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iTrack

Evaluation

ILO EVALUATION

UN Green Jobs Programme: Enhancing competitiveness and sustainable business among MMEs in the building construction industry (phase II) ILO Component

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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Acronyms and Abbreviations

ADB/AfDB	African Development Bank
AGF	Africa Guarantee Fund
Aids	Acquired Immune Deficiency Syndrome
BDS	Business Development Service
CBU	Copperbelt University
CSA	Climate Smart Agriculture
CSO	Central Statistics Office
CTA	Chief Technical Adviser
DAC	Development Assistance Committee
DBZ	Development Bank of Zambia
DWCP	Decent Work Country Programme
EIA	Environment Impact Assessment
FAO	Food and Agriculture Organisation
FDG	Focus Group Discussion
FDI	Foreign Direct Investment
FS/EIB	Frankfurt School/European Investment Bank
FSP	Financial Service Provider
GRZ	The Government of the Republic of Zambia
HIV	Human Immunodeficiency Virus
ILO	International Labour Organisation
ITC	International Trade Centre
KTDC	Kalumbila Town Development Corporation
LFA	Logical Framework Analysis
Logframe	Logical Framework
MoCTI	Ministry of Commerce, Trade and Industry

MoF	Ministry of Finance
MoLSS	Ministry of Labour and Social Security
MSME	Micro Small and Medium Enterprises
MTE	Mid Term Evaluation
MTEF	Medium Term Expenditure Framework
NAMSSC	National Association for Medium and Small Scale Contractors
NAPSA	National Pension Scheme Authority
NCC	National Council for Construction
NDF	Nordic Development Fund
NGO	Non-Governmental Organisation
NPO	National Programme Officer
NSC	National Steering Committee
OECD	Organisation for Economic Co-operation and Development -
OSH	Occupational Safety and Health
PLRF	Policy, Legal and Regulatory Framework
PMU	Programme Management Unit
PPHPZ	Peoples' Process on Housing and Poverty in Zambia
PSC	Programme Support Cost
RBM	Result Based Management
SAM	Social Accounting Matrix
SIYGCB	Start and Improve Your Green Construction Business
SUT	Supply Use Tables
TCTC	Thorn Park Construction Training Centre
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations

UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Programme
UNEP	United Nations Environment Programme (<i>now UN Environment Programme</i>)
WCFCB	Workers Compensation Fund Control Board
ZABS	Zambia Bureau of Standards
ZAWIC	Zambia Association of Women in Construction
ZDA	Zambia Development Agency
ZDWCP	Zambia Decent Work Country Programme
ZFE	Zambia Federation of Employers
ZGJP	Zambia Green Jobs Programme
ZIPAR	Policy Analysis and Research
ZNAS	Zambia National Association of Sawmillers

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Lotta Nycander and Mushiba Nyamazana

Evaluation Team

Executive Summary

This is final draft report of the independent evaluation of the Zambia Green Jobs Programme.

The evaluation framework

The objectives of the evaluation are to “generate knowledge; assess the efficiency and effectiveness of the programme; assess the relevance and sustainability of outputs as a contribution to longer-term outcomes that can be replicated in other sustainable areas that can result in creation of decent green jobs especially for youths and women. The scope of the evaluation is the entire ZGJP implementation, i.e. the period during which it has been implemented (2013 – 2018). Special focus is on coherence and synergies across components and participating agencies and partners. All key outcomes and outputs are subjected to the evaluation from the start of the programme to the closing at the end of April 2018. The evaluation criteria used to assess the Project’s achievements are relevance, effectiveness, efficiency, impact orientation and likelihood of sustainability. Validity of the Project design was also looked into. The evaluation applied qualitative methods to collect both qualitative and quantitative data and information. Quantitative data was obtained from secondary sources. Field visits to partner institutions and project areas were undertaken in Lusaka, North-Western and Copperbelt Provinces during March-April 2018.

The Zambia Green Jobs Programme (the Project)

The “*Zambia Green Jobs Programme, Enhancing competitiveness and sustainable business among MSMEs in Zambia’s building construction sector*” is a private sector technical assistance project. It is implemented as a UN Joint Program with technical support provided by the International Labour Organisation (ILO), UN Environment (UNEP),¹ Food and Agriculture Organization (FAO), United Nations Conference on Trade and Development (UNCTAD) and International Trade Centre (ITC). The ILO is the lead agency with the additional role as Administrative Agent - responsible for administering the pass through funding, coordination, and management of activities. A Programme Management Unit is located in the ILO Office in Lusaka. A National Steering Committee is guiding the Project, chaired by the Ministry of Commerce and Trade.

The Project has aimed at increasing the incomes and improving the livelihoods of at least 8,000 households through utilizing the potential for increased employment in the growing house building construction sector in Zambia. Entrepreneurship and skills development for MSMEs including access to functional and technical-vocational skills are key elements of the Project. It has promoted green building goods and services, from local production of building materials that are environmentally friendly to more energy efficient building design.² Its principal strategy has been to apply value chain development and market systems development approaches that paid special attention to the marginalized groups of youths and women.

The Development Objective of the ZGJP is “Promoting inclusive green growth, climate change adaptation and mitigation among MSMEs in construction, energy and waste management in order for them to grow and create green jobs”. The development objective is to be achieved through three major outcomes: i) Increased appreciation in the Zambian public at large, and building industry stakeholders in particular, of green building principles (green “mind-set” and attitude); ii) A refined industry-specific regulatory framework that stimulates demand among private and public housing developers for environmentally friendly building materials, products and methods (named Enabling green business environment); and iii) MSMEs have enhanced capacity to effectively participate in the building construction and green building products and services market (named Sustainable enterprises and green decent jobs).

¹ Previously known as United Nations Environment Programme (UNEP).

² Source: *ILO.org Dashboard* (<https://www.ilo.org/DevelopmentCooperationDashboard/#aln11cj>)

The ultimate beneficiaries are MSMEs in particular those at selected points of the value chain, including: 1) Small-scale contractors; 2) Small-scale producers of environmentally friendly building materials 3) Building professional service providers (primarily architects). The intermediate beneficiaries are private sector and MSME business associations, policy makers, government and semi-government implementing agencies, business service providers, financial institutions and environment agencies. They are government and semi-government agencies, and private sector actors including employers and workers associations, MSME employers, business associations and NGOs. ZGJP had an 18-months Inception phase (January 2012 - August 2013) with a budget of USD 1.3m. This period resulted in a substantial revision of the Project Document's content, as well as of the Project budget - which more than doubled as it increased from USD 6m to USD 12.2m. The implementation phase (1 September 2013 to 31 August 2017) has been granted a few "no-cost" extensions. The latest extension is up to 31 October 2018.

Key finding 1. Validity of the project's logical and strategic frameworks (design)

- a) The Project is designed as a UN partnership programme - a reflection of "One UN"/"UN as One" models. The Project's Project Document and framework designs are generally well developed. The relations between the different elements within the LFA framework; as well as within the Strategic framework are basically logical and coherent. The majority of the outcomes and outputs are tangible.
- a) The Project was initially aware of important external risks, however, some risks that are formulated have no place in a LFA framework as they clearly can be influenced by, or are under the direct control of the Project itself/Lead Agency - such as the capability of the Project UN and management staff.
- b) Having two different frameworks for the Theory of Change (LFA and a Strategic Framework) confuses the picture regarding what, exactly, the Project intended to achieve in terms of outputs and outcomes.

Conclusion - Validity of the project's logical and strategic frameworks (design)

The Project's key framework (LFA) is well developed. The relations between the different elements (activities, outputs, outcomes, objectives) are generally logical and coherent, and the majority of the outputs are tangible.

Key finding 2. Project relevance

Overall, the Project development objective and outcomes had a high degree of relevance when it took off in 2013 and the design process was inclusive and basically involved the relevant stakeholders at the time. The Project's goals and objectives have been relevant to the country, as clearly shown in the Vision 2030, the revised National Development Plan, the MSME Policy on Private Sector Development and Reform Programme - as well as the UN Sustainable Development Partnership Framework/UNDAF, the ILO Decent Work Country Programme (DWCP) and the donor agency's priorities.

Regarding the donor agency this final evaluation in 2018 found that Government of Finland is changing its priorities in its cooperation with Zambia and is in the process of aligning it with its trade interests with Zambia - thus, support for employment oriented issues may no longer feature in its portfolio.

The Project's objectives have been relevant for Zambia and the *majority* of the Project partners/stakeholders consulted perceived that the Project activities were relevant including the ILO Constituents; Government (Ministry of Labour and Social Security), Employers and Workers organisations.

Key finding 3. Project effectiveness

The following assessment (a - c) refers to the extent of effectiveness in attaining the three key Project outcomes:

a) Green “mind-set” and attitude change (Outcome 1)

The Project in cooperation with its stakeholders has been effective in bringing its messages to project participants (target beneficiaries as well as the larger public) creating an appreciation of linking MSMEs’ job opportunities with green building construction through upgrading their skills and knowledge.³ Its quantitative targets were exceeded. Gender awareness and support to women MSMEs was promoted and was achieved to some extent e.g. through facilitating the establishment of the Zambia Association of Women in Construction (ZAWIC) and training its members in business development and green technology.

b) Regulatory framework (Outcome 2)

The Project has attempted to leverage some regulatory reforms in the industry in cooperation with some of its stakeholders. Regarding policy recommendations submitted to the Ministry of Finance in the area of enterprise development, the Project has exceeded its target (i.e. four policy-oriented submissions against the targeted two). In the area of green building, growth policy, legal and regulatory reform, the Project managed to make four out of the planned six policy-oriented submissions to the relevant authorities. The latter included two Guidelines: (i) Sustainable Housing construction; and (ii) Environmental Impact Assessment (EIA) for the construction sector. One of the planned submissions was not completed namely the macro-economic employment projection model. Reportedly the non-completion is due to lack of Project resources to provide the necessary support.

c) Small and Medium Enterprises (Outcome 3)

The Project has well exceeded its targets regarding its activities undertaken to develop capacity of MSMEs in terms of technical skills in the industry and to business skills (i.e. number of individuals who underwent different types of training) to effectively participate in the building construction, green building products and services. It has also contributed to increased employment in the building construction, sawmilling/timber, and tree and woodlot nurseries and exceeded the targets. The target of “business finance mentorship and other services” for MSMEs was exceeded. It has, however, not succeeded in materialising group forest certifications, or a forestry code of practice, for MSME tree growers and processors developed in selected pilot areas.

