (ZIPAR) in not only providing a current 'picture' (view) of jobs in Zambia but going a step further: Building a macro-economic model (based on a Social Accounting Matrix (SAM)) which allows for the analysis of sectorial employment, skills and poverty impacts of policies to enable pro-employment macro-economic planning and results based fiscal allocations.

IFC's EDGE Green Building Market Transformation Program is a potential Zambia Green Building Association (ZGBA)<sup>4</sup> partner for advancing green building and decent, green jobs in Zambia. IFC is coordinating the approach with the entire building ecosystem by reaching out simultaneously to all relevant parties through a multipronged program. ZGBA is an independent, non for profit, member based organisation that creates a platform that brings together the whole of the building industry with a mission to drive the sustainable transformation of the built environment.

Internally, within the ILO, the ZGJP has collaborated with the ILO/FAO Rural Youth Enterprise for Food Security (Yapasa), in particular on the M&E system. The Yapasa Programme seeks to generate pro-poor growth among rural youth in Zambia by improving the functioning of soybean and aquaculture market systems and supporting functions. The ZGJP has incorporated the components of the Law-Growth Nexus (LGN) Project addressing the application of International Labour Standards in the construction industry. The LGN Project II Closure phase facilitated the integration to take advantage of the investment in and development of tools, products and advisory service capacity by the LGN project into the appreciation and application of International Labour Standards by stakeholders in the Zambian construction sector.

The ZGJP also collaborated with the ILO project on Building National Floors of Social Protection in Southern Africa Project on capacity building activities strategies on extension of social health protection to the construction sector.

#### *4.1.4 Strategic fit with the Finnish Development Cooperation Strategy and synergies with relevant Finland supported initiatives and Programmes including the level of information sharing with the Finnish Embassy in Lusaka, the Permanent Mission in Geneva and the Desk Officer in Helsinki.*

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<sup>4</sup> Working together with the NCC, Association of Building and Engineering Construction (ABEC) and the National Association of Medium and Small Scale Contractors (NAMSSC), the Zambia Green Jobs Programme supported the establishment of the Zambia Green Building Association (ZGBA).

The Zambia Green Jobs Programme fits well in the Finnish development cooperation strategy. The Zambia Green Jobs Programme is among the main Programmes delivering on Finnish private sector development support to Zambia. Based on the Joint Assistance Strategy Phase II (JASZII) for Zambia, and its donor division of labour, Finland is one of the active government partners for Private Sector Development in Zambia. Finland co-leads the PSD cooperating partners group together with the UK as represented by DFID. Finland's outgoing country strategy affirms sustainable development and the eradication of absolute poverty as the ultimate aims of Finland's development policy. The strategy adopts a human rights based approach to development as the fundamental operational modality and emphasis reduction of inequality.

The thematic priority areas are democratic governance, inclusive employment-intensive green economy, sustainable management of natural resources, and human development. The policy objectives for economic development are further elaborated in detail in Finland's up-dated Aid for Trade (AfT) Action Plan 2012-2015, which acknowledged the private sector as the main engine for job creation. Finland's main co-operation platforms to private sector development in Zambia has been the Private Sector Development Reform Programme Phase II (PSDRPII) to promote the 'development of a competitive business environment in Zambia in order to contribute to job and wealth creation' by facilitating reduction of the cost of doing business in Zambia'. Another is the Financial Sector Development Plan Phase II (FSDPII) to promote a stable, sound and market-based financial system that supports the efficient mobilization and allocation of resources necessary to achieve economic diversification, sustainable growth and poverty reduction. Both Programmes are owned, coordinated and implemented by the government of Zambia. Finish support to the PSDRP II terminated this year, 2015.

In addition, the Finnish Government provided financing to the Zambian government to implement the Broad Based Wealth and Job Creation Programme (BBWJCP) with technical assistance from ILO, UNDP, UNCTAD and UN Global Compact. The Programme sought to create jobs and enhance incomes among citizens through MSME development. The ZGJP builds upon the results of the BBWJCP to continue to promote broad-based wealth and job creation in Zambia.

The new Finish government's decision to reduce the budget for development cooperation by 43%, though likely to affect the aid portfolio for Zambia, it is not expected to affect the strategic fit and relevance of the ZGJP to Finland's overall development policy. It is highly anticipated that private sector development will remain one of Finland's priority areas.

With regard to the level of information sharing it was observed that there was incompatibility in the availability of information between the Programmes and Finish Embassy's reporting mandates. The Finish Embassy in Lusaka provides bi-annual reports to their HQ while the ZGJP report to the Finish Embassy is done on an annual basis. This means that the Finish Embassy cannot report on the ZGPJ bi-annually as they would prefer in line with their reporting schedule. The issue was being addressed by the Steering Committee at the time of evaluation



## 4.2 Validity of design

### 4.2.1 *The adequacy of the design process (Is the Programme design logical and coherent)? What internal and external factors have influenced the ability of the UN to meet projected targets?*

#### 4.2.1.1 Programme design

The ZGJP Programme is coherent and responds to underlying challenges for promoting sustainable enterprises and the creation of decent green jobs through private sector development. The design identifies and responds to three overarching systemic challenges: (1) changing attitudes; (2) policy, legal and regulatory framework (PLRF) reform; and (3) capacity building of the MSMEs. Furthermore, the Programme design adopts a market systems development framework and value chain development approach. Value chain development approach allows the Programme to identify, influence and partner with the multiple actors at various stages in the housing construction value chain ensuring coherence and integration of interventions aimed towards promoting and building capacity for green housing. Market systems development framework on the other hand provides the Programme ability to address challenges for functioning of the housing construction market at the market level; normative level; and institutional level (addressing attitudes and perceptions towards green construction and practices by market system constituents). With this approach the Programme is addressing, in a coherent manner, the key challenges for job creation. It has also enabled the Programme to be inclusive both in design and implementation, ensuring stakeholder buy-in and ownership of the Programme design and activities.

#### 4.2.1.2 Internal and external factors affecting the UN's ability to meet targets

The Programme management strategy is well thought out and builds from lessons in implementing UN joint Programmes in Zambia and elsewhere. By mobilizing key staff from three agencies to be placed in one agency catalysed collaborations and coherence in implementation as work streams are streamlined, joint working facilitated and oversight on implementation simpler. Through this approach the Programme has avoided disjointedness inherent in many Joint Programmes with dispersed staffing arrangements<sup>5</sup>. Furthermore, the Project Management team is well structured. Implementation efficiency and quality of interventions (appreciated by partners and beneficiaries) demonstrate that the management unit is comprised of qualified staff.

Joint planning adopted for the 2015 activities has helped to strengthen coherence in planning and implementation ensuring the Programme integrity is sustained. Similarly, the coordination of inputs of the UN agencies through the lead agency ILO in the Steering Committee has helped the participating UN agencies speak with one voice on Programme implementation and policy position. This has also been supported by financial and technical reporting system coordinated and consolidated by the ILO as the Administrative Agency.

The inclusive process of design and implementation has fostered buy-in and good will among local partners, demonstrated by the progress in Policy Regulatory Legal Framework (PLRF) reforms and general motivation observed by the evaluation team to see the Programme a success. This motivation was observed across the cross-section of stakeholders from government, employer federations, business associations, and trade unions. Heightened awareness and appreciation of the need to preserve the environment by government, including at the highest level, have provided good ground for

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<sup>5</sup> Marimo N., Ahikire, J. (2015) Final Evaluation of the Uganda UN Joint Programme on Gender Equality and Women's Empowerment.

the Programme to further push through reforms and mobilise stakeholder engagement in implementation of activities.

However, sequencing dependent tasks is a challenge. For example, enterprise level results of the work of ILO on training MSME depends on activities of UNCTAD (business linkages for MSMEs) and UNEP (PLRF – enabling environment). Similarly, UNCTAD business linkage work depends on the development of local low and middle income green building markets which are facilitated by an enabling policy environment (UNEP), availability of financial products (ITC). Some dependent tasks and activities were implemented without the completion of those on their critical path which compromised the quality and scale of results.

Some participating agencies have remained in their traditional mode and not embraced Private Sector Development approaches while for some managing for results and sustainability remains a challenge. FAO aims to develop sustainable timber production through supporting rural community forest management initiatives. This is operationalised in the Programme through targeting small holder rural farmers by providing soft wood, early maturity trees of eight to fifteen years. A communal approach is adopted to management of the plantation seedlings supported by promotion of alternative products for markets, training on market assessment and development to strengthen alternative income sources while the plantations mature. The targeting of smallholder farmers for forestry production requires more support than is currently being provided. Lessons from IFAD experience in Zambia are that community based forestry production and management must have the following:

- 1) Support formation of and institutional capacity development of farmer groups for management of the resource;
- 2) Intensive monitoring of farmer groups with strong linkage to CBOs or local NGOs (supporting the role of the department of Forestry which is under resourced); and
- 3) Support for market linkages for alternative locally appropriate products for income generation.

In Zambia, timber production is mainly with a parastatal company, ZAFFICO. Private sector and smallholder farmers on customary land are rarely involved in these markets. The private sector is engaged more in production of seedling for timber and other varieties. According to one private sector grower of nurseries, the main market for their products is supply of seedlings to support the mining industries environmental mitigation programmes. Forestry degradation in customary lands is mainly due to wood-fuel and production of charcoal. Therefore, targeting the small holder farmer for sustainable timber production might not provide sufficient logic to the Programme's results chain.

The ILO is aiming to support establishment of small enterprises to participate in the green products market, in particular solar energy market. It is doing this by supporting Thornpark Construction School to train members of the People's Process on Housing and Poverty in Zambia (PPHPZ) and other interested individuals on solar panel assembly, installation and operation and maintenance (O&M). The evaluation finds that while this approach may have linkage to the results chain, the feasibility of those trained to establish viable and sustainable enterprises is constrained by a number of factors to reach scale and mass to achieve upper level results of enterprise development.

Firstly, lack of access to financing services is a major problem. One such group that formed a company, Copperbelt Solar Systems Limited, has managed to raise ZMK25,000.00 from own resources of the ZMK100,000.00 they require as startup capital. They have been failing to access credit lines because of trust from financial institutions and lack of collateral. Another company formed by beneficiaries of solar

assembly training in Lusaka is still to mobilize startup capital. Second, observations of the evaluators are that the quality of solar panels being assembled may not yet be sufficient enough to compete on the open market. It may therefore be prudent, for the Programme to explore ways of supporting these new enterprises through: mentoring for quality production and ways of financing the enterprises possibly including joint ventures and linkages with other established firms or partnering with other PSD Programmes implementing a loan guarantee scheme.