In order to assist MSMEs to enter the formal economy, the Project worked with service providers to ensure that basic forms of social protection could be extended to MSME employees - through working with NAPSA (social protection and pensions) and WCFCB (occupational safety and health) – but there was no evidence that any flexible contributions for workers who are employed on an *irregular* basis would be forthcoming. The Project managed to attain 75 per cent of its target of up-grading MSMEs and help them adhere to OSH regulations. The targets for training of MSMEs and those who had benefitted from other serviced were exceeded by large margins.

Despite the fact that many stakeholders have increased “green” awareness, knowledge and skills about green building construction and women’s potential role in running construction associations and MSMEs – they still cannot bid successfully for jobs as contractors as government tender regulations have not been reviewed to recognize green construction technologies and principles. Thus, the public procurement regulations need to be revised to create a sustainable market for green construction MSMEs for them to compete competitively.

Conclusion – project effectiveness

³ Source: “ZGJP Results at a glance as at March 2018”.

The targets for training of MSMEs and those who had benefitted from other serviced were exceeded by large margins. The Project has also performed well in attaining its targets in these areas: i) developing capacity of MSMEs on technical and business skills; ii) increasing employment in the building construction, sawmilling/timber, and tree and woodlot nurseries; iii) providing business finance mentorship and other services; iv) accessing markets and large corporations along value chains; v) accessing basic forms of social protection to their employees - through working with NAPSA (pensions) and WCFCB (occupational safety and health). Some activities were not successful: The work on forest certifications; ensuring that MSMEs can participate in the building construction sector *competitively*; and advocating for financial capital for MSMEs to grow their businesses.

Key finding 4. Project efficiency

All in all ZGJP has been adequately efficient. However, multiplicity of activities and geographical spread may have compromised efficiency in some cases. Among the factors that affected Project efficiency was the economic global slowdown during 2014-15 and subsequent appreciation of the USD against the Euro, which resulted in the Project incurring significant exchange losses that affected its budget envelope. Another factor is the UN Joint administrative arrangement, which at times caused delays in funds transfer, resulting in delays in implementation of activities. This evaluation has also concluded that the investment/resources in the green construction demonstration houses versus the goal to attract attention to low cost green housing - using local materials - was not as efficient as planned (and the quality of some houses are not up to standard).

Conclusion – project efficiency

All in all ZGJP has been adequately efficient and only to some degree has it been affected by (mostly) external factors.

Key finding 5. Likelihood of sustainability and impact

Determining the level of sustainability for the whole range of Project components would not be reliable, particularly as Project activities were not fully completed at the time of the evaluation's data collection and not enough time has passed to provide evidence for sustainability, or impact. Furthermore, the Project will run to October 2018. It is clear, though, that the Project has been able to raise interest, engage and inspire many of its partners and beneficiaries, which may lead to continuation of green construction and more green jobs for MSMEs in the future. There clearly exists interest in green technology in building construction in the private sector and there are developments that may be attributed, at least partially, to the Project's activities - which may lead into more green jobs for MSMEs in the future.

The evaluation has identified impact and likely sustainability within the following activity areas:

- Incorporation of green construction principles in the house design code for KTDC and publication of voluntary green construction standards by ZABS;
- Inclusion of green construction activities budget lines in Local Government; Housing and Infrastructure; and the Department of Forestry;
- TEVETA's approval of green construction courses and CBU School for the Build Environment curricular for Architects that has adopted green construction principles;
- UNZA-TDAU's "stabilized soil blocks" technology uptake by various stakeholders that include e.g. PPHPZ, UN Habitat, some Government ministries;
- Nursery and wood lot establishment among small-scale farmers in North-Western Province;
- Increased demand for OSH services by timber and saw mill operators on the Copperbelt;

- ZDA generic EMPRETEC training that is in demand from non-green construction sub-sector customers;
- Solar panels assembly and house wiring skills training; and
- Regarding Atlasmara Commercial Bank, the Project’s training event on green construction financing helped to influence the Bank’s attitude and activated its adoption of green financing principles in its operations.

The ZGJP’s *impact* on green construction policies has been mixed. Despite raised awareness on gender, and increased capacity among women-operated building construction associations – MSMEs are excluded from public civil works tenders i.e. although they have been trained they still cannot bid for building construction jobs due to lack of Government housing regulations as well as building specifications for green construction technology, materials and principles.

Conclusion - likelihood of sustainability and impact

Determining, or predicting, the level of sustainability for the whole range of Project components would not be reliable, as several activities were still under way at the time of the data collection and not enough time has passed to provide evidence for sustainability or impact. However, the evaluation has been able to determine the *likelihood of sustainability* in areas such as in some green construction house building standards; some GRZ activity budgets, training courses and curricula, up-take of technologies, skills and services. It was found that Project’s *impact* on green construction policies has been mixed.

Key findings (and conclusions) 6. Good practices and lessons learnt

Some good practices:

UN Joint Programme arrangement of housing project staff across the participating UN Agencies into one PMU; ii) Involving MSMEs (women and men) in capacity building, skills development on green technology and business enterprise training in the “green” building construction industry and in some of its value chains - such as agroforestry and sawmilling; iii) Enrolling MSMEs in social security/social protection schemes, which also increased collaboration between agencies and also reduced the transaction costs for MSMEs.

Some lessons learnt:

1. Transparency and accountability in progress reporting: a) For the purpose of transparency and accountability, future Joint UN Projects need to produce consolidated narrative reports at least biannually to account for implementation against operational plans - *in addition* to achievement of quantitative targets; b) The type of report that ZGJP produced annually, however, served the purpose of raising interest among stakeholders and the public and could be replicated in other Projects
2. Communication Strategy: The Project’s Communication Strategy served not only to disseminate information and messages to the stakeholders and the public but also helped Project staff to streamline planning and promotional activities and communicate internally.
3. Perspective on lessons from the stakeholders: The stakeholders also expressed some “lessons” in reply to our question: “Is there anything that the Project could/should have done differently?” (See examples in section 4.6).

RECOMMENDATIONS

The following are the recommendations, based on the findings and conclusions of the evaluation:

Recommendation 1

The Government of the Republic of Zambia should prioritize the adoption of green construction technology activities in medium-term expenditure frameworks and annual budgets.

Recommendation 2

The Government of the Republic of Zambia should prioritize review of public buildings procurement and tender regulations and specifications to include green construction technologies and principles.

Recommendation 3

The Government of the Republic of Zambia should take leadership of the green construction technologies publicity and adoption processes given the supra-national construction regulator role for the entire country.

Recommendation 4

The ILO and its constituents i.e. the Government (Ministry of Labour and Social Security), the Employers and Workers organisations in Zambia should consider developing new technical assistance projects in Zambia addressing green job opportunities focusing on women-managed small and medium enterprises in areas such as energy, water, sanitation and waste management where private sector interest is high and public demand is high.

Recommendation 5

ILO and the other UN implementing agencies should in the future:

- a) Involve fewer agencies in *UN Delivering as One* - to improve on efficiency and effectiveness, and
- b) Make it mandatory for future similar programme to produce both semi-annual and annual Technical Progress Reports for full accountability and transparency that report on accomplishments against plans.

Recommendation 6

Government of Finland should consider providing support to ZGJP follow-up project/s to mainstream and institutionalize some of the major gains on green construction recorded in this phase.

Recommendation 7

The ZGJP should organise End of Project Conference towards the very end of the final phase (that ends in October 2018) based on its lessons to be included in the Project's final report – in order to contribute to consolidating its achievements and disseminate its lessons learnt and good practices to a wider audience and sustain the Project's achievements. These are some topics that could be addressed:

- a) Highlight the work it has done to leverage regulatory frameworks and standards and what problems and challenges it has accounted along the way. Discuss the fact that certain specific work to change policies and standards should be continued as they entail processes that normally take long time.
- b) Highlight the obstacles for financing opportunities and services that pose real obstacles for MSMEs to take part in construction and identify which stakeholders will advocate for changes, and how, in relation to financing institutions.
- c) Clarifying the decisions made to stakeholders regarding ownership and maintenance of the demo houses.

- d) Discuss the future use (and up-dates that will be required) of the Guidelines produced on sustainable housing and environmental guidelines for the construction sector, its work on Occupational Safety and Health Policy and social protection, standards on green construction, among others.

1 Context

When the Inception phase of ZGJP started in January 2012, the Zambian economy had recorded 13 straight years of positive economic growth (i.e. from 1999 onwards) that averaged over 5% per annum. On the political front, the country had just (in September 2011) elected a new Government that adopted an expansionary fiscal policy with construction and infrastructure development investments as its signature policy. The economic outlook at the time was upbeat, especially with the successful issue of the US\$750 million Eurobond expected to be spent on infrastructure development.

Consequently, the construction sector became the second largest contributor (after wholesale and retail trade) to GDP from 2012 onwards. The new Government also published the Industrialization and Job Creation strategy (2012-2016) with a view to create one million formal jobs in four sectors i.e. agriculture (550,000 jobs); tourism (300,00 jobs); manufacturing (89,000 jobs) and construction (85,000 jobs), through foreign and local investments complemented by investments in labour market research.⁴

Overall, Zambia's key drivers of economic growth were mining, wholesale and retail trade, and construction and manufacturing - four sectors that accounted for two-thirds of total growth over the 2012-2016 period. Macroeconomic stability was largely the result of the growth in the capital-intensive copper mining sector, on which the country has been heavily dependent. The major feature of Zambia's growth is that it has not been inclusive – i.e. the high average growth recorded since 1999 has not been accompanied by sustainable job creation nor poverty reduction – especially for rural areas where headcount poverty has been static at about 80% of the rural population.⁵

In 2015 and 2016, the decline of global copper prices and electricity shortages arising from draught resulted in Zambia recording lower economic growth of less than 4% per year in both years. The *kwacha* (Zambia's currency) depreciated against the US dollar and other major currencies. The poor integration between copper mining and other sectors, and the lack of investment have resulted in insufficient growth in job rich sectors such as transport, manufacturing, tourism and agriculture.⁶

The construction sector's contribution to GDP has risen from 12% in 2012 to 14.5% in 2014 and has since stabilized at an average of 12% from 2015 to 2017.⁷ The demand for new houses/dwellings in Zambia is quite high, especially in the context of the Vision 2030 that envisages Zambia as a prosperous Middle Income Country by then. In 2012, ILO estimated that 1.3 million new dwellings needed to be constructed if the country's Vision 2030 was to be met.

There are many challenges in the rural areas in terms of job creation. Although agriculture has potential to increase incomes and employment it suffers from inefficient value chains and limited access to markets, lack of access to skills and technology development as well as limited funding for business entrepreneurs/entrepreneurship.⁸

The majority of the working age population in Zambia is employed in the informal economy, i.e. 83 per cent with only 17 per cent having employment in the formal economy – thus, the majority of workers/employees in the country lack social security/social protection.⁹ The Government of Zambia acknowledges, and has committed to, tackling poverty and promote more broad based wealth through

⁴ Source: *Strategy Paper on Industrialization and Job Creation*, Republic of Zambia, 2013, p. 8.

⁵ Source: Living Conditions and Monitoring Surveys 2010 and 2015.

⁶ The agricultural sector, in which 57 per cent of the labour force is employed, contributes only 9 per cent of the GDP - one reason being that financial capital for infrastructure development to reduce supply chain costs for manufacturing and agriculture is lacking.

⁷ <http://www.zamstats.gov.zm/phocadownload/Monthly/2018/Vol%20181%202018%20The%20Monthly%20May.pdf>

⁸ *Results strategy for Sweden's international development cooperation in Zambia 2013–2017*, Swedish Ministry of Foreign Affairs.

⁹ Source: *2014 Labour Force Survey report*, Central Statistics Office, Lusaka, Ministry of Labour and Social Security

creating more jobs and a conducive environment with more opportunities for young job seekers, both women and men.¹⁰ The Vision 2030 document emphasises that job/employment creation is a priority for Zambia in order to become a middle-income country by 2030. Social and economic goals and targets that need to be achieved are set out in this document, as well challenges and obstacles.¹¹

The 6th National Development Plan (and its revision 2013-2016) that was in place when the Zambia Green Jobs Programme was launched, as well as the 7th National Development Plan – all have outcomes that, to various degrees, relate to job creation, economic diversification, investments in the rural economy and inclusion as well as other measures to reduce vulnerability and poverty. The latter plan emphasises economic diversification anchored on competitive growth and integrated sectors to reduce the dependence on copper.¹²

The Government has identified the private sector as an important strategic means to boost employment - with particular emphasis on the development of Micro, Small and Medium Enterprises (MSME) and their need for easier access to skills training and business finance (herein the term MSME will be used).¹³

MSMEs account for 70% of Zambia's GDP and 88% of the employment. In order to help create job opportunities and enhance economic growth a number of agencies have pledged to support MSMEs through the provision of loans in the country during the last 2-3 years, e.g. the Industrial Development Corporation (IDC) of South Africa and the Development Bank of Zambia (DBZ) in 2016 and the African Development Bank (AfDB).¹⁴

The Government has also acknowledged, and committed to the Decent Work Agenda through the Zambia Decent Work Country Programme (ZDWCP), developed by the tripartite constituents; the Government, Employers' and Workers' organizations – to which the ILO provides technical support.¹⁵

The recently released Government document named 2018 - 2020 Green Paper (the Medium Term Expenditure Framework - MTEF), links the medium term development goals of the Government to their budgetary implications. It states that the Government has set a platform for higher inclusive growth, employment and wealth creation in the medium to long term - and the sectors agriculture, mining, manufacturing and tourism are targeted as strategic sectors for the creation of decent employment opportunities and inclusive development.¹⁶

As regards environment and climate change impact/aspects, the Government intends to ensure that the agriculture sector is more resilient to climate change, and has thus harmonized the National Agricultural Policy and the Climate Change Policy. The concept of climate-smart agriculture (CSA) is part of key policy documents related to climate change.¹⁷

Despite the fact that Zambia has made progress over the last decade, inequality is still very much an issue. For instance women seldom hold political and/or decision-making posts in the country. Discriminatory practices, against women are rooted in the dual legal system in Zambia, in which both

¹⁰ Zambia's National Youth Policy has defined "youth" as those who are between 18 – 35 years old. Source: *ZGJP Programme Brochure*.

¹¹ *Vision 2030, A Prosperous Middle-Income Nation by 2030*, December 2006, Republic of Zambia

¹² Since 1964, at independence, Zambia's diversification agenda way from copper mining has been elusive and there is no evidence to suggest that the current Seventh National Development Plan will be any different.

¹³ Source: *The Micro, Small and Medium Enterprise Development Policy*, Ministry of Commerce and Trade, Zambia

¹⁴ Source: <http://www.zambiainvest.com/economy/entrepreneurial-scheme-MSMEs> and follow us on www.twitter.com/zambia_invest

¹⁵ *Zambia Decent Work Country Programme (ZDWCP) 2013-2016*, ILO

¹⁶ *Zambia Medium Term Expenditure Framework (MTEF)*. Immediate media release, Sunday, 10 September, 2017.

¹⁷ Examples are the Zambia REDD+ Strategy (2015), Zambia's Intended Nationally Determined Contribution (INDC) to the 2015 Agreement on climate change and the draft Implementation Plan for Seventh National Development Plan.

Partnering for improved livelihoods and climate change mitigation (Factual brochure)

statutory and customary laws apply. There currently exist two land tenure systems in Zambia: the customary or tribal tenure and leasehold tenure. Both marginalize women in terms of allowing them to access and own land and related assets such as housing.¹⁸ The sector most relevant for the ZGJP - building and construction - is male dominated i.e. from the levels of manual/casual workers to management levels.

The MSMEs involved in the building construction industry that the Project operates in, are mostly owned or run by men and MSMEs run/owned by women are most often active in the service sectors with low productivity – with some few exceptions.

¹⁸ Source: *Adding Value, Gender and the Zambian building construction industry*, ILO 2012.

2 Evaluation framework

2.1 Objectives, purpose and scope

The objectives of the evaluation are to “generate knowledge; assess the efficiency and effectiveness of the programme; assess the relevance and sustainability of outputs as a contribution to longer-term outcomes that can be replicated in other sustainable areas that can result in creation of decent green jobs especially for youths and women. Two purposes are stated:

- An independent assessment of progress, in terms of producing the three outcomes; assessing performance vis-à-vis targets, strategies, and implementation as well as partnerships, constraints and opportunities; and
- Provision of recommendations (based on findings and conclusions) for scale up and/or possible replication to other sectors based on the findings and lessons learnt.

The **scope** of the evaluation is the entire ZGJP implementation, i.e. the period during which it has been implemented (2013 – 2018). Special focus is on coherence and synergies across components and participating agencies and partners. All key outcomes and outputs are subjected to the evaluation from the start of the programme to the closing at the end of April 2018. The Mid Term Evaluation in 2015 made 18 recommendations, which led to the Project developing an action plan on its response. Some of the responses included changing some indicators of achievement and targets, and making changes in the number of focus areas for implementation - narrowing down the Provinces from six to only three.

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.

2.2 Evaluation criteria and instrument

The evaluation criteria of OECD-DAC have been applied in this evaluation, as recommended for evaluating development assistance in order to assess progress and achievements toward already set goals.¹⁹ The criteria are relevance, effectiveness, efficiency, and the likelihood (orientation) of sustainability and impact. The evaluation instrument consists of a set of pre-formulated core questions related to project’s activities, achievements and constraints that were adapted and tailor-made to each respondent during the data-collection phase. The evaluation sought information that helped determine whether or not the Project has “been doing things in the right way” and whether there could have been more effective ways to achieve results.

Efforts have been made to formulate the evaluation questions (instrument) to be as relevant as possible in the specific context (Annex II. Methodology). Many of them derive from the Terms of Reference (ToR) – others are added/adapted by the evaluation team. They are *examples* of the questions and were further tailor-made and detailed for each stakeholder category as the data gathering took off in Zambia.

2.3 Methodology, approach and standards in the evaluation process

2.3.1 Methods

The evaluation has applied qualitative methods to gather both qualitative and quantitative data and information. In processing and analysing the collected qualitative information, content analysis, process tracing and outcome mapping were used to arrive at evaluation conclusions. Quantitative data was drawn from secondary sources only, as there was no scope to carry out a survey to gather

¹⁹ Source: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

quantitative data. The evaluation studied the overall context in which the Project is operating and the documentation review was undertaken throughout the evaluation field mission, as more documents were gathered during the fieldwork in Zambia and in the encounters with the stakeholders. Based on the initial documentation review, a preparatory briefing with the ILO was held, prior to the submission of the Inception Report, and prior to the data collection phases in Zambia.

Methodological triangulation was used, involving more than one data gathering method, consisting of a comprehensive document review resulting in an Inception Report; field visits; meetings; in-depth interviews (with stakeholders and partners in Zambia, as well as former staff and informants based in other countries); Focus Group Discussions; observations; e-mail correspondence and brief written questions to selected respondents.