UNCTAD aims to develop green markets in Zambia for MSMEs through facilitating business linkages between MSMEs and private investors, large corporate companies and public procurement institutions. Market linkages aim to support knowledge and technology transfer and business development. It does this through several noble initiatives including:

1. establishing business linkage facilitators to hand hold MSMEs in partnerships with international investors;
2. facilitating the participation of MSMEs in national and international fairs;
3. supporting the Zambia Development Agency (ZDA) to attend international investor meetings and promote private investment in green markets in Zambia; and
4. raising awareness among large corporate and private investors on the benefits of working with MSMEs.

Significant progress has been made in terms of expressions of interest on green investments in Zambia by private investors and other international companies involved in the production of green materials, technologies and products but they are unlikely to materialize because the green building construction market has not yet developed to a sufficient scale that allows for large transnational investments. The deteriorating investment climate and weak markets are also likely to undermine investor confidence in the economy. The development of these markets would need to be supported by a PLRF that provides incentives for green construction to develop the lucrative and high volume low and middle income green markets. As a result, and from a Programme logic perspective, linkages with international partners should only have commenced with a supportive environment to facilitate external investments in place.

Another related challenge to this is the primary beneficiary of the Programme and a working definition of MSME. Microenterprises in many cases are not always ready to grow and therefore may not be ideal for job creation. The potential of this target group being involved in the current opportunities facilitated by the Programme Lafarge (600 houses), Barrick Lumwana (potentially 400 houses) and Kalumbila Town Development Council (KTDC) (10,000 houses) is minimal as they will not have the capacity to meet the demand. Furthermore, it is difficult to create linkages for micro enterprises with international investors and other transnational companies as often they do not meet the quality and safety standards that large companies expect. More growth ready enterprises in the small to medium enterprises category are more likely to access these opportunities. Currently, large mines have been working with small enterprises in grades 2 to 4. The MSMEs lack technical skills (hands on) which is critical for these MSMEs to take up the opportunities that are likely to come up in green construction such as with Lafarge, Kalumbila etc. This requires capacity building interventions to develop the technical skills of MSMEs. MSME's, while acknowledging the need to develop their technical skills to deliver green buildings or houses, were of the view that the lack of transparency in the procurement process by these multi-nationals, made it difficult for MSMEs to participate.

Training Programmes being implemented lack a mentoring component which facilitates transformation of skills transferred to real enterprise development. While it is being provided in one component e.g. in

the form of Financial Counsellors the rest do not adopt this approach. Its importance is demonstrated by contractors trained to make soil compressed bricks. There have been challenges with the quality of bricks, with the Programme now in the process of engaging UNZA to re-train.

The design of the Programme is such that it is implemented through national partners. In some cases the lack of capacity needed for implementation by national partners have undermined progress in implementation of activities e.g. ZDA where documentation was found a challenge. Local authorities' capacity to supervise and certify green buildings is another example. As green building goes to scale through replication local government capacity will be central for the maintenance of green building integrity.

The Programme design missed an opportunity to incorporate a risk guarantee fund to catalyse capital investments in green building markets. Its absence has undermined progress on access to finance for beneficiary enterprises of the Programme. The situation has been worsened by the recent increase in interest rates and increased domestic borrowing by government.

During the inception and in the programme document research and development (R&D) for new green technologies and products was mentioned as a key gap in the development of green building markets in Zambia. However, the result chains, and subsequently implementation, exclude this important element of the programme. The Programme is in the process of developing a catalogue of suppliers of green materials and technologies. While this is a good initiative, R&D is required to test and develop more localised and affordable materials and technologies to support a growing green building construction sector.

The strategy of building demonstration houses to catalyse scaling up of green building construction particularly targeted at large private sector companies embarking on housing development was an appropriate means to catalyse the demand and supply of green housing. However, the approach could undermine effectiveness. Firstly, the demonstration houses were built with the model of skills transfer which does not reflect the actual cost of construction. The approach leads to higher costs of construction than is otherwise the case with true life cycle costing. The evaluation found a concern among some of the large private sector partners on the cost of demonstration houses was coming up higher than their traditional housing models. Communicating the true life cycle costing is crucial to sustain market interest and uptake.

In terms of internal factors, Joint Programmes are inherently burdened by agency bureaucracy. Planning processes can be lengthy as approvals have to be sought from headquarters or regional office for some agencies (e.g. FAO, UNEP, UNCTAD, and ITC). Similarly disbursements can also be delayed. Early joint planning is therefore important. The Programme has initiated early joint planning in January 2015 but this still faces challenges of agency bureaucracy. Performance pacts could have been incorporated in the Memorandum of Understanding between agencies to enable better coordination and considerations for planning much earlier than January.

#### *4.2.2 Do outputs causally link to the intended outcomes that in turn link to the broader development objective?*

Results chains for the Programme were developed using the Donor Commission on Enterprise Development (DCED) approach to measuring results. The methodology requires a clear illustration of how activities link to outputs and to broader outcomes. The results chains developed for each agency's

activities clearly show the linkage between outputs, outcomes and broader development goals in the overall result chain which has been developed and used for managing the Zambia Green Jobs Programme.

Nonetheless there are issues discussed in section 4.2.1 that undermine sufficiency in the logic e.g. link to R&D, definition of target group, sequencing of activities in implementation, etc.

#### *4.2.3 Has the design clearly defined performance indicators with baselines and targets?*

Performance indicators are based on the results chain developed using the DCED approach to results based management for enterprise development programmes. Because of this approach, the majority of indicators is well defined and logically link to results. However, there are some indicators that have been recommended for change or improvement as presented in Annex 2 due to a number of challenges. For example, the indicators measuring the average percentage decrease in energy and water utility costs among houses built with green building materials is difficult to measure. This requires a monitoring and evaluation strategy that combines before and after comparisons together with those comparing changes in performance between the participants (treatment group) and non-participants (control group) of the Programme. There is an attribution problem with measuring household income where they could be several sources of income in a single household. It is difficult to determine real enterprise income as often MSMEs do not report their income accurately.

New indicators are proposed by the evaluation team and include: 1) a tracer indicator to assess effectiveness of trainers; and 2) split for indicators of market access and business linkages. Indicators related to market access and business linkage, reflecting the number of MSMEs reached with this support, were treated as one. However, these are two different activities and need to be reported as such and their outputs measured as such (see Annex 2 for a detailed presentation of indicator changes).

#### *4.2.4 Considering the results achieved so far, was the Programme design realistic?*

The Programme design was to a large extent realistic but somewhat ambitious with some targets affected by delayed start, geographic spread (targeting five provinces), inadequate time allocations and external risks that have recently occurred. Annex 3 gives a full overview on the achievement of all set targets on the log frame.

The Programme is working at four fronts (public awareness, PLRF reforms, building capacity of MSMEs and developing the green building market) and targeting five provinces. The budget available for the programme is inadequate to provide comprehensive support and meet targets vis a vis the geographic spread and intervention areas e.g. issues discussed earlier about forestry management and timber production.

Stakeholders interviewed highlighted that the time-frame for the Programme implementation was unrealistic. Too many activities expected from officials of the partners who in many cases are the same individuals across the different activities. While given the multi-dimensional nature of the Programme, this is likely to be unavoidable and the Programme should look at ways to minimize this demand burden on national stakeholders through better coordination of activities between agencies, it also raises the question whether or not a no-cost extension is a feasible option. Furthermore, the Programme has been implemented based on a four year plan and budget. The risk of the fourth year not being funded could mean some targets may not be met while some may require a no cost extension (forestry management, access to finance, market access and linkages etc.). Funding delays experienced at the beginning of the

programme (first disbursement received 17 October from the Government of Finland instead of June 2013) are also adding to this challenge and need.

Some targets are proving to be unrealistic for a number of reasons given with suggestions for improvement in Table 2 below. Some indicators are dependent on the success of PLRF interventions. These indicators include: 1) MSME with market access and business linkages; and 2) MSMEs accessing financial services. Given the pace of these reforms the high targets envisaged are likely to be achieved.

**Table 2: Proposed revisions to some of the indicator targets**

Indicator	Original target	Proposed target
No. of NNEEs accessing financial services (ITC)	3000	400
No. MSMEs participating in Programme promoted business linkages (UNCTAD)	2500	300
No. of MSMEs participating in Programme promoted market access (UNCTAD)		400

*4.2.5 Has the Programme adequately taken into account the risks and employed appropriate risk mitigation strategies*

A comprehensive analysis of risks was done during the Programme design stage and a risk register developed which is constantly monitored by the Programme. There are however some assumptions that have developed into risks that the Programme need specific actions on.

- A. Risk 1, Economic downturn:** the business environment has worsened with the local currency losing more than half of its value in the nine months of 2015. Depressed copper prices and rampant job losses in the mining sector are slowing the building construction sector. In this context new and micro enterprises are worse affected and therefore provide a risk of reversal of gains on job creation.
- B. Risk 2, Elections in 2016:** Zambia will hold general elections in 2016. From past experience of the Programme, many stakeholders in government and its related agencies are not available for Programme activities, especially those related to PLRF. This will pose a risk of slowing implementation of activities in a critical year for consolidation.
- C. Risk 3, Non receipt of funds for the fourth year:** the receipt of funds for the fourth year is still to be approved yet activities were implemented based on a four year fully funded (as per approved Programme document). This means sequencing of activities and scale were based on the assumption that the Programme will receive the full funding. If funds for the fourth year are not released, this will affect the scale of activities and continued support for ongoing initiatives that still require nurturing to transform to tangible outcomes e.g. PLRF reforms, demonstration houses, timber production etc.
- D. Risk 4, non-completion of activities by September 2016:** Judging by progress on some results, the Programme might need a no cost extension for some activities. More time was spent during the first year establishing partnerships, developing training materials (e.g. The Start and Improve You Green Construction Business (SIYGCB), conducting training needs assessments and situation analyzes to inform implementation. Implementation of activities effectively started in the second year.