The evaluators carried out visits in Lusaka, North-Western and Copperbelt Province during March-April 2018. Focus Group Discussions (FGD) were held with MSMEs and groups of entrepreneurs who are the ultimate beneficiaries of the Project. Approximately 50 in-depth interviews, in total, were carried out with a) the ZGJP staff including the “technical back stoppers”; b) ILO constituents (government, employers and workers organisations); c) semi-government agencies, financial institutions and private sector agencies, and NGOs.

Emphasis on triangulation was not only made to increase the credibility and validity of the results, and cross-check information to minimise any bias – but also to deepen the evaluator’s understanding of the Project and circumstances that impacted on the performance and results. Qualitative content analysis was used to analyse the gathered information and “rival” explanations. The data collection process was participatory in nature to encourage all key actors to share information, experiences and knowledge – thus contributing to the findings. The evaluator adhered to ethical standards in the analysis of gathered/processed data and in the reporting, and paid attention to avoid conclusions to be influenced by statements or views given by any particular party.

The findings of the Final Evaluation was presented on two occasions in Lusaka; the first at the NSC meeting in Lusaka on 20 April 2018 and the second in a High Level Workshop, also in Lusaka, on 31 May 2018.

2.3.2 Norms, standards and ethics

The evaluation was carried out in accordance with the UN Evaluation Group (UNEG) Norms and Standards (up-dated in 2016), and OECD/DAC’s recommendations, as well as the ILO’s Evaluation Policy Guidelines.²⁰ It has also adhered to ethical standards and codes of conduct, when gathering of information in order to protect those involved in the evaluation process. Thus, confidentiality of the respondents was respected in field visits, and in interviews. As much as possible, the evaluation applied triangulation/cross-checking and observations to increase the credibility and validity and also to minimize any subjective conclusions.

Regarding gender equality, and gender concerns, which are both cross-cutting issues in the Project, and is specifically manifested in one output of the Project, the evaluation paid attention to UNEG’s Norm 8, on human rights and gender equality. The Norm states that the universally recognized values and principles of human rights and gender equality need to be integrated into all stages of an evaluation (UNEG Norms and Standards for Evaluation, 2016). Thus, gender-related aspects were identified in the process of data collection, analysis and report writing.

²⁰ The evaluation is guided by the ILO Policy Guidelines for Results-based Evaluation: principles, rationale, planning and managing for evaluations (2013) and ILO Guidance Note No.4: Integrating Gender Equality in Monitoring and Evaluation of Projects (March 2014).

3 The Project

The “Zambia Green Jobs Programme, Enhancing competitiveness and sustainable business among MSMEs in Zambia’s building construction sector” is a private sector technical assistance project implemented as a UN Joint Program with technical support extended by the International Labour Organisation (ILO), UN Environment (UNEP),²¹ Food and Agriculture Organization (FAO), United Nations Conference on Trade and Development (UNCTAD) and International Trade Centre (ITC). In this report it will be referred to either as ZGJP, or the Project.

This initiative was funded by the Government of Finland starting with an 18-month inception phase (01 January 2012 – 31 August 2013 with an allocation of US\$1,3 million). After a successful evaluation and closure of the inception phase, proceeding with a 48-month implementation phase (01 September 2013 - 31 August 2017) with an allocation of US\$12.1 million including a US\$1.1m in-kind contribution from the UN System and Government of Zambia.

3.1 Project objectives and outcomes

The **Development Objective** of the ZGJP is “Promoting inclusive green growth, climate change adaptation and mitigation among MSMEs in construction, energy and waste management in order for them to grow and create green jobs”.

There are **three major outcomes**:

- Outcome 1:** Increased appreciation in the Zambian public at large, and building industry stakeholders in particular, of green building principles – named green “mind-set” and attitude”;
- 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, named “Enabling green business environment”;
- Outcome 3:** MSMEs have enhanced capacity to effectively participate in the building construction and green building products and services market, named: “Sustainable enterprises and green decent jobs”.

Below is a simplified version of the Project’s Logical Framework Analysis (LFA) showing the Outcomes and Outputs that the Project intended to reach. They are based on the 2013 LFA of the Project Document – but shows the *many changes* made after the Mid Term Evaluation in 2016:²²

Development Objective: Promoting inclusive green growth, climate change adaptation and mitigation among MSMEs in construction, energy and waste management in order for them to grow and create green jobs.

Outcome 1: Increased appreciation in the Zambian public at large, and building industry stakeholders in particular, of green building principles (named Green mind-set and attitude)

Outputs

- 1.1 (ILO Lusaka) Increased awareness in the Zambian public about the link between green building, environmental sustainability and employment creation through MSME development
-

²¹ Earlier named United Nations Environment Programme (UNEP).

²² Revised Log Frame January 2016, paper copy provided by the Project.

1.2 Increased awareness and dialogue among industry stakeholders about international best practice in green building and modern building technologies
In 2016 Logframe this output was changed to: (ILO Lusaka) output 1.2: (Gender-specific) Increased economic participation of women in building construction industry

1.3 (Gender-specific) Increased awareness and dialogue among industry stakeholders about gender inequalities in the world of work of the Zambian building industry, and international best practice in addressing these deficits
In 2016 Logframe this output was removed

1.4 (Gender-specific) A voice for women in the industry-specific policy dialogue
In 2016 Logframe this output was removed

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, named “Enabling green business environment”.

Outputs

2.1 (ILO Geneva output) An assessment of the net green jobs creation potential in selected growth oriented sectors of the Zambian Economy

2.2 Promotion of tripartism and social dialogue to achieve an industry-wide green jobs pact emphasizing on MSME development as strategic means of employment creation
In 2016 this was changed to: (UNEP Nairobi) Output 2.2: Green building policy measures, standards and guidelines developed and submitted to stakeholders

2.3 Green building policy measures submitted to stakeholders and national green building guidelines and standards developed – *In 2016 this output was removed*

2.4 Amended regulatory to exert pull and push factors on the market to adopt greener building practices including green financing principles and portfolios - *In 2016 this output was removed*

2.5 Improved adherence to provisions of building and construction requirements and increased formalization of businesses among MSME in the building construction value chain - *In 2016 this output was removed*

2.6 Improved social protection for workers and their families in the Zambian Building Construction industry and strengthened capacity among constituents to implement policies that extend social protection in Building and Construction industry – *In 2016 this output was removed*

Outcome 3: MSMEs have enhanced capacity to effectively participate in the building construction and green building products and services market, named: “Sustainable enterprises and green decent jobs”

Outputs

3.1 Industry-specific technical skills and other business development services geared towards MSME

In 2016 changed to: (ILO Lusaka) Output 3.1: Industry-specific technical skills and other business development services geared towards enterprise demand facilitated and promoted

3.2 Industry-specific technical skills and business development services have capacitated growers and producers of wood-based building materials to meet the green building requirements

In 2016 this was changed to: (FAO Lusaka) Output 3.2: Growers and producers of sustainable timber and green building materials, products and services supported

3.3 Group forest certification for small scale forest growers and MSME processors of wood-based building products has been achieved in pilot areas to meet the green building criteria

In 2016 this was changed to: (FAO) Output 3.3: Group forest certification or forestry code of practice for MSME sustainable growers and processors developed in selected pilot areas

3.4 Improved access to finance services for MSME in the building construction industry

In 2016 this was changed to: (ITC Geneva) Output 3.4: Access to business capital and financial services for MSME

3.5 Enhanced linkages between MSME and large corporations along the value chain

In 2016 this was changed to: (UNCTAD Geneva) Output 3.5: Access to markets and business linkages between MSME and large corporations enhanced along value chains

3.6 (HIV and AIDS specific) Increased knowledge and application of HIV/AIDS mitigations measures among MSME in the value chain.

This output was removed in the 2016 logframe and replaced by new: (ILO Lusaka) Output 3.6: Extension of basic social protection to MSMEs and

workers to contribute to formalisation in the construction and other sectors

3.7 Increased adherence to occupational safety and health and raised awareness on the link between better working conditions, productivity and competitiveness and improved working conditions

In 2016 this was changed to: Output 3.7: (ILO) MSME support and adherence to occupational safety and health regulations improved for better working conditions, increased productivity, competitiveness and sustainability

3.2 Focus areas, implementation areas, strategy and approach

The Project has aimed at increasing the incomes and improving the lives/livelihoods of at least 8,000 households through utilizing the potential for increased employment in the rapidly growing building construction sector in Zambia. In its supports to sustainable enterprises and MSMEs, it has strived to create a minimum of 5,000 decent jobs, and 2,500 improved quality jobs. Entrepreneurship and skills development for young people and women entrepreneurs, including access to functional and technical-vocational skills are key elements of the Project.

The programme has promoted the use of green building goods and services, from local production of building materials that are environmentally friendly to more energy efficient building design.²³ Its principle strategy is to apply value chain development and market systems development approaches and the involvement of young people, with focus on women.

An important criterion for selecting the building construction sector for programme interventions - and not any *other* construction sector – was that the residential housing construction was perceived to offer many job opportunities for MSMEs - as it is labour intensive and allows for semi-skilled and unskilled workers and services. Working in this sector would also enable the programme to advocate for the use of eco-friendly building materials and low cost houses, services, goods or technologies such as energy saving, renewable energy and water conservation – and thereby play an important role in the country’s efforts to reduce greenhouse gas emissions.

Another reasons cited is the fact that there is a demand for low cost and affordable housing, and a backlog of housing units in the country of about 1m houses, and 110,000 houses *per year* would need to be built to meet the needs of the population. The Project would also have the potential to empower women economically. Finally, another reason was to highlight the deficits in social protection/social security and occupational safety and health awareness.²⁴ The Project’s activities and support are not only directed to contractors in the sector, but to other MSMEs as well along the value chain – thus the strategy is to treat all prospective MSMEs equally.

3.3 Beneficiaries and stakeholders

The beneficiaries of the ZGJP are categorized as ultimate and immediate beneficiaries:

The ultimate beneficiaries are MSMEs in particular those at selected points of the value chain, including: 1) Small-scale contractors; 2) Small-scale producers of environmentally friendly building materials 3) Building professional service providers (primarily architects).

²³ Source: *ILO.org Dashboard* (<https://www.ilo.org/DevelopmentCooperationDashboard/#aln11cj>)

²⁴ Source: ZGJP.

The intermediate beneficiaries are private sector and MSME business associations, policy makers, government and semi-government implementing agencies, business service providers, financial institutions and environment agencies. They are:

Government and semi-government agencies

National Council for Construction; Zambia Development Agency; Ministry of Commerce, Trade and Industry; Ministry of Finance; Ministry of Lands and Natural Resources; Ministry of Local Government, Ministry of Housing and Infrastructure Development;²⁵ Ministry of National Development Planning, and Ministry of Labour and Social Security.

Private sector and MSME business associations²⁶

The Zambia Federation of Employers; Association of Building and Engineering Contractors; Zambia Congress of Trade Unions; National Pension Scheme Authority; Workers Compensation Fund Control Board; National Association of Medium and Small Scale Contractors; Zambia National Association of Sawmillers, Copperbelt Saw Millers and Timber Growers' Association; Zambia Association of Women in Construction; Zambia Institute of Architect; Timber Producers Association of Zambia; Zambia Environmental Management Agency; Technical Education, Vocational and Entrepreneurship Training Authority.

Others (not inclusive)

Zambia State Insurance Corporation, Atlasmara Commercial Bank, University of Zambia, Zambia Bureau of Standards, Thorn Park Construction Training Centre, Kalumbila Town Development Corporation, Lumwana Mine Corporation, Zambia Forestry College (Kitwe), Copperbelt University School of Built Environment, Zambia National Association of Saw Millers.

3.4 Governance, project management and distribution of roles

The **Programme Management Unit (PMU)** is located in the ILO Office in Lusaka. The Project staff members, at the time of the Evaluation, were the following:

Chief Technical Advisor ILO;²⁷ Programme Manager ILO; National Project Coordinator, Occupational Safety and Health, ILO; Monitoring and Evaluation Officer ILO; National Project Coordinator Communications and Publicity ILO; Finance and Administration Officer ILO; Finance Assistant ILO; Two Drivers ILO; National Consultant ITC (also covering UNCTAD component), National Project Coordinator Green Timber and Materials FAO; National Project Coordinator Policy and Standards UNEP.

A number of Project staff members are no longer working in the Project. Those who have left held the following positions: Director/Former Enterprise Specialist, International Training Centre of the ILO, National Programme Officer, Enterprises ILO; and Junior Professional Officer (JPO) Communications, ILO. New staff filled the positions that became vacant.²⁸ The JPO position was funded by the Government of Sweden - currently carried out by NPO Communication.

ILO is the lead agency and has assumed dual roles:²⁹

²⁵ In 2016, the Ministry of Local Government and Housing was split into two ministries and became Ministry of Local Government and the Ministry of Housing and Infrastructure Development (Source: Minutes NSC meeting, 12th December, 2016).

²⁶ These constitute the main channel for support to the targeted MSMEs.

²⁷ The CTA left his post on 30 April 2018.

²⁸ From UNCTAD, a National Program Officer left, and from ITC, a National Program Officer also left. Source: ZGJP management and staff.

²⁹ The Project is the largest within the ILO Green Jobs Programmes.

- i) Administrative Agent - responsible for administering the pass through funding, coordination and reporting; and
- ii) Focusing on the management of activities related to strengthening green entrepreneurship through the promotion of sustainable enterprises, extension of social protection to vulnerable workers in the building construction industry (including Occupational Safety and Health (OSH)). These are ILO-specific outputs: 1.1, 1.2, 2.1, 3.1 and (new) 3.6, and 3.7 which includes the only output (1.2) which relates to gender: “(Gender-specific) Increased economic participation of women in building construction industry”.³⁰

The other UN agencies each manage different components of implementation, as follows:

- **UN Environment** managing the component on creating an enabling policy environment and job creation in the Zambian housing sector and/or (according to the logframe): Output 2.2: Green building policy measures, standards and guidelines developed and submitted to stakeholders.
- **FAO** managing the component on sustainable forestry management and job creation in small forest enterprises: Outputs 3.2, and 3.3.
- **UNCTAD** managing the component on access to markets and business linkages and links to large corporations, i.e. Output: 3.5.
- **ITC** managing the components on enhancing access to financial services for MSMEs in the green building construction sector, i.e. Output 3.4.³¹

A **National Steering Committee** (NSC) is guiding the Project, chaired by the Ministry of Commerce, Trade and Industry. It meets twice yearly (Annex VI. Programme’s NSC). The Steering Committee also created different Thematic Technical Working Groups on specific issues, e.g. related to policy, legal and regulatory framework reforms (e.g. green jobs assessment led by the Ministry of Finance, and social protection and OSH led by Ministry of Labour and Social Security).

3.5 Project budget, phases and mid term evaluation

ZGJP started off with an 18-months **inception phase**, i.e. the period January 2012 - August 2013, with a budget of USD 1,3m. This period resulted in a substantial revision of the Project Document’s content, as well as of the Project budget - which more than doubled as it increased from USD 6m to USD 12.2m.

The actual **implementation phase** was 1 September 2013 – to 31st August 2017 with a no cost extension to December 2017, and another no cost extension to April 2018 due to the need for consolidation of Project activities. The reason for the subsequent and *last extension* to 31 October 2018 was the need for (i) consolidating financial and technical activities and closing project accounts (ii) preparing of a Project closing report; and (iii) sharing and disseminating the final evaluation results, i.e. lessons learnt and good practices.³²

A **Mid Term Evaluation** (MTE) was conducted in 2015, managed by ILO, carried out by an external evaluator and a national consultant.

³⁰ Source: 2016 revised Logframe received by the Project

³¹ Ibid.

³² Source: Minutes of the 10th National Steering Committee Meeting, 26 January 2018.

Initially, the ZGJP was implemented in six provinces but after the MTE and its recommendations it was narrowed down to four provinces so as not to thinly spread resources and ultimately achieve greater impact (Copperbelt, Northwestern, Lusaka and Eastern provinces).

4 Assessment of project design and achievements

The first section (4.1) provides comments regarding on the validity of the Project design with reference to the Project Document and its Logical Framework Analysis (LFAs) and Strategic Framework, constituting the Theory of Change. The following sections (4.2 – 4.5) accounts for the application of the OECD-DAC standard criteria for evaluating development programs: relevance, effectiveness, efficiency, and likelihood of sustainability and impact orientation. Section 4.6 looks at some key lessons and good practices emanating from the Project.

4.1 Validity of the Project design

The Project is designed as a UN partnership programme - a reflection of a “One UN” model. It houses different UN agencies under one roof and under one single Programme Management Unit. This design has reduced communication barriers, as well as given room for project staff to apply flexibility and to learn from each other. This arrangement was based on the provision of technical advise (“backstopping”) to the Programme Managers from experts based in the respective UN agencies (FAO in Rome, UNEP in Nairobi, ILO in South Africa and UNCTAD and ITC in Geneva). This backstopping was provided to the staff in Lusaka on demand.

The initial implementation areas were Lusaka, Copperbelt, Central, Eastern, North Western and Southern Provinces, but as a response to the Mid Term Evaluation’s recommendation the activities in the Southern Province and Central ceased. However, the geographical market that was “targeted” is across the entire country as the value adding activities in the industry come from various geographical areas. Thus, the production of raw material are often located in specific rural provinces while the manufacturing of building materials, housing end products and the provision of actual building services are most often found in the cities/urban areas.³³

In order to fully appreciate what lie behind the Project design, and how it was envisaged that actions would lead to the set results, the evaluation has assessed to what extent the Project design is logical and coherent. This means that the evaluation team has looked at how it is intended that activities (social protection, OSH, skills training, access to finance, business development, policies, awareness building) would lead to a defined set of defined outputs.

How was it perceived that the Project would bring about the three key Outcomes? And how would these Outcomes contribute to attaining the objective “Sustainable jobs among MSMEs in the Zambian building industry” and, in turn, contribute to the Development Objective: “Promoting inclusive green growth, climate change adaptation and mitigation among MSMEs in construction, energy and waste management in order for them to grow and create green jobs”? The evaluation team has scrutinised the steering documents – i.e. i) ZGJ Project Document, ii) Results Framework/Programme Logical Framework Analysis (LFA),³⁴ and iii) Strategic Framework (SF) – the latter developed in a Workshop after the LFA had been drawn.³⁵ The following disparities were then found:

- The LFA does not have “outcomes” - while the SF has both results and outcomes;
- The LFA has 17 outputs - while the SF shows only 5 outputs;
- The LFA has 3 outcomes – while the SF shows only 2 outcomes;
- The LFA does not include impact – while the SF shows an impact level.

³³ Source: Zambia Green Jobs Project Document, final version 2013.

³⁴ Source: Section 5.3 (Table 3), ZGJ Project Document, final version 2013.

³⁵ Source: Section: “Results chain for building sustainable communities and changing lives”, Annual Report 2016.

While it is appreciated that the Strategic Framework is more pedagogic, the fact is that having two frameworks for the Theory of Change confuses the understanding of what, exactly, the Project intended to achieve in terms of outputs and outcomes.

These are some additional reflections:³⁶

The evaluators understand **indicators** to be *measuring* instruments to determine achievement, reflecting the actual changes that have occurred - at any point in time during the Project cycle – that can be attributed to the Project’s activities and strategies. This means that the indicator should not be the baseline value but an *indication* of how close the Project has reached the set targets (so let’s say the baseline is 2 and the target is 12, an indicator for a “good” achievement could be 10). The way the indicators are referred to in the ZGJP M&E system is not in accordance with this way of using indicators for quantitative achievements.