- E. Risk 5, Currency exchange losses:** although the Programme budget is in United States Dollars, the transfers from Finland are in Euros. Over the last two years the United States dollar has significantly strengthened resulting in exchange losses reportedly of up to US\$650,000.00 (six hundred and fifty thousand United States Dollars) for the Programme. The impact has been the halting of HIV/AIDS related interventions and other interventions and changing of work plans and scale of activities which brought confusion among implementing partners on the direction it was taking. This situation might likely occur in the remaining two years.

#### *4.2.6 Has the Programme integrated an appropriate strategy for sustainability?*

The Programme design and implementation includes sound provisions for sustainability. These include:

1. Ensuring Programme objectives are in line with national priorities (see section on relevance);
2. Creating national partnerships which builds ownership;
3. Participation of tri-partite national partners in the governance structures of the Programme (Steering Committee) and decision making on its strategic direction;
4. Working on several initiatives to reform the PLRF (sustainable housing guidelines, EIA guidelines for the construction sector, review and development of standards, review of the building code, construction policy). This will provide a sound framework for national partners to take initiatives beyond the Programme life span;
5. Trading lightly on the local market, role of facilitator than of provider. The Programme is not intervening in the market but playing a facilitative role;
6. Facilitating adoption of Programme initiatives by other regional organisations and institutions focused on green building construction e.g. Adoption of the SIYGCB by Young Africa in Namibia and Green Jobs Programme in Kenya;
7. Broadening collaboration with other development partners implementing private sector development Programmes (e.g. World Bank Let's Work Programme and DFID Private enterprise Programme); and
8. Complimenting with other ILO and agency Programmes, e.g. about US\$721,021.00 additional ILO internal financial resources associated to ZGJP.

#### *4.2.7 Has the Programme carried out a proper participatory consultation process and involvement of the Government and its social partners including the private sector during planning, implementation and monitoring?*

The Programme design process was inclusive involving all relevant stakeholders. A comprehensive stakeholder mapping was conducted during the design phase which was used to determine the stakeholders' involvement and capacity. Tripartism and the promotion of social dialogue are included in both the Programme design and implementation with the tripartite stakeholders participating in Programme governance through the Steering Committee and technical working groups for PLRF reforms.

There are some concerns that were raised by some stakeholders:

- a) Adequate knowledge of progress on all components of the Programme. Some stakeholders raised concerns they were not knowledgeable of progress of the Programme in its entirety but only the component they are involved in.

- b) Adequate knowledge of the Programme content. Although the Programme document was distributed and awareness raising training was provided to all stakeholders, it seems this information may not have trickled from those directly involved to all relevant officials in these institutions or organisations.

It is important to note that communication of the Programme and its activities has been supported through additional support from the government of Sweden to develop and implement an effective communication strategy. To date the Programme has developed a website that is updated every two weeks communicating activities conducted, results achieved and global, regional and local news on green building construction. In addition to this the Programme has taken advantage of social media communicating the Programme milestones and developments in green construction business on Twitter and Facebook. There is also paper based communication: brochures, newspapers, project briefs, etc. These measures are commendable. Nonetheless, despite these measures, access to progress and contents among stakeholders is uneven as most do not access the communication platforms being promoted by the Programme.

#### *4.2.8 How have gender issues been addressed in the Programme document and during implementation?*

Gender diversity is recognized as both an ethical and a business imperative in the design, implementation and monitoring of the Zambia Green Jobs Programme. Key performance indicators are gender disaggregated and specific activities and budgets are set to champion this noble cause. Indeed efforts have been made - deepening representation and voice through the sectorial support to Zambia Women in Construction as a sectorial affiliate of the Zambia Federation of Employers that spearheads the business interests of women. Together with Thornpark Training, the Programme facilitated the technical and vocational skills training of women solar technicians leading to women owned and led solar technology and Service Company. The Programme also supported the Peoples' Process on Housing and Poverty in Zambia, a non-governmental organisation (NGO) that supports the Zambia Homeless and Poor People's Federation (ZHPPF), a diversified association of over 140,000 members mostly women,, with technology transfer on sustainable materials and construction.

Much of the work on gender and design has been at the micro-level (enterprise and worker). Yet, a gender analysis study commissioned by the Programme during the inception phase showed that *“actor network of support agencies, policy makers and advocates as well as the socio cultural norms that they and wider society hold have a significant impact on whether women have equitable opportunities to pursue careers or businesses in the building construction industry”*<sup>6</sup>. These are yet to be capitalized on to extend influence, lobby and advocacy on gender equality.

### **4.3 Project effectiveness**

#### *4.3.1 To what extent have the expected outputs and outcomes been achieved or are likely to be achieved?*

Based on the results of the monitoring by project team the Programme is on track to meet some of its objectives at the outcome level. However, as stated in Section 4.2.3 and later in 4.5.3, there are some challenges that the evaluation team found in the process of trying to verify the results. Nevertheless, as

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<sup>6</sup> ILO (2012) *Adding Value: gender and the Zambia Building Construction Industry*. Unpublished



Table 3<sup>7</sup> below shows, the Programme is on track in meeting the objectives of creating 5,000 new decent and green jobs in target enterprises as a result of project support and improving the quality of 2,000 green jobs. There are some indicators lagging behind e.g. financial performance of MSMEs due to under development of the green construction sector, issues with viability of saw millers (see Section 4.4). Partnerships with large transnational companies for scaling up green building are likely to spur achievement of targets on green buildings, jobs and viability of MSMEs. For a detailed overview on the achievement of all outcome targets see Annex 3.

**Table 3: Summary overview on the achievement of all outcomes and targets**

OUTCOME INDICATORS	Target	Status	Progress
<b>OUTCOME INDICATORS</b>			
No. of new, decent and green jobs created in target enterprises as a result of project support	5000	51%	
No. of green jobs whose quality has been improved	2000	71%	
No. of Programme beneficiaries	16,000	42%	
% annual increase in financial performance reported by target MSMEs by May 2017	2500	2%	
% annual increase based on the number of Programme beneficiaries whose attitude towards doing green business is positive.	5% (16,000)		
No. of building using green building technologies and materials.	2000	37%	

KEY	Description
	Target exceeding mid-term milestone and likely to be exceeded
	Target below mid-term milestone but likely to be achieved
	Target below mid-term milestone and unlikely to be achieved

At the output level, the Programme is on course to achieving the targets and these are shown in Table 4 (for a detailed report on output indicators see Annex 3). The number of trainers trained in entrepreneurship promotion and green business support service provision has exceeded the target (165%). Significant progress has been made in PLRF with a reported achievement of 80% and in the number established entrepreneurs (MSMEs) reached with business support services (84%). There are challenges in meeting some of the outputs. In particular, the output on HIV and AIDS is unlikely to be met as activities have been suspended due to financial constraints. The number of MSMEs accessing financial services is also unlikely to be achieved and this has been attributed to lack of field presence by the participating UN agency (ITC), capacity constraints and capital limitations.

**Table 4: Zambia Green Jobs Output Indicator Catalogue 27 September 2015**

Indicator Description	Target	Status	Progress
<b>OUTPUT INDICATORS</b>			
Absolute count of people reached with green building advocacy messages	18,000	37%	
Number of new women National Construction Council registrations	10%	*DA	
Number of women businesses upgrading to higher NCC levels	10%	*DA	
No. of project-supported submissions for policy, legal and regulatory reform to promote an enabling environment for sustainable enterprises	5	80%	
Number of buildings utilizing Green building materials, Products and technologies.	200	37%	
Total no. of nascent, new and established entrepreneurs (MSMEs) reached with	2,500	84%	

<sup>7</sup> Indicators shown here reflect measurable indicators in the opinion of the evaluators.

business support services			
No. of MSMEs accessing financial services (ITC)	2,500	6%	
No. of MSMEs accessing business management and technical skills (ILO)	2,500	29%	
No. of MSMEs with market access and business linkages (UNCTAD)	2,500	7%	
No. of MSMEs accessing policy advocacy and lobbying services (UNEP)	2,500	*DA	
No. of MSMEs accessing forestry management and certification services (FAO)	2,500	28%	
No. of trainers trained in entrepreneurship promotion and green business support service provision	100	165%	
No. of workers reached with training and other business support services	7,000	41%	
Worker services: Occupational Safety and Health	7,000	8%	
Worker services: Social Protection	7,000	35%	
Worker services: HIV and AIDS	7,000	0%	

KEY	Description
	Target exceeding mid-term milestone and likely to be exceeded
	Target below mid-term milestone but likely to be achieved
	Target below mid-term milestone and unlikely to be achieved

4.3.2 *Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women? How has the intended building and construction sector benefited?*

There was some delay in the implementation of some of the activities which has contributed to outputs not being met. As suggested earlier in this report these include:

- Implementation of activities did not start in earnest in the first year while waiting for funding disbursement which in essence reduced actual time period for implementation.
- The activities have been lumped, a situation that has burdened some of the implementation partners with project activities.
- Some partners did not have capacity to implement on schedule – absorption for NCC in 2015 remained a challenge.

Stakeholders expressed concern on: (1) the delays to the policy, regulatory framework partly due to delays to bureaucratic nature of government for which certain activities have to be approved slowing progress and delays in disbursement of money by government partners; (2) duration of training in some instances (green building construction) was short; and (3) site visits and practical application of training was lacking.

The proportion of women supported by the Programme accessing jobs stood at 11% at the time of the evaluation. The Zambia Women in Construction has benefitted with access to 40% of contracts on road construction while the Poor People’s Process on Housing and Poverty were linked to Lafarge. However, more work is needed and in partnership with other organizations to increase the benefits for women at both enterprise and worker level.

The ZGJP is designed to benefit various players in the building and construction sector. The Programme has enabled MSMEs to have a better appreciation of running a business through the business management trainings. In addition many stakeholders, including MSME and government have greater

understanding and appreciation of the green building concept in the building sector. The Programme has also unlocked potential markets and business linkages between large companies and MSMEs. Lafarge and Kalumbila have agreements with the ZGJP to promote green buildings. Workers in the building and construction sector are benefitting from improved decent work conditions in the construction sector arising out of the Programme's interventions in occupational safety and health (OSH) and social protection e.g. promotion of labour law advocacy. The new requirement that saw millers who wish to obtain timber from ZAFFICO, which is the monopoly supplier of timber, have to be OSH compliant is bound to expand the application of OSH standards at the saw mills.

The emerging enabling policy, regulatory and legal environment for green business once completed will facilitate the economy and society to adapt their business models and consumption patterns towards more environmentally friendly approaches, particularly in the forestry and building and construction sectors. The ZGJP is supporting the development of Building Policy and Guidelines; Sustainable Housing Guidelines; and the Zambia Bureau of Standards (ZABS) in the review and development of standards to address the problem that the Programme met with the forest certification component. The Programme was designed to pilot group forest certification for small community-based forest growers and processors as a demonstration activity to encourage the Forestry Department to consider national development of forest certification for the benefit of sustainability and legality assurance of logs and wood products.

According to stakeholders international standards for forest certification cannot work in Zambia due to variety of reasons that were brought out by consultants commissioned by FAO to assess the Code of Practice and Certification Systems in the Forest Sector to Support the Greening of the Building and Construction Sector in Zambia. The consultant's report concluded that the main reasons that the certificates have been dropped relates to forest rights, high costs and lack of markets for certified products.<sup>8</sup> The high costs are generally not related to the cost of certification, which is voluntary but more with the development cost of responsible forest management systems (i.e. US\$270,000 for 3 years of expatriate consultant). For the purposes of certification the organisation with the forest rights should be able to demonstrate a long term commitment to management of the forest.

Under the current system in which rights to the resource are allocated to concession holders for periods of 3 to 5 years it is not possible for the concession holders to demonstrate this long term commitment. This could be possible in Zambia if the State was prepared to engage in management of the forest. In other countries the State allocates long term and renewable concessions (25+ years) and requires concession holders to manage the forests. In these cases the concession holder becomes the certificate holder and is responsible for all forest management planning and activities within the framework of the forest law and policy. The Programme may wish to explore this possibility under the PLRF initiatives.

#### *4.3.3 In which area (geographic, component, issue) does the Programme have the greatest achievements so far? Why and what have been the supporting factors?*

Table 5 shows that the region where the Programme has had greatest impact in meeting the overall Programme objective of creating decent jobs in the construction sector value chain has been the Copperbelt Province followed by the North Western Province. However, when one considers jobs created in building and construction minus those created in sawmilling, the North Western Province and

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<sup>8</sup> The Role and Future of Guidelines, Code of Practice and Certification Systems in the Forest Sector to Support the Greening of the Building and Construction Sector in Zambia, Huhertus J van Hensbrgen and Felix Njovu, June 2015

Southern with 600 and 509 jobs respectively have had more jobs created. The Copperbelt has the least number of jobs created in building and construction.

**Table 5: No. of green jobs created**

	Building and construction	Saw millers	Total
Copperbelt	236	518	754
Lusaka	304	-	304
North Western	600	-	600
Southern	509	-	509
Eastern	382	-	382
<b>Total</b>	<b>2031</b>	<b>518</b>	<b>2549</b>

The situation is the same regarding the number of buildings using green building technologies and materials, both new and retrofitted, and as Table 6 shows, the Copperbelt and North Western Provinces have more houses using green building technologies and materials.

**Table 6: No. of buildings using green building technologies and materials, both new and retrofitted**

Province	No. of buildings using green building technologies and materials, both new and retrofitted
Copperbelt	29
Lusaka	2
North Western	13
<b>Total</b>	<b>54</b>

It is not surprising that the Copperbelt has the highest number of jobs created by the Programme considering that sawmilling is concentrated on the Copperbelt as ZAFFICO the main source of timber is located on the Copperbelt.

#### 4.3.4 *Are there any unintended results of the Programme?*

Some positive outcomes have come out of the project though not planned for. The Copperbelt University (CBU) green building curriculum was intended for the Department of Architecture. However, during the development, which is still ongoing, it was realised that the green building curriculum would benefit all departments in the School of The Built Environment. This has led to curriculum development extending to other departments in the school, namely, Department of Construction Economics and Management, Department of Real Estate Studies and Department of Urban and Regional Planning.

With regard to project management, the ZGJP joint Programme has contributed to ILO building its own capacity to manage joint Programmes and develop appropriate systems.

The strategic partnership with Swedish Development Agency to strengthen communication was another positive unintended result of the Programme.

The Programme activities in the policy and regulatory framework led to the development of Environmental Impact Assessment (EIA) Guidelines for the Construction sector.

## 4.4 Efficiency of resource use

### 4.4.1 *Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader Programme objectives?*

The Programme management is structured to provide thematic expertise on different outcomes. These thematic experts are supported by administration support in their agencies.

Strategic decisions to invest in demonstration houses and partnerships with large private sector enterprises offers scope for scaling up and at low cost to the Programme. For example, if Lafarge roll out the planned 600 Housing units using green technologies promoted by the Programme, ZGJP investment of about US\$250,000 will return US\$34,2million. Innovative ways of benchmarking skills such as the “Eco Home” architectural design competition was a cost effective way of benchmarking architectural skills. Centralisation of Programme wide beneficiary list and sharing among participating agencies provides avenues for cost sharing, intensity of support and a means to avoid duplication/“double dipping”. Processes in place to house the M&E system in Ministry of commerce increase utility and value for money of the M&E system as it will be used beyond the Programme.

As highlighted earlier there are concerns that the geographic spread vis a vis Programme resources may be spreading the Programme too thinly on the ground. Given the interim results and current level of understanding markets, there is an opportunity for the Programme to focus on concentration in the remaining two year targeting geographic areas where results are more evident to support to impact and sustainability

#### *4.4.2 Are the project’s activities/operations in line with the schedule of activities as defined by the Programme team and work plans?*

In general the Programme is in line with scheduled activities, but it has experienced delays on some components. Planning and decision making cycles for some agencies can be completed by as late as June after disbursement in March. FAO missed a season in 2014 due to delays in start caused by a slow process in approving work plans and final disbursements. UNEP’s work with Zambia Environmental Management Agency needs more time than is currently available and the process has been affected by delays in disbursements from UNEP. Some partners have used their own resources to kick start activities but subsequent delays in disbursements have slowed implementation in some areas e.g. ZDA with funding from UNCTAD and ZEMA with funding from UNEP.

There were some operational delays at the time of evaluation. The building of demonstration houses is off track by two months in some cases (Barrick Lumwana, Kalumbila) due to delays in construction and this is likely to increase the cost of construction. National partners have been slow to implement in some cases due to capacity constraints. Proper accounting for expenditure and non-reporting of activities has affected disbursements to some partners. This has negatively affected implementation e.g. ZDA, NCC etc. For example as at August 2015, NCC delivery rate stood at 0% as previous advances were not acquitted. As highlighted earlier in this report, some advance planning is required that takes into account the planning processes of different UN agencies.

It has been difficult for the AA (ILO) to enforce performance agreements in the MoU e.g. if an agency does not meet 70% output delivery rate (expenditure) by December 31 of that year the remaining funds are redistributed to other agencies. These performance agreements are difficult to implement given the nature and structure of the UN system where each agency has its own mandate and performance management systems. The challenge of enforcement is not only peculiar to the Joint Programme for green jobs but across all joint Programmes of the UN<sup>9</sup>.

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<sup>9</sup> IOD PARC (2013) Joint Evaluation of Joint Programmes on Gender Equality in the United Nations System. Final Synthesis Report.

*4.4.3 Are the disbursements and Programme expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?*

UN agencies operate strict budgetary control mechanisms. The evaluation has not come across over expenditure of activities as project managers are always kept informed on the balance for different activities allowing advance planning. However, the project has also been flexible enough to take advantage of emerging opportunities that have the potential of supporting achieving Programme objectives. Exchange losses amounting to US\$650,000 (see section 4.2.5) have affected planning for some activities e.g. HIV/AIDS.

*4.4.4 How efficient was the Programme in utilizing project resources to deliver the planned results?*

The evaluation did not carry out an economic cost benefit analysis of the Programme. However, indications are that the resources have been used efficiently in general. Fiduciary management is in place and accounts are audited. This is a benefit of the strong accounting standards of UN agencies. All disbursements to national partners are accounted for evidenced by some partners facing delays in disbursements as they could not account properly for tranches disbursed.

There are initiatives to improve coordination and collaboration in planning and implementation by the agencies involved in the Programme. The plans for 2015 were developed jointly, collaborations between agencies are explored and implemented e.g. in training workshops (OSH and MSMEs skills building).

Many other decisions discussed earlier (demonstration houses, adoption of Programme inputs by other regional bodies and agencies, partnerships with other developments partners implementing PSD Programmes in Zambia etc.) demonstrate a commitment among Programme implementer to improve cost efficiency in implementation and achieve results.

## **4.5 Effectiveness of management arrangements**

*4.5.1 Are the available technical and financial resources adequate to fulfil the Programme plans?*

The Programme management unit is adequately staffed. Only two agencies (UNCTAD and ITC) do not have full time staff in Zambia on the Programme. There are plans to recruit a full time staff jointly between UNCTAD and ITC. Process for this recruitment is at an advanced stage but has been slow. To date ITC and UNCTAD have used consultants to deliver its activities. While this has achieved results it has been difficult for the project management unit to integrate them to the same level as full time staff housed in the ILO Office for the Programme. .

As discussed in section 4.2.4, financial resources are not adequate to achieve the required scale of results for some areas:

- access to finance by 3000 MSMEs
- Delivering forestry production in six provinces
- Reaching 2500 MSMEs with business linkage and market access.

*4.5.2 Is the management and governance arrangement of the Programme adequate? Is there a clear understanding of roles and responsibilities by all parties involved?*

ILO as the designated AA has been building its capacity to manage joint Programmes. It has put in place financial, monitoring and evaluation and technical review systems to ensure joint Programmes oversight is adequate. For example, ILO headquarters has been assisting the ZGJP develop a monitoring system to efficiently provide information on progress on the joint Programme (ILO has contributed \$80,000 towards M&E, MSME working conditions, and productivity). As highlighted under efficiency of resource use, while performance management measures have been put in place, these are difficult to implement in a UN Joint Programme.

A project management unit is in place and fully funded by the Programme and housed in the ILO. The project management unit is comprised of full time staff members of ILO, UNEP, and FAO. Representatives for UNCTAD and ITC are consultants and not housed in the PMU. As highlighted earlier, processes are at an advanced stage to recruit one full time staff shared between ITC and UNCTAD. This will assist in the coordination and management of activities by the senior Programme management team.