The evaluators understand **assumptions** to be hypotheses about external factors or risks that could affect the progress or success of the Project’s activities and strategies. If formulated as negative statements, assumptions are normally called “risks” – such as in this Project. The Project showed that it was aware of several risks at the onset (see the e.g. Project Document, “Assumptions Monitoring”, Table 9, pp. 1-3). One of the realistic risks was that political, economic, social and environmental climate would deteriorate such that the enabling business environment for private sector development in Zambia is weakened and the growth of the building construction sector slows down or becomes negative.

However, the risk that ILO (being the lead agency) would have inadequate technical capacity or inter-agency collaboration capability for the successful implementation of the joint programme – is not an external factor that *cannot* be influenced by the programme or ILO itself – and thus this does not qualify as an assumption or risk in a Logical Framework Analysis.³⁷ By the same token, the risk that the field presence of participating agencies (FAO, UNEP, ITC and UNCTAD) would fail to be effective and efficient in delivering and accounting for results – this is not an external factor that *cannot* be influenced by the programme and thus is not regarded as a risk.

In summary:

- a) The Project is designed as a UN partnership programme - a reflection of “One UN”/“UN as One” models. This design has reduced communication barriers, as well as given room for project staff to apply flexibility and to learn from each other. The Project’s Project Document and framework designs are overall well developed. The relations between the different elements within the LFA framework; as well as within the Strategic framework are basically logical and coherent. The majority of the outcomes and outputs are tangible.
- b) The Project was initially aware of important external risks, however, some risks that are formulated has no place in a project framework, as they clearly can be influenced by, and are under the direct control, by the Project itself – such as the capability of the Project UN and management staff.
- c) Having two different frameworks for the Theory of Change (LFA and a Strategic Framework) confuses the picture regarding what, exactly, the Project intended to achieve in terms of outputs and outcomes.

Conclusion

³⁶ NB: These are reflection on the logic and coherence of the frameworks and say nothing about the Project’s achievements as such.

³⁷ Source: Table 9, Risk Register, ZGJ Project Document.

The Project's key framework (LFA) is well developed. The relations between the different elements (activities, outputs, outcomes, objectives) are generally logical and coherent, and the majority of the outputs are tangible.

4.2 Relevance

Relevance is here understood as the extent to which the Project's is consistent with the beneficiaries' requirements, country needs, and partners' and donors' policies. Are the objectives of the Project and its interventions still appropriate?³⁸

Overall, the Project **development objective and outcomes had a high degree of relevance** when it took off in 2013 and the design process was inclusive and basically involved the relevant stakeholders at the time.³⁹

The Project's goals and objectives has been relevant to the country, as clearly shown in the Vision 2030, the revised National Development Plan, the MSME Policy on Private Sector Development and Reform Programme - as well as the UN Sustainable Development Partnership Framework/UNDAF, the ILO Decent Work Country Programme (DWCP) and the donor agency's priorities.⁴⁰ The independent Mid Term Evaluation in 2015 also found that the Project was relevant vis-à-vis the national policies, - and this evaluation has found no reason to disagree with its conclusion on relevance. Regarding the donor agency during, this final evaluation in 2018 found that Government of Finland is changing its priorities in its cooperation with Zambia and is in the process of aligning it with its trade interests with Zambia – thus, support for employment oriented issues may no longer feature in its portfolio.⁴¹

The majority of the **intermediate beneficiaries/stakeholders** consulted during the data collection phase, in the evaluation's meetings and interviews, expressed that they find the Project and its activities relevant vis-à-vis their own institutional goals and emphasised that although much of the green construction merged with job creation were new to their institutions the country's need to strive towards mitigating the threats of climate change and the deteriorating environment, as well as the need for tree growing and solar panel assembly/installation are *examples* of activities that are perceived as very relevant and which should continue.

The 2012 estimate that the country needed 1.3m new houses to be built in order to meet the objectives of the Vision 2030, points to the continued need for a boosting the building construction sector and improving associated infrastructure development. Job needs creation is more than ever a priority as the country aspires to become a middle-income country and the ultimate beneficiaries of this Project (people who run, and work for small-scale enterprises) still need and want jobs in this sector and in the value chain of construction.

Through the Project, several demonstration (demo) "green houses" were constructed in different parts of the country, with the purpose of demonstrating green practices, materials and technology (three types of technologies were used). This component of the program was initiated also to serve as a learning exercise on green construction, for the involved contractors, including architects and MSMEs. It also had the purpose of demonstrating how environmental-friendly houses can be built at reasonable costs for staff in the mining areas. Retrofitting and maintenance was also part of the activities.

However, cost-effectiveness has not been an apparent feature of the demo houses.

³⁸ Source: <https://www.oecd.org/dac/evaluation/2754804.pdf>, revised in 2010.

³⁹ Source: Mid Term Evaluation report, 2015.

⁴⁰ Zambia DWCP 2013-2016.

⁴¹ Source: Discussion with the donor representative, Embassy of Finland.

The evaluation has doubted the relevance of aspects related to some demonstration houses and the processes in which they were constructed – for instance use of multiple non-local contractors and non-utilisation of local building materials.

Conclusion

The evaluation has concluded that the Project’s objectives have been relevant for Zambia, in terms of alignment with key national priorities such as the 7th National Development Plan, and the Vision 2030, and other policy documents. The *majority* of the Project partners/stakeholders, ILO constituents (Ministry of Labour and Social Security, the Employers and Workers organisations) as well as the ultimate beneficiaries, perceived that the Project activities they were involved in were meeting their needs and were relevant. The Project fitted well with the donor agency’s strategy for Zambia during its project period, but it has been noted that its development cooperation portfolio for the country is changing, resulting in focus on trade relations in the future.

4.3 Effectiveness

Effectiveness is here understood as the extent to which the ZGJP Project’s outcomes and objectives are achieved – or expected to be achieved - taking into account their relative importance.⁴²

The Evaluation has assessed the status of the Project’s achievements at the time it was carrying out the data collection in Zambia, and attempted to analyse which were key factors that influenced the achievement or non-achievement.

The following sections (4.3.1 – 4.3.3) account for the Project’s key contributions under the three key Outcomes. It has taken into account that there have been external challenges and constraints that may have affected some of the results, such as the economic crisis in Zambia (2014 - half of 2016) when copper prices declined. The period impacted negatively on MSMEs productivity and growth as it led to rising prices on transport, and frequent power cuts affecting daily life and productivity. The political tension, the arson attacks on the main market in Lusaka and the declaration of a state of emergency in 2017, as well as the death of the President in 2014, the economic slowdown, frequent presidential elections (in 2015 and 2016) are all challenges that may have affected the Project adversely. Other challenges faced are the fact that commercial banks are reluctant to provide financial services, including loans, to MSME, negatively impacts the prospects for the growth of MSMEs in the industry.

4.3.1 Green “mind-set” and attitude change – Outcome 1

Increased appreciation in the public at large about green financing and green building principles was one of the three intended outcomes of the Project. This was particularly important among the building industry stakeholders and was referred to by the Project staff as green “mind-set” and attitude change. The work to increase appreciation among the Zambian public about the link between green building, environmental sustainability and employment creation through upgrading MSMEs (Output 1.1) had a quantitative target which has been exceeded - in terms of people reached by the Project and benefitting from the activities.⁴³ As for the level of *internalisation* of messages, however, this is not possible to determine at this stage.

Regarding public sector actors, their appreciation of green construction principles has increased, through participation in training on green construction technologies and Study Tours to Nairobi and South Africa organised by the Project (for instance on issues related to rain water harvesting, natural ventilation and lighting, recycling of grey water). The vast majority of stakeholders consulted, including the beneficiaries along the industry’s value chain, expressed appreciation for the green

⁴² Source: <https://www.oecd.org/dac/evaluation/2754804.pdf>, revised in 2010.

⁴³ Source: “ZGJP Results at a glance as at March 2018”.

building construction concept, as well as environmental sustainability and employment creation. The specific communication strategy of the Project was instrumental as it entailed developing a website, social media, as well as videos, press releases and the distribution of brochures.⁴⁴ The ZGJP Annual Report also served as a means of marketing and distributing messages to stakeholders, and the demonstration houses, field visits to women groups installing solar panels, Expos, Award Ceremonies and visitors from inside and outside Zambia – were also important in raising interest for the green messages and job opportunities in the industry.

The Project supported women’s role in the building construction sector, in attempts to demonstrate that it is possible for women to enter non-traditional occupations and provide more jobs for women MSMEs and their employees. Appreciation, or acknowledging, women’s potential role in the house building construction sector was however not apparent – with some exceptions. The potential role of women-operated businesses/MSMEs *along the value chain* seemed more appreciated by the relevant authorities (timber/sawmilling, tree nursery).

The Project has marketed itself as a sustainable development programme, which facilitates private sector development for inclusive green growth, more and better jobs particularly for young people and women”.⁴⁵ It was found that gender issues was incorporated in the design, implementation and monitoring with key performance indicators, sex disaggregated and specific activities and budgets set for gender issues.⁴⁶ It only has one gender-specific output (Output 1.2), namely to contribute to an increase in economic participation of women in the sector (Outputs 1.3 regarding gender awareness in the industry; and 1.4 regarding voice for women in the industry-specific policy dialogue were, following the MTE in 2016, removed from the Project’s portfolio).