Governance arrangements are clear and governed by clear Terms of Reference. These include:

1. A steering committee made up of the key stakeholders/partners of the Programme (government of Zambia, private sector, and government of Finland. The tripartite members (employer confederation, ZCTU and MoLSS) are represented in the committee. The steering committee is chaired by the Ministry of Commerce, Trade and Industry as the ministry with the primary mandate for MSMEs. Meetings are held twice a year and meetings have been consistent. However, there were concerns from some partners that the meetings need to be incorporated in annual calendar so all members can be available.
2. Sector working groups have been established for special activities related to PLRF reforms (e.g. Green jobs assessment led by the Ministry of Finance, Social protection led by Ministry of Labour and Social Services (MoLSS)).

*4.5.3 How effectively has the management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?*

The Programme has put in place a comprehensive monitoring and evaluation system guided by the Programme's indicator list. Data is collected in a structured and systematic way from a random sample of MSMEs supported by the Programme using self-administered questionnaires. The sample is defined in a scientific manner ensuring the results are valid and accurate. Additional information is collected at point of intervention to provide baseline for subsequent reviews. In addition to the routine monitoring, the Programme has initiated process reviews of interventions e.g. the just completed process review of the training of trainers' course, evaluation of training of MSMEs in green construction, etc.

At the time of the evaluation the Programme was finalizing a real-time monitoring system which will be housed in ILO during the testing and piloting and subsequently in the Ministry of Commerce. It will allow the Programme staff and other stakeholders including the donor, real time access to progress on indicators through a dash board that is updated real time – as data is entered in the system by MSMEs.

The challenge for the M&E system is to measure the aspect of green building construction. Currently the "green", in the M&E tool, is measured based on materials used. This could over count success of the

Programme on some materials such as timber as these are widely used. Moreover the process of obtaining the timber may not be using green practice as one MSME interview put it:

*“We are using timber for the shuttering ....because timber is expensive we get the wood from the nearby bushes.”*

So while in the M&E they may be recorded as utilizing a green practice due to the timber they used in shuttering (therefore the number of workers on the shuttering are counted as green jobs), the practice in obtaining the timber was not a green practice.

Secondly, the monitoring system is relying on extrapolations for data on some indicators that are not based on verified scientific means e.g. number of household increasing income. For some indicators such as the measurement of reduction in energy and water use as a result of green technologies is not possible to measure as the implementation has not incorporated an impact design – information on these indicators may not be accurate.

*4.5.4 Is the project receiving adequate administrative, technical and - if needed - political support from the participating UN offices and specialists in the field and the responsible technical units in headquarters?*

Within ILO, the Programme is well supported judging by the US\$720,021 invested from other ILO resource envelopes. ILO has a green jobs unit at headquarters which has supported the local Programme management unit with technical assistance and links to regional initiatives.

FAO has a forestry management department in Rome, Italy, which has supported the local staff technically in the Programme. UNEP’s regional office in Nairobi has also been providing support including linkage to other initiative e.g. Kenya green building. UNCTAD has recruited a dedicated project officer in Geneva to offer support for local staff while ITC provides on-going technical backstopping support for recruited local consultants.

*4.5.5 How effective were the backstopping support provided so far by the UN (Pretoria, Nairobi and Geneva) to the Programme?*

To measure effectiveness, there is need to determine performance measures for backstopping support and for the Programme to determine whether the results are being achieved. It is difficult for the evaluation to define the performance measures of the support of technical backstoppers as their role and results are not clearly spelt out in any documentation.

However, support from backstoppers is not always available for some agencies as they have large portfolios to manage, yet decisions have to be made at that level. This has slowed the pace of some activities and in some cases lost opportunities for “quick wins”.

*4.5.6 Is the Programme receiving adequate political, technical and administrative support from its national partners/implementing partners?*

The Programme is receiving adequate support from local partners. This is demonstrated in the motivation to participate in the Programme, huge demand for support from the Programme, and reasonable pace on PLRF reforms (which have taken less than a year to develop). ZDA and ZEMA, as



examples, have provided financial advances to the Programme on some activities when either the 30% initial disbursement was fully spent or when disbursements had been delayed – demonstrating support for the Programme.

*4.5.7 Is the Programme collaborating with other PSD Programmes and with other donors in the country/region to increase its effectiveness and impact?*

As highlighted earlier, section 4.1.3, several collaborations have been established or in the process with various development partners engaged in private sector development. They are:

- 1) World Bank Let's Work Programme;
- 2) the DFID Private Enterprise Programme;
- 3) IFC's EDGE Green Building Market Transformation Program; and
- 4) ILO/FAO Rural Youth Enterprise for Food Security (Yapasa).
- 5) ILO project on Building National Floors of Social Protection in Southern Africa

*4.5.8 Are all relevant stakeholders involved in an appropriate and sufficient manner?*

As discussed in section 4.5.6, stakeholders felt they participated adequately in the Programme. The Programme collaboration (UN agencies and national partners) gives employers and workers an opportunity to strengthen capacities and expand the scope of social dialogue. For example, the Programme is facilitating active participation of the FFCTU, ZCTU, and NUBEG in ZGJP OSH and Labour Law to improve the productivity and working conditions of workers in MSMEs as well the active roles of ZFE, ABCEC and NAMSSC in policy and MSME development.

## **4.6 Impact orientation and sustainability**

*4.6.1 Is the Programme strategy and Programme management steering towards impact and sustainability? What steps can be taken to enhance sustainability?*

The Programmes impact, sustainability and exit strategy is anchored on five principles, namely, partner country priorities, partner country ownership and participation, management and organisation, environmental and financial factors and an exit strategy. The alignment of the Programme to the national development priorities promotes ownership of the Programme components by national implementing partners as activities are in line with their core mandates. The Programme is likely to achieve its objectives of policy, regulatory and legislative reviews which embed the principle of green building in the construction sector. In addition, the involvement of partners (through implementation agreements) and the use of host/partner organisation to implement components of the Programme have proved successful to contributing to impact and sustainability as opposed to setting up new structures. Working with ZGJP, for example, has enabled the Workers Compensation Fund Control Board (WCFCB) to broaden its outreach programmes which does not impose an additional burden on staff time and resources but is seen as an incentive to reach out to the informal sector. The partnerships that have been created with private sector, e.g. Lafarge and Kalumbila, will contribute to up scaling the Programme activities as well as sustainability. This partnership is also likely to have a ripple effect as other companies take leaf of these developments.

Shaping practices and behaviour towards green building is critical to sustainability and the Programme has demonstrated this through the development of the curriculum to incorporate green building and construction at the Copperbelt University, National Council for Construction (NCC) School of

Construction and Thornpark Construction Training School. At the enterprise level, the agreement by ZAFFICO, National Pension Scheme Authority (NAPSA) and WCFCB to include OSH and NAPSA compliance as one of the prerequisites for a saw miller to obtain timber supplies from ZAFFICO will have the desired impact of long term sustainability. In acknowledging the benefits of registering with national work injury benefit scheme in case of occupational accidents, and generally complying with OSH standards, the Zambia National Association of Saw Millers (ZNAS) are in process of amending the constitution to create a position on the executive dealing with OSH issues.

The current energy (electricity) crisis has heightened the quest for alternative sources of energy, a factor that will contribute to uptake in the renewable energy saving and water conservation technologies.

Stakeholders, however, noted there were a few areas in the Programme implementation that undermine impact and sustainability. MSMEs who have received training on green construction complained they have not had any contracts to construct green building and are therefore unable to utilize the skills acquired in green construction. Sustainability would only be achieved if the trained contractors are linked to contracts. Contractors were expectant that those trained would receive contracts from Lafarge, Kalumbila and Lumwana but this has not materialised. However, all the three companies indicated that it was part of their policy to engage MSMEs. The difficulty that emerged with engaging MSMEs was the amount of work that was required to supervise them. To get round the problem, the companies' modus operandi has been to engage a large construction company who would then sub contract the MSMEs and be responsible for supervising them.

In other instances the challenge is that MSMEs are not conversant with some of the green building technologies and it would be too costly for a large company to sub contract MSMEs as considerable time would be spent on training them.

Stakeholders were also concerned that most implementing partners did not have adequate knowledge of the Programme content, other than those that are directly involved in them. Stakeholders were of the view that sharing of information on what is taking place in the different Programme components would allow for a stakeholder with relevance to input into activities that they are not involved in but have a stake. For example, those involved in the development of building guidelines should have been engaged in the demo houses to obtain a practical appreciation of some of the issues in green buildings. It was also evident that information sharing in partner institutions was lacking. Information remained with the individuals involved in the activities and did not cascade to other units in the organisations. In others cases it was poor coordination between ministries and sometimes within departments in the same Ministry that could affect information dissemination.

The School of Built Environment CBU recognizes that they need to internalize the ZGJP components by expanding participation to all members of staff in the School beyond the three members of staff who are engaged. Incorporating in the school curricular issues of social security, workers compensation and OSH would instill awareness on these issues from an early age.

Sustainability of the Programme is also threatened by the supply of timber from ZAFFICO which currently is the major source of timber supply. The ease of entry in the sector has increased the number of saw millers without a corresponding increase in timber supply mainly due to ZAFFICO not having planted timber in the past. The number of saw millers who get their raw material (timber) from ZAFFICO increased from 520 in 2014 to 997 in 2015. This has resulted in the reduction of available timber to all saw millers to 35 cubic metres per month affecting negatively viability of the millers' businesses which is

leading them to reduce the number of full time employees. Furthermore, the reduced business makes it difficult for the saw millers to promote OSH and social security. To address this challenge, the saw millers have expressed a desire to engage in timber production as one way of guaranteeing timber supplies. In this regard, the Copperbelt Saw millers and Timber Growers Association (COSTIGA) are looking for land to implement the timber growing exercise. The ZNAS have obtained 4000 hectares of land from a traditional leader, who is also a member of ZNAS, on which to grow timber. To this effect ZNAS has developed business plan to develop a plantation for timber trees and an industrial cluster. A due diligence was undertaken with Development Bank of Zambia (DBZ) but the \$7.3 million loan has not materialized because ZAFFICO, according to the saw millers, has not provided assurance that they will be supplying ZNAS members with timber for the next 7 years from whose revenue they would pay back the loan. On its part the Programme has attempted to link this new company to the Africa Guarantee Fund to hedge against this risk for DBZ. Results of this process are still to emerge.

Saw millers were also of the view that NAPSA could contribute to developing plantations for timber as an alternative investment plan away from their most favoured investment model of building housing and office complexes.

Sustainability of green building practices, technologies and materials will also depend on the costs and affordability of green construction. Some stakeholders, including the financial institutions and large private sector partners, expressed concern on the cost of the demo houses as these were on the high side. Green buildings may appear costly but the expected long term benefits are supposed to outweigh initial costs due to lower costs of maintenance. This however may not sell to clients whose desire is to get the building at lowest possible cost. Therefore there is need to invest in consumer education on life cycle costing so that the building cost is not only associated with the cost of a brick or one type of material.

Lessons for sustainability could be learnt from the social cash transfer Programme where the donors have gradually reduced funding and government has been filling in the vacuum and expanding outreach.

#### *4.6.2 Has the Programme started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?*

The Programme has made progress in building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes, building regulations) have been developed which will facilitate use of green technologies and materials in construction. Trainings have been conducted in OSH, social projection, green building construction and technologies, business management, targeting various stakeholders. As stated earlier stakeholders appreciate the support provided.

The Programme's plan to establish a centre of excellence to showcase OSH standards will contribute to impact as well as demonstrate in practice the benefits of complying with OSH standards.

The Programme has also undertaken various activities to build the capacity of selected institutions and sector specific associations and Business Development Service Providers to ensure sustainability in the provision of support services in the sector beyond the Programme period. These include Thornpark Construction School, an institution providing building construction training; NCC training school responsible for provision of skill training to Contractors, Copperbelt University School of the Built Environment and the University of Zambia, School of Engineering. In some cases the Programme has

linked local institutions with international institutions such VTT Technical Research Institute of Finland, South Africa Green Building Council, and World Green Building Council.

The Programme facilitated the establishment of the ZGBA to promote increased awareness of green building practices material, products and technologies in the country. The ZGBA is private sector driven with private sector support. The Association which was established in in February 2015 encompasses all actors along the value chain, e.g. architects, engineers, financiers, contractors and material suppliers. The mandates of the ZGBA are advocacy, technical training and certification. The Association is affiliated to the World Green Building Council. The Association has undertaken targeted education and awareness campaign.

There is concern, however, by the MSMEs that more needs to be done in equipping them with appropriate hands on technical skills in green house construction for the Programme to develop the envisaged linkages with large scale private sector companies such as Lafarge and Kalumbila.

## 5 Conclusion

This section is presented in two sections: a summary of the strengths of the Programme and a summary of weaknesses.

### 5.1 Strengths of the Programme

The Programme is relevant to the national context and Finnish Developments Strategy and is based on a strong theory of change. The Programme is addressing a recognized challenge that of job creation and managing better the environment. The design of the Programme is relevant and its implementation was inclusive. Comprehensive analysis aid and risk mitigation measures were put in place during the design and adequately monitored and implemented during the implementation phase.

Gender was incorporated in the design, implementation and monitoring with key performance indicators sex disaggregated and specific activities and budgets set for gender mainstreaming. The Programme has supported the establishment and strengthening of the ZAWIC.

The good practice of developing a project management unit housing all UN agency staff involved with implementing the Programme in the AA is catalysing collaboration, team work and streamlined management. Political will and support from national stakeholders is strong, buoyed by an inclusive approach with national partners as implementers and an appreciation of the need to preserve the environment in government. The development and signing of an MoU that clarified relationship in the Joint Programme ensured transparency.

Programme management is done well with the programme management unit staffed by well qualified staff who have managed to bring coherence in a highly complex and multi-stakeholder and faceted Programme. Governance arrangements, with the Steering Committee responsible for policy and strategic decisions, are strong. The Steering Committee is comprised by representatives of the cross section of stakeholders including the Finnish government bringing inclusivity in decision making and oversight. Robust monitoring systems are in place with information from the system being used for project steering. The system will be placed in the Ministry of Commerce, Trade and Industry providing sustainability. Strategic decisions on large private sector will likely unlock financing barriers for green housing and provide a launch pad for large scale adoption. Strategic partnerships with other development partners have enhanced Programme effectiveness as evidenced by the US\$300,000 contributed by the Swedish government to strengthen Programme communication.

Central consolidation of the beneficiary list and sharing among partners provides avenues for cost sharing and intensity of support. Based on the results of the monitoring by project team and verification by evaluators the Programme is on track to meet a majority of its targets related to training, job creation and PLRF reforms. Exit strategies are in place and functioning and are: working with national partners to build ownership, mainstreaming training in current institutions of training, promoting fee based BDS services, additional investments from participating UN agencies and collaboration with other PSD Programmes.

Hands on methodology used in OSH training and solar panel production and installation have enabled even those with low education levels to benefit from the training. Furthermore, some of the training is built on a previous training curricula improving cost efficiency. Stakeholders appreciated the quality of

activities including how some were organized, materials provided and the resource persons. These interventions are informed by highly consultative processes of design.

Principles of Delivering as One (DaO) are largely working. For example collaborations between agencies reduced costs of implementation as costs were shared e.g. Trainings etc.

## **5.2 Challenges in the Programme**

Some activities need to be reviewed to ensure sufficient logic with the Programme results chain e.g. timber production, solar panel assembly, installation, and operations and maintenance. Assumptions that partners have capacity to implement have not held true as some face major challenges. Working with micro enterprises may not be the best way to deliver green job creation as most are not growth ready. The Programme missed an opportunity to integrate a finance guarantee instrument to support access to financial services and build the capacity of MSMEs to deliver job creation in a less developed green market.

Some targets were unrealistic from the onset vis a vis the budget, geographic area and the design of the Programme e.g. gender, access to financial services, business linkages and market access etc.

There are challenges of delays in implementation as a result of bureaucracy in UN agencies and capacities of partners. Performance management is inherently a challenge for UN agencies due to the differences in mandates and performance management systems and autonomies. The AA is not provided with the means and sufficient authority to manage the responsibility of accountability for leading the joint Programme. Operational guidelines are absent making efforts to facilitate collaboration adhoc. The Programme has incurred huge exchange rate losses of \$650,000 affecting implementation of activities such as HIV/AIDS.

There are some stakeholders concerns: lack of adequate knowledge of the Programme content (only knowing their component); adequate knowledge of progress the entire Programme; trainings too short (e.g. green construction) and lacking practicals; and time for the Programme unrealistic.

Several challenges are faced with non-resident agencies which need to be resolved. Working with non-resident agencies without full time staff in project management unit has been challenging for the project management team. It has been difficult to integrate the consultants to the extent as with full time staff. Nonresident agencies backstopping teams are not always available when required by Programme as they cover many countries.

## 7 Lessons Learned and Good Practices

### 7.1 Good practices

7.1.1 *What good practices can be learned from the Programme that can be applied in the next phase and to similar future projects or replicated in other Programmes?*

- 1) **Joint programming requires that all agencies sign one MoU that clearly clarifies working arrangement and performance management.** The mandates, powers and authorities of the individual UN agencies can affect the implementation of a joint Programme. The MoU should cover the following issues which impact on the management of the Programme:
  - Issues of employment and location of staff
  - Sanctions for under performance and a process for implementing the sanctions that empowers the AA to make difficult decisions.
  - Operational guidelines for structuring and making initiatives for collaboration more systematic.
- 2) **Establishing a project management unit housing all UN agencies staff participating in the joint Programme improved collaborations between staff of different agencies and made work streams easier to manage.** To foster trust and accountability among the UN participating agencies, this arrangement should be spelt out in the MoU.
- 3) **There is need for trust, transparency and accountability by all the participating UN agencies and all aspects of the Programme.** Project transfers are treated as a separate project account outside the CO account. This ensures portions are transferred to participating agencies as soon as they come.
- 4) **Use of host partner organisations to implement components as opposed to setting up new structures enhances sustainability of Programme interventions.** This needs to be accompanied by an understanding of the weaknesses of the partner and a strategy for mitigating the negative effects that these weaknesses could bring to the programme.
- 5) **Partnerships with large private sector involved in large scale housing projects (Lafarge, Kalumbila mine, and Barrick Lumwana mine) have allowed the Programme to have potential to increase scale quickly at low cost.**
- 6) **Building demonstration houses and mobilising the market has the potential for high return with low cost.** The implementation of the demonstration houses needs to be participatory (taking into account concerns of stakeholders and the market) to build ownership, use a real world model of implementation to benchmark the cost of construction and Should incorporate aspects of green depending on setting (material/design). Selection of MSMEs to work on demo houses should be on competitive basis as opposed to ILO recommendation. This fosters competitiveness among MSMEs.
- 7) **Hands on methodology used in OSH training and solar panel production and installation have enabled even those with low education levels to benefit from the training.**

- 8) **Targeting of SP and OSH outreach activities at both employee and employers levels has contributed to positive reception of the activities and helped to address gaps at both levels.** This has been augmented by the involvement of both employers and employees in identifying risks of not complying to and benefits of complying with OSH standards.

## 7.2 Lessons learned

### 7.2.1 *What should have been different, and should be avoided in the next phase of the Programme?*

- 1) **Working with MSMEs increases the cost of supervision.** The large number of MSMEs that would be engaged on a large construction project would make supervision difficult as opposed to engaging one large company which sub contracts MSMEs and consequently supervises them to assure quality.
- 2) **Business linkages for micro and small enterprises needs to be internally focused than aiming straight for regional/international partnerships because in most cases they are not ready for linkages.**
- 3) **All participating UN agencies in a private sector development Programme need to operate in a private sector mode even in their traditional thematic areas.** Private sector development delivers poverty reduction through job creation and not through community initiatives. The focus must be on existing small to medium enterprises with growth potential to drive job creation.
- 4) **Advance planning is needed to ensure availability of technical backstopping units.**
- 5) **Programmes of this nature should strive to educate stakeholders on the expected outputs/outcomes to ensure that all parties have a common understanding of outputs/outcomes and avoid unrealistic expectations.**
- 6) **Joint Programmes should consider annual meeting of stakeholders and take advantage of opportunities to present the Programme to stakeholder meetings – spread beyond one or two people.**
- 7) **The initial set-up from a Programme document to selecting and building the capacity of local implementation partners and institutions, building networks and relationships, and galvanizing local ownership takes time and needs to be considered in the future.** For example in this case building local capacity for service delivery included organizational capacity and needs assessment as well as developing new training Programmes like SIYGCB which were not there. A Programme of this nature therefore needs a year's start up and followed by 3- 4 years of full implementation.