Nevertheless, the evaluation has sought to identify both gender and women-specific factors and possible outputs such as raised awareness, increased voice of women and participation in policy dialogue and decision-making in the sector. The Project supported the establishment of the Zambia Association of Women in Construction (ZAWIC) during the inception phase, to contribute to more women MSMEs accessing to financial services and non-financial or business development support services. Together with the National Association of Medium and Small Scale Contractors (NAMSSC) these two organisations received support from the Project to encourage women in the building construction and associated sectors of the value chain.⁴⁷

The Project stated that it had identified committed partners such as Barrick Lumwana, Vitelite and WECREATE who have taken ownership in sustainable value chain development activities. Moladi Technology⁴⁸ was given as an example of adoption of green housing construction methods in a Zambia National Building Society housing development. It has also mobilised women participation in workshops and policy discussions. Entrepreneurship training for women is being advocated, for instance by the WeCreate network centre in Chawama Lusaka, which is an incubation hub for women led start-up enterprises.⁴⁹

The Evaluation found that the creation of linkages between MSMEs and Non-Governmental Organisations (NGOs) potentially could become a win-win partnership in the sustainable green construction sub-sector. The Project partnered with the Peoples’ Process on Housing and Poverty in Zambia (PPHPZ), which exclusively focuses on supporting homeless and poor people in informal urban settlements. The evaluation found that its institutional capacity to advocate for and actually

⁴⁴ Website: <http://www.zambiagreenjobs.org/>, Facebook and Twitter.

⁴⁵ Source: ZGJP Annual Report 2015.

⁴⁶ Source: Documents of the M&E system, and Mid Term Report 2015.

⁴⁷ Source: ZGJP Project Document

⁴⁸ Moladi claims it works to challenge the tradition bound construction industry to encourage the participation of contractors and entrepreneurs to empower and develop communities globally. Source: http://www.moladi.net/technology_about_us.htm

⁴⁹ Source: ZGJP staff.

execute sustainable green construction as affordable housing projects for the poor had been strengthened through its cooperation with ZGJP.

Regarding women-owned MSMEs and enterprises *competing as contractors* in the building construction sector - there is a long way to go. The gap between planning professionals' appreciation of sustainable green construction - and the Government's procurement and regulatory system makes it imperative to review the latter regulations. However, it was learnt that along sawmilling value chain, women find it easier to start businesses compared to women in the construction sector, as here they do not need as large start-up capital to run a small business.⁵⁰

Conclusion

The Project together with its stakeholders brought its messages to project participants (target beneficiaries as well as the larger public) in order to create an appreciation about the possible links between MSMEs and opportunities for work in green building through upgrading their skills and knowledge.⁵¹ Its quantitative targets were exceeded. As for the level of appreciation and specifically *internalisation* of messages this is too early to determine.

As for appreciation, or acknowledging, gender inequalities and women's potential role in the house building construction sector was not apparent, with some exceptions. The potential role of women-operated businesses/MSMEs *along the value chain* seemed more appreciated by the relevant authorities (timber/sawmilling, tree nursery). The Project has managed to contribute to increased employment through MSMEs in the building construction and in the sawmilling/timber, tree nurseries areas – and the targets were also exceeded and promoted gender awareness.⁵² The Zambia Association of Women in Construction (ZAWIC) was formed and its members trained in business development and green technology, through the Project's support, as step to increase their involvement and show that it is possible for women to enter non-traditional occupations and provide more jobs for women MSMEs and their employees.

However, despite the fact that many stakeholders have increased “green” awareness, knowledge and skills about green building construction and women's potential role in running construction associations and MSMEs – MSMEs still cannot bid for jobs as contractors as the tenders in the industry do not specify/request green building knowledge/skills. Thus, the procurement procedures in the industry need revision in order to give MSMEs more opportunities.

Increased appreciation in the Zambian public at large, and building industry stakeholders in particular, of green building principles (named Green “mind-set” and attitude)

Two outputs to contribute to Outcome 1

1.1	(ILO Lusaka) Increased appreciation in the Zambian public about the link between green building, environmental sustainability and employment creation through MSME development	Medium – High
1.2	(ILO Lusaka) output 1.2: (Gender-specific) Increased economic participation of women in building construction industry	Low-Medium

4.3.2 Regulatory framework in the industry – Outcome 2

⁵⁰ Source: ZAWIC representative and FGDs with women-owned Sawmilling MSMEs.

⁵¹ Source: “ZGJP Results at a glance as at March 2018”, Project sheet.

⁵² Source: Ibid.

Greener building practices require regulations that are fair and meet the needs of the in the construction industry. The assessment made by the Project and its stakeholders is that the regulatory framework is fragmented, with a lack of laws and regulations to incentivise the use of green building methods, materials and services. It also concluded that the monitoring and enforcement of laws and regulations penalising unsustainable or even harmful building practices are weak. The Project strived to leverage the regulatory framework in building construction in order to stimulate demand among public and private housing developers for environmentally friendly building materials, products and methods (Outcome 2).

Thus, an assessment was made of the potential for green jobs in selected sectors (Output 2.1) followed by discussions with the stakeholders on how to change some of regulatory framework in the industry (Output 2.2). This led to six proposals for policy changes submitted to the relevant authorities on policy measures and guidelines regarding green building construction, standards and guidelines. Green Construction Standards were gazetted. The Project supported the publication of five Green Construction standards by the Zambia Bureau of Standards (ZABS) and its capacity to develop green construction standards and raise awareness among stakeholders and it was confirmed that ZABS has adopted and gazetted several green construction standards with project support.⁵³

The Environmental Impact Assessment (EIA) Guidelines for the Construction Sector in Zambia were published by the Zambia Environmental Agency (ZEMA) in 2016 and launched in November 2017. Apart from the initial dissemination, resource constraints have affected other dissemination of these Guidelines to reach larger audience of relevant stakeholders.

The former Ministry of Local Government and Housing published the Sustainable Housing Guidelines in 2016, developed through the Project, and it was expected to contribute to increased awareness of sustainable green construction technologies principles – especially in the newly created districts. Reportedly, some green construction principles were included in the Architectural Code for KTDC and TEVETA training curricula i.e. the Supervision of Sustainable Building Works Course. The guidelines also form a significant part of the planning permission checklist of the North Western Planning Authority. The actual implementation of the Guidelines through 10 pilot local authorities' by-laws have been delayed due to lack of resources to undertake a workshop that was planned for end March 2018.

Regarding the review of the Occupational Safety and Health Policy, the draft has been submitted to the Government for further refinements and vetting before it is adopted as an official policy document. The Zambia National Health Insurance Act (number 2 of 2018) has been passed by the Parliament and accented to by the President on 25 April 2018.

The Project focused on extending social protection and social security coverage within the sawmilling sector to timber sawmilling workers in the Copperbelt Province. Technical inputs were made to the Social Protection Bill, extending social security to the informal economy (draft bill submitted to Ministry of Justice for parliamentary approval) and a pilot project implemented through the National Pension Scheme Authority (NAPSA) and the Workers Compensation Fund Control Board (WCFCB) in the Province.⁵⁴ It contributed to the technical working group on informal economy and Memoranda of Understanding (MoU) between NAPSA and WCFCB. The pilot activities promoted flexible administrative measures to improve access to social security services by MSMEs included allowing flexible contributions regarding frequency, registration campaigns, mobile registration, and training of associations on social protection.

⁵³ Source: ZABS and Project staff.

⁵⁴ Source: ILO staff, Lusaka. It was also informed that policy discussions have been held on this issues, see "Financing social security coverage for informal construction workers in Zambia: design of a flat social protection contribution in the construction sector. Policy Brief" (ILO, Lusaka).

The Project has also worked with the Copperbelt University School of Built Environment in 2015-2016, to review the curricular in order to “green the syllabus”, i.e. integrate green construction principles in its academic and practical programmes. Originally four departments were interested and in the end only the Department of Architecture did the review. In an interview, the Dean confirmed that the curricula has been tentatively revised but had not been presented to the Senate for formal approval, as it was believed this would be a long process that could take up to 3 years.⁵⁵

While a number of stakeholders acknowledge the impact of ZGJP on “mind-set” changes and awareness of green construction principles, some of them also alluded to the disconnect with formal building and public works procurement regulations that continue to specify conventional norms and standards instead of the green construction principles that would have facilitated business opportunities for ZGJP’s targeted construction MSMEs. Further, the ZGJP annual reports for 2016 and 2017 speak very highly of the 30 per cent share of women that was announced by the Zambia Road Development Agency. It is the evaluation team’s understanding that ZGJP focus was on residential housing construction and not necessarily road construction. The evaluation team has found it surprising that the annual reports did not acknowledge the difficulties MSMEs face in relation to the non-adoption of green construction principles in building codes and public works procurement regulations.

In March 2018, 67 per cent of the policy oriented work target was achieved. The remaining task not completed is the development of an economic *macro-economic employment projection model* (based on a Social Accounting Matrix (SAM)). The model is expected to analyse sectorial employment, skills and poverty impacts of policies to enable macro-economic planning and results based fiscal allocations. This would also highlight areas with potential for creating green construction jobs. The work was done by the Ministry of Finance (MoF) (and later the Ministry of National Development Planning after it was created in 2016), the Central Statistics Office (CSO) and Zambia Institute for Policy Analysis and Research (ZIPAR) with ILO technical support.

At the time of the evaluation data collection the model had not yet been accomplished, reportedly due to lack of relevant data and inadequate allocation of resources. However, the Supply Use Tables (SUT)/Input-Output Tables for the national accounts (2010 prices) have been completed.⁵⁶ The Zambian national officers who had taken part in the work process expressed dissatisfaction that no more support is provided to complete the task – but stated that it had not yet solicited other support from any agency to finalise it. A similar view regarding the expectation for policy changes was strongly expressed by the ZAWIC spokesperson that the Project would do “much more” to empower ZAWIC and its members, especially at decision-making and policy level, to raise women’s voices and support MSMEs more.

Conclusion

The Project has attempted to leverage some regulatory reforms in the industry in cooperation with some of its stakeholders. Regarding policy recommendations submitted to the Ministry of Finance in the area of enterprise development, the Project has exceeded its target (i.e. four policy-oriented submissions against the targeted two). In the area of green building, growth policy, legal and regulatory reform, the Project managed to make four out of the planned six policy-oriented submissions to the relevant authorities. The latter included two Guidelines: (i) Sustainable Housing construction; and (ii) Environmental Impact Assessment (EIA) for the construction sector. One of the planned submissions was not completed namely the macro-economic employment projection model. Reportedly the non-completion is due to lack of Project resources to provide the necessary support

⁵⁵ Source: Dean of the School of the Built Environment and three staff members, at Copperbelt University (CBU).