### 7.2.2 *What can we learn from the UN Delivering as One approach and pass through funding mechanism used by the Zambia Green Jobs Programme? What is working and what is not, what improvements can be made?*

- 1) **The ZGJP has demonstrated the principles of DaO, namely, One Programme, One Leader, One Fund, One office and One voice.** However there are a number of challenges that need to be addressed.



- Joint programming/implementation is variable it is not consistent and systematised in operational guidelines.
  - Delays in decision making processes of agencies causing delays in implementation (e.g. FAO, UNCTAD, ITC).
  - Technical backstopping teams not always available when required by the Programme as they cover many countries.
  - Administration agency must be equipped to assess under performance and push the difficult decisions that have to be made.
  - One Programme Management Unit with all agencies represented largely working but with challenges of ITC and UNCTAD who are in the process of recruiting staff.
  - One voice largely working but there is need to improve communication to stakeholders using additional channels of dissemination to the ones in place currently.
  - Joint Programmes require agencies to go outside their modes operandi. In the case of the ZGJP all agencies had to operate in a private sector mode.
  - Results in pillars (where results chains ring fenced in agencies) undermines integration.
- 2) **The assumption that all stakeholders including UN agencies as well as all implementing partners have adequate capacity to carryout activities allocated under the Programme has impacted negatively on the implementation of the Programme.** Some implementing agencies have serious capacity issues such as no offices (e.g. AWIC) and lack of equipment (e.g. PPHPZ). Programmes must undertake a capacity assessment of partners before engaging them (either at design or baseline) and develop a plan for capacity building them if these partners are to be engaged.
- 3) **In a joint Programme a strong M&E (with clear targets) is necessary to adequately inform stakeholders of progress and facilitate decision making.**
- 4) **The composition of joint Programmes should avoid agencies with comparatively small budgets.** This increases costs of implementation and in cases the Programme may not receive the adequate attention it requires from the participating UN agency. Alternative engagement mechanisms can be sought outside the pass through funding arrangement when an agency is deemed useful to particular Programme interventions but the resource envelope is small.
- 5) **Transparency and accountability in financial resource use, accounting and implementation are key attributes for successful joint Programmes.** There is need for mechanisms of transparency and accountability to be enforced in the MoU between participating agencies in the joint Programme and the allocation of funds to on the ground activities.
- 6) **Annual joint planning provides an avenue for coordinating activities, improving joint implementation and team work among agency staff in the joint Programme.**

## 8 Recommendations

### 8.1 Project Design

Recommendation 1: **The project management unit and FAO need to revise the target group for forestry production and management from community members to private sector.** The Programme needs to encourage private sector involvement in sustainable timber production including creating partnerships with other development partners working in forestry for PLRF reforms that provide incentives for sustainable timber production. There are opportunities to start from. The saw millers have faced difficulties in obtaining land on which they can plant trees. The Programme should explore opportunities to facilitate land acquisition to enable saw millers plant timber. **This process will need to be underpinned by evidence building on the barriers to entry and bottlenecks being faced by current private sector players in timber production and locating the role of the Programme.** The role of small enterprises or the case of the current interventions, community members would be to build the supply chain of seedlings for appropriate trees with the Programme facilitating development of these markets. To do this, and taking into cognizance the earlier concerns on the current design of this intervention, scale of operation will have to be revised to ensure more comprehensive support that enables the Programme to implement all the necessary measures for success.

Recommendation 2: **The Programme needs to explore ways of supporting new enterprises created from Programme interventions (e.g. solar panel production) with access to credit lines and technical support through mentoring.** Options for doing this could be through: mentoring for quality production and ways of financing the enterprises either through joint ventures with other firms or linkage with other PSD Programmes implementing a loan guarantee scheme. An alternative would be for the project to explore creating a small challenge fund (U\$30-50,000) to support these few established companies to catalyse start up and further investment from financial institutions.

**Recommendation 3: The Programme needs, at this stage, to focus more on creating internal business linkages and market access for MSMEs with large private sector, and public procurement institutions rolling out building construction.** This will entail moving away from promoting external private investments and business linkages.

Recommendation 4: **The Programme through the Steering Committee needs to define a working definition of MSMEs and decide on the inclusion of growth ready SMEs as main primary target groups to reach green decent job growth potential of current opportunities and initiatives.** While growing this portfolio of enterprises the Programme should consider *strengthening only* for existing micro- and small enterprises that have benefited from the Programme. This strengthening could be the piloting of structured and formal joint ventures of micro-level contractors to compete in the green market.

Recommendation 5: **There is need for the Programme to mainstream mentoring in its training approach.** This is already being done with some training e.g. Financial Counsellors, but this is not consistent on all Programme components that are delivering training. Mentorship is important to manage the risk associated with introducing new technologies where poor quality of products can influence rejection of technologies or products by the market reversing gains on attitude changes.

Recommendation 6: **The Programme needs to explore capacity building of some of its partners for effective implementation of activities.** Institutional capacity needs to be assessed prior to support to determine how support can be structured to ensure their capacity weaknesses are taken into consideration. In some cases the lack of types of capacity needed for implementation have undermined progress in implementation of activities.

**Recommendation 7: The Programme needs to explore opportunities to link either with larger guarantee funds operating in the carbon markets or other guarantee funds for private sector development in Africa such as the Africa Guarantee Fund.** This approach will offset the challenges being experienced in accessing financial services by MSMEs and ZNAS.

**Recommendation 8: The Programme management unit through the Steering Committee should look to review and possibly adopt the proposed revisions to indicators and targets made by the midterm evaluation team.**

**Recommendation 9: The Steering Committee needs to review the emerging risks and consider review and approving the suggested mitigation measures by the mid-term evaluation team** which are:

1. Risk 1, **Economic downturn:** It would be prudent for the Programme to consider, in its beneficiary portfolio, a focus on growth oriented SMEs.
2. Risk 2, **Elections in 2016:** The Programme needs to plan ahead sequencing of activities or already begin the process for a no cost extension for activities that may require intense involvement of government partners if advance planning and sequencing is not possible.
3. Risk 3, **Non receipt of funds for the fourth year:** If funds for the fourth year are not released, this will affect the scale of activities and continued support for ongoing initiatives that still require nurturing to transform to tangible outcomes e.g. PLRF reforms, demonstration houses, timber production etc. The Steering Committee needs to consider options for partnerships with other PSD Programmes for cost sharing or adoption of some activities.
4. Risk 4, **non-completion of activities by September 2016:** Given the pace of some results and the delayed start of interventions it may be prudent for the steering Committee to start considering a no cost extension to deliver on some components. This extension will allow for an adequate Programme closure process.
5. Risk 5, **Currency exchange losses:** the Steering Committee should explore possibilities for provisions in the financing agreement of a clause on the responsibility and ownership of financial instruments or derivatives to hedge against currency exchange losses.

**Recommendation 10: The Steering Committee needs to explore the possibility of concentrating activities in two geographic areas in the remaining years, where results are likely to occur to strengthen and nurture to outcomes and impact.** This is because the Programme's geographic spread is too wide to achieve the critical mass of outputs for impact. Two areas were identified as relevant for this approach and include Coperbelt and North Western Provinces.

**Recommendation 11: Local authorities' capacity to supervise and certify green buildings is required once the process of PLRF reforms is in place.** As green building goes to scale through replication their capacity will be central for the maintenance of green building integrity. **The Programme will need to incorporate in its design ways of building capacity of local authorities on the new regulations, and construction code that includes green housing.** Options could include building capacity and curriculum for public sector training in training institutions e.g. Thornpark, Copperbelt University or University of Zambia.

**Recommendation 12: The project management unit needs to review implementation of the demonstration houses with guidance from the Steering Committee.** Two options exist:

- A. Option 1 involves the following initiatives:

- i. Mainstream ownership by large private sector of the green building by constructing what is required for the area but maintaining green concepts (green could be: (1) the Housing design, (2) materials or (3) Housing design and materials depending on the preferences of the large private sector partner). This will ensure the demonstration houses fit within their “innovation and affordability” approach.
  - ii. Do a lessons learnt assessment of the construction of current demonstration houses focusing on the model for construction, challenges experienced, concerns of stakeholders with the buildings, issues with construction etc. Incorporate lessons in new demonstration houses.
  - iii. Conduct a market research of the price and brand perception of the demo houses compared to those on the market in local areas. Incorporate concerns in new demos.
  - iv. Seek opinions of banks on the demo houses. Incorporate feedback in new designs.
- B. Option 2 is less costly as it does not require the Programme to build new demonstration houses but rather sale the innovative architectural design of the green buildings. This needs to be guided by a clear understanding of and agreement on the concept of green building. Apart from the building of new demonstration houses all the other activities required under option 2 are the same as for option 1 above.

Recommendation 13: The demands for ensuring gender mainstreaming to the level expected in the Programme (40% of Programme beneficiaries being women), cannot be met by the Programme alone and **may require the ZGJP to play a catalytic role for the women’s movement on women economic empowerment in the construction sector. Collaborations could be explored with UNWOMEN and the Ministry of Gender in this regard. However, it is important to note social transformative processes of this nature are slow and results may be observed beyond the Programme period.** Even with the establishment of these partnerships, influencing increased women’s participation in the construction should be viewed as a longer term objective with the project unlikely to meet the 40% participation of women.

Recommendation 14: **There is need for the Programme to explore possible platforms for broadening the current communication channels to include for example annual meetings of partners to present progress on the Programme or taking advantages of key meetings where relevant stakeholders are present to disseminate the Programme and its results.** A combination of the current and these proposed new measures will deepen communication and ensure stakeholders receive information on Programme wide progress.

Recommendation 15: **To foster trust and results based management the Steering Committee should consider developing a performance measurement framework for technical backstopping to ensure local staff receives the support required when needed.**

Recommendation 16: **The Programme management unit, through the Steering Committee needs to review the definition of green building** to ensure accuracy in measurement of Programme outcomes and also guide implementation.

## 8.2 Delivering as One

Recommendation 17: **All UN agency staff need to be housed in the Programme Management Unit. The Steering Committee needs to ensure current processes to recruit staff for UNCTAD and ITC are completed before end of year.**

Recommendation 18: **The Steering Committee needs to enforce transparency and accountability of the UN agencies by facilitating implementation of agreed under-performance sanctions and equipping the administering (lead) agency to push the difficult decisions that have to be made.**

### **8.3 Looking to the Future**

Recommendation 19: the Programme was developed as a launch pad for spreading green practices across various sectors. Secondly, the limited current funding vis a vis the required activities and spread to achieve lasting change need to be supported by the following:

- 1. The Steering Committee needs to support the exploration of other avenues of funding by the Programme Management Unit to consolidate current initiatives to promote green building construction;**
- 2. There is need for the Steering Committee to consider a two pronged approach in the coming two years: ensure achievement of results in the green building construction sector while at the same time exploring potential sectors to influence green practice.** This approach fits in well with the movement to sustainable development goals and the Programme could be a catalyst for this in a number of sectors or at least providing evidence for intervening by others. Additional resources for this should be sought from other development partners or Finland if there is scope. In this way the Programme can leverage Finnish support for transiting to supporting a framework for sustainable development.



# ILO Emerging Good Practice

**Project Title: Zambia Green Jobs Programme**

**Project TC/SYMBOL: ZAM/13/01/FIN**

**Name of Evaluator: Ngondzaishe Marimo (Team Leader) & Griffin Nyirongo (Local Consultant)**

**Date: 9 Sept.-31 Oct. 2015**

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

<b>GP Element</b>	<b>Text</b>
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	<p>The good practice is on the establishment of a Programme Management Unit housing staff from all participating agencies in the UN joint programme and hosted in the ILO Lusaka Office as the Administrative Agent (AA). Technical assistance to the Programme is provided by the United Nations, with five (5) agencies jointly working together to Deliver as One (DaO). The five (5) agencies participating in the Zambia Green Jobs Programme are the International Labour Organisation (ILO); United Nations Environment Programme (UNEP); United Nations Conference on Trade and Development (UNCTAD); International Trade Centre (ITC); and the Food and Agriculture Organisation (FAO).</p> <p>This arrangement has several positive spin offs: (1) work streams are streamlined and therefore easier to manage; (2) close oversight of the Programme management; (3) team work is strengthened; and (4) collaborations to realise DaO are easier to foster.</p> <p>This approach represents a departure from the management arrangements of Joint Programmes which have traditionally included either a management unit staffed by one agency staff coordinating the programme or individual staff members based in their Agency Offices.</p>

<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>The establishment of a Programme Management Unit that brings all participating UN agency staff in “one office” is a relevant approach to facilitate the UN DaO approach.</p> <p>Housing the participating UN agencies in “one office” needs to cultivate trust among UN agencies that placing the Programme Management Unit in one agency does not remove the staff’s reporting responsibilities to their “home” agency. This is important given the nature and structure of the UN system where each agency has its own mandate and performance management systems.</p> <p>The condition for establishing a Programme Management Unit of this nature should be incorporated in a Memorandum of Understanding (MoU), signed by all participating UN agencies which clarifies expectations and intentions with the approach.</p> <p>Establishing a Programme Management Unit of this nature is indeed replicable in other joint programmes and can easily be applied. It only needs to be discussed and agreed at the planning stages of the programme and incorporated in the MoU.</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p>There is a direct relationship between establishing the unit and improved work efficiency and team collaborations in activities. The day to day interaction makes it easier to identify areas of synergy and oversight on progress regarding different activities by the programme managers.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>The measurable impact of this approach is increased work efficiency, and number of collaborations and delivery of joint activities between agencies.</p>
<p><b>Potential for replication and by whom</b></p>	<p>Establishing a Programme Management Unit is replicable. UN agencies participating in Joint Programmes can consider this option.</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b></p>	<p>It links with the UN DaO approach.</p>
<p><b>Other documents or relevant comments</b></p>	<p>None</p>



## ILO Emerging Good Practice Template

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**Date: 9 Sept.-23 Oct. 2015**

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GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	<p>Partnerships with large private sectors enterprises involved in large scale housing projects (Lafarge, Kalumbila mine, and Barrick Lumwana mine) have enabled the Programme to leverage its interventions and now have potential to scale-up and increase the number of buildings using green technology and materials at affordable cost. The associated business development services and facilitation of market and business linkages of micro, small and medium enterprises (MSMEs) with these large private sector enterprises has scope for increasing MSMEs' participation in the green housing construction.</p> <p>The partnerships with Lafarge, Barrick Lumwana and Kalumbila – have the potential to build more than 10,000 houses in the next three(3) years. The plan for the project was initially construction of 200 houses. These enterprises already have commitments to environmental management through ISO certifications and other global commitments (e.g. Lafarge's Building Better Cities). The Programme's thrust was to broaden the perspective of green building to include the houses themselves (in addition to maintaining the integrity of surroundings of the housing development) and changing perceptions on green building through construction of demonstration houses.</p> <p>Secondly, these investments and partnerships also brought with them other network resources for example financial institutions willing to finance large enterprise employees under the security of direct salary deductions leading to new viable markets for green construction (Lafarge/Barrick and First National Bank (FNB)).</p>

<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<p>This approach requires an existing commitment among the private sector for the approach being promoted and to working with MSMEs and pre-existing arrangements with financial institutions to finance the initiatives. In the case of the Zambia Green Jobs Programme, all companies already had commitments towards environmental management and working with MSMEs. Furthermore, there has to be a business case: affordability and market palatability. Evidence building and good quality products to demonstrate these two factors is important. The construction of demonstration houses is meant to showcase this evidence and facilitate buy-in.</p> <p>However, experience of the Programme showed that the process of evidence building needs to be participatory to achieve effective buy-in, ownership and eventual take up.</p>
<b>Establish a clear cause-effect relationship</b>	<p>As large private sector enterprises sub-contract MSME contractors it is expected that the new business and increased revenues will lead to job creation and enterprise growth among MSMEs. Supported by business development services and advocacy for decent work it is expected this will lead to increased decent jobs.</p>
<b>Indicate measurable impact and targeted beneficiaries</b>	<p>The beneficiaries would be MSMEs benefitting from such linkages. The indicator would be the number of MSMEs participating in the initiatives.</p>
<b>Potential for replication and by whom</b>	<p>This can be replicated by ILO Offices involved in private sector development programmes or projects.</p>
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	<p>ILO Programme and Budget (P&amp;B) 2016 – 2017</p> <ol style="list-style-type: none"> <li>1. Outcome 3: Creating and extending social protection floors</li> <li>2. Outcome 4: Promoting sustainable enterprises</li> <li>3. Outcome 6: Formalization of the informal economy</li> </ol>
<b>Other documents or relevant comments</b>	<p>None</p>

# ILO Lesson Learned

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**Date: 9 Sept.-23 Oct. 2015**

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

<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned (link to specific action or task)</b>	<p>All participating UN agencies in a private sector development programme need to operate in a private sector mode even in their traditional mandate areas.</p> <p>This approach allows for stronger collaboration and coherence in the delivery of the Programme towards meeting its enterprise development and growth objectives. It requires agencies to move outside their comfort zones and engage at a different level that ensures delivery of private sector development outputs/outcomes which are at a higher level than at household and community level.</p>
<b>Context and any related preconditions</b>	<p>Private sector development delivers poverty reduction through job creation. In private sector development programmes, the focus is on facilitating enterprise development to in turn spur job growth which becomes transmission mechanism for poverty reduction. Community initiatives under the Zambia Green Jobs Programme were aimed at increasing timber production and forestry management through smallholder farmers. While this was noble, communities needed more support in order to commercially and sustainably produce timber as compared to private sector enterprises e.g. Zambia Forestry and Forest Industries Corporation (ZAFFICO). Therefore supporting community initiatives had a weak causal link with the Programme's objectives of developing the whole timber value chain.</p>
<b>Targeted users / Beneficiaries</b>	<p>Programme managers planning joint programmes</p>

<p><b>Challenges /negative lessons - Causal factors</b></p>	<p>In the Zambia Green Jobs Programme the interventions at community level did not generate enough momentum to achieve enterprise development and growth in the timber value chain. Furthermore, the approach required many components and resources than were allocated by the Programme making the initiative likely to be unsuccessful in them and contributing to the overall programme objectives.</p> <p>For some agencies working in Joint Programmes may entail a different thinking and new ways of implementing which may require new skills and knowledge. This has potential to make the implementation of the Joint programme more expensive due to for example recruitment of new staff.</p>
<p><b>Success / Positive Issues - Causal factors</b></p>	<p>When developing a joint programme it is important to ensure there is common understanding and critical assessment of Agency implementation approaches to ensure their alignment and that their combined through-put leads to achievement of the Programme objectives.</p> <p>The challenge can be offset by better integration of the Agencies' work in the joint programme activities. A focus on entrepreneurship and specific Business Development Services would have been more ideal to lead into stronger community participation in the timber value chain and linking to the construction value chain, and ensure better job growth for poverty reduction.</p>
<p><b>ILO Administrative Issues (staff, resources, design, implementation)</b></p>	<p>Community based initiatives, such as forestry production and management must have the following:</p> <ol style="list-style-type: none"> <li>1) Support formation of and institutional capacity development of farmer groups for management of the resource;</li> <li>2) Intensive monitoring of farmer groups with strong linkage to CBOs or local NGOs (supporting the role of the department of Forestry which is under resourced); and</li> <li>3) Support for market linkages for alternative locally appropriate products for income generation.</li> </ol>

# ILO Lesson Learned

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

<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned (link to specific action or task)</b>	The composition of Joint Programmes should avoid agencies with comparatively small budgets.
<b>Context and any related preconditions</b>	During planning for Joint Programmes and selection of participating agencies, there is need to come up with a minimum funding envelop that qualifies a UN agency to participate in a joint programme taking into account the agencies comparative advantage and the cost of management and administration.
<b>Targeted users / Beneficiaries</b>	Programme managers planning joint programmes
<b>Challenges /negative lessons - Causal factors</b>	Agencies with smaller budgets increase the costs of implementation (the cost of management and administration). In some cases the Programme may not receive the adequate attention it requires from those participating UN agency with comparatively lower budgets.
<b>Success / Positive Issues - Causal factors</b>	Ensuring all participating UN agencies have comparable resource envelopes will enable commitment and effective implementation of the programme. This is in turn will lead to: timely implementation and improved quality and adequacy of activities (as all necessary support will be provided).
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	In cases where an agency is required but the budget is limiting alternative engagement mechanisms can be sought outside the pass through funding arrangement when an agency is deemed useful to particular Programme interventions but the resource envelope is small.