⁵⁶ Sources: Ministry of Finance and Ministry of National Development Planning.

Table 1. Assessing level of achievement for Outcome 2

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.		
No	2 Outputs to be achieved to reach Outcome 2	Assessment on achievement
2.1	(ILO Geneva output) An assessment of the net green jobs creation potential in selected growth oriented sectors of the Zambian Economy	High
2.2	(UNEP Nairobi) Green building policy measures, standards and guidelines developed and submitted to stakeholders	Medium - High

4.3.3 Small and Medium Enterprises – Outcome 3

Capacity of MSMEs to effectively participate in the building construction, green building products and services constitutes the third Outcome.

The Project has worked to promote technical skills and other business development services geared towards enterprise demand (Output 3.1) The Project has contributed to increasing MSMEs’ awareness and knowledge related to business development and green technology to improve their chances for job opportunities and involvement in the house building construction sector, as well part of its value chain, such as timber/sawmilling and forestry tree growing. The involved MSMEs and business associations have increased their knowledge on how to operate a business. To enable them to increase their involvement and show that it is possible for women to enter non-traditional occupations and provide more jobs for women MSMEs and their employees, they were e.g. trained through the Project’s well known Business Modelling training programme adapted to include green technology issues named “Start and Improve Your Green Construction Business (SIYGCB)”, as well as the EMPRETEC training packages, also adapted to the green concept. Regarding the quantitative targets here they were well exceeded. ZAWIC’s official in Lusaka, and members participating in FGDs in the field, very much appreciated the Project’s training.

Together with its partners the Project had a number of training courses and events over the years. EMPRETEC was a training catalyst for business linkages of the Project and institutionally, ZDA was well placed to create business linkages with EMPRETEC as it has specific departments/divisions for attracting large scale foreign direct invest and small and medium enterprises development. Its training addresses MSME entrepreneurial skills to respond and service large scale FDI investment operations. In this regard, its training structure is geared to improve business linkages through pre-screening of trainees and develop individual profiles, which enabled it to tailor-make its courses to the training needs.

The training curriculum was designed by UNCTAD but adapted and modified to Zambia’s green business environment context. All in all, about 600 individual MSMEs entrepreneurs were trained through 30 EMPRETEC training events over the Project’s duration. In terms of gender disaggregation, about 60 per cent of the trainees were men while 40 per cent were women. The trainings were conducted jointly by both local and international Trainers and Master trainers. Some training graduates have reportedly done very well, e.g. Muhanya Solar Ltd. The stimulation of business linkages is believed to enable entry into reliable markets for their goods and services.

The ZGJP also sponsored students who underwent sustainable green construction technologies training at Thorn Park Construction Training Centre in OSH, dry wall partitioning and ceilings installations, and power electrical. While the graduates have rated the training highly they raised some concerns related to shortages of tools and materials as well as limited practical exposure during training. In a Focus Group Discussion with the evaluation team, however, it was found that former trainees were still unemployed more than three months after they graduated. One of the graduates who participated at the international dry wall and ceiling installation competition in Abu Dhabi came out number 4 out of 19 competitors – an indication of high quality training course that Saint Gobain organised.

Women groups/clubs working with agro-forestry, who took part in the Project’s training, established forestry nurseries and woodlots and received extension services in Market Analysis and Development (MA&D) (Output 3.2). The evaluation found that those MSMEs that were consulted highly rated the training but pointed out that it should have been organised locally - not in urban areas. They also indicated that the training materials should have been translated into local languages.⁵⁷ Further, it was found that there is a spin-off effect of the Project’s activities in the Forestry Department’s rural outreach on awareness and training among farmers in forestry nursery and woodlot establishment in four districts in North-Western Province: During the time of the evaluation, more than 4 hectares of pine tree plantations have been established.

The quantitative target regarding support and training of growers, producers and processors was 1,500; and 1,097 were actually trained (representing 73 per cent of the target) as of March 2018. It was noted that out of the 56 farmers who were trained in 2017, only 4 were women trained in nursery establishment and assisted with pine tree seeds.⁵⁸

The Project had aimed to develop group forest certifications, or a forestry code of practice, for MSME tree growers and processors developed in selected pilot areas (Output 3.3). A draft was developed but the actual code of practice did not materialise.

Regarding the aim to help MSMEs to access business capital and financial services (Output 3.4), the Project states in its “Results at a Glance as at March 2018” that the quantitative target was exceeded in terms of number of MSMEs accessing “business finance mentorship and other services” (425). Regarding financial service providers that granted loans to MSMEs (who use green construction principles and technologies), the figure is “3”. However, the number of MSMEs that participated in Project that *actually had received loans was very few* – which is not shown in this report – and which the Project rightly claims is not within its “control”. Thus, targets may have been reached well, for which the Project should be given credit, but to expand the MSMEs still need financial means.

The attempts to link MSMEs to the national partner Zambia Development Agency (ZDA) included financial literacy and business skills trainings to more than 600 MSMEs. ITC partnered with the Frankfurt School/European Investment Bank (FS/EIB) programme to possibly link some 300 MSMEs enrolled to the FS/EIB programme to access to funding from Financial Institutions. The project also assisted the Zambia National Association of Sawmillers (ZNAS) consisting of more than 500 MSMEs, to set up a Credit Union aiming to raise capital for members at more accessible interest rates by guaranteeing loans and providing working capital and short term funding. At the time of evaluation, the credit union had not yet taken-off.

In order to assist FSPs to develop environmentally services and solutions for MSMEs, the ZGJP in partnership with the Africa Guarantee Fund (AGF) and the Nordic Development Fund (NDF) organized two trainings for more than 50 key staff of financial institutions, investors and business development services providers. A conference aimed at sensitizing on green finance was also

⁵⁷ Source: FGD with women groups (ultimate beneficiaries), Solwezi.

⁵⁸ Source: Department of Forestry, Solwezi.

organised and attended by more 150 participants from the Government, financial sector, private sector and development organizations.

In the case of the Project's partnership with the Atlasmara Commercial Bank, it was learnt that the Project's training event on green construction financing helped to influence the Bank's attitude and activated its adoption of green financing principles in its operations. The official interviewed for the Bank stated that it currently is working on its lending and related systems in order to launch the green financing lending portfolio. To date, the Bank has lent out about \$100,000 to 4 of the Project's targeted MSMEs in the construction sub-sector. That portfolio is performing quite well so far. It also stated that the banking sector's regulatory framework – protecting depositors' funds - prevents the Bank from lending money to MSMEs in this sector, at reduced interest rates. Still it is working towards securing inexpensive green finance funds from Fairfax Africa Fund for green construction and other climate change compliant activities at reduced lending rates.

Regarding MSMEs possibilities to access loans, the evaluation found that commercial banks in Zambia generally are reluctant to grant loans to MSMEs customers who cannot provide collateral, and require high interest rates. This minimizes their prospects to grow in the building construction industry - as initial capital is required for works that involves several workers/employees. The ZAWIC official interviewed expressed disappointment that women-owned MSMEs do not get access to financing from commercial banks. For instance developing green construction skills, solar panel assembly for house construction, and installation skills require start-up grants and marketing support.

The Project still expects that the training of financial institutions on green financing eventually will result in increased lending to green or environmentally friendly projects for MSMEs clients. Further, the setup of the credit unions for ZNAS (if materializing, which seemed unlikely at the time of evaluation) may unlock finance and inspire other associations to create their own credit and savings scheme.

The Project has facilitated MSMEs to have access to markets and large corporations along value chains and has exceeded its quantitative targets in this respect (Output 3.5). The Project entered into partnerships with some large private sector enterprises (Lafarge, Frist Quantum Kalumbila mine, Barrick Lumwana mine), with the purpose of linking MSMEs with these companies to take on jobs using green technology and materials at affordable cost. The MTE pointed to a clear “cause-effect relationship” as this would lead to stronger MSMEs and more jobs and, if also business development services were provided and decent work was advocated, this would lead to increased decent jobs.⁵⁹ It was anticipated that these corporations would be able to build many homes using green building practices through potentially linking with the MSMEs along the building construction value chain.

The companies included: Lafarge Plc and the Affordable Housing Market (intended to build 600 green units according to the MoU with the Project); Saint Gobain and skills development (would employ 200 contractors); First Quantum Minerals and Kalumbila Town Development (would build more than 10,000 units); Barrick Lumwana Mine and Lumwana Community and Local Economic Development (would build 500 units); and Copperbelt Energy Cooperation Kabompo Hydropower Station and Resettled Community (would build 115 units).

In order to help MSMEs and their workers to formalize, the Project worked with social protection and occupational safety and health service providers to ensure that basic forms of social protection could be provided to MSME employees (Output 3.6: ILO Lusaka) – and also here the Project was able to exceed its quantitative target. Thus, both NAPSA and WCFCB facilitated extension of social protection in cooperation with the Project. Reportedly, this contributed to increased efficiency of social security services of the WCFCB and reduction of transaction costs for MSMEs.

⁵⁹ MTE report, “ILO emerging good practice”.

The evaluation learned that for the timber oriented MSMEs, e.g. among agroforestry and sawmilling, have jobs that are not permanent which would be needed to benefit from long-term social security/social protection. The fact that timber is in short supply in Zambia – the prospects for long term social security for the workers in this sector do not seem promising. The project claims that the institutions had “implemented flexible administrative measures to allow flexible contributions for workers who are employed on an irregular basis”⁶⁰ – however, this was contradicted by the Director Fund Management of the WCFCB in Ndola, Copperbelt Province, in an interview, who informed the team that they still have not worked out how this will be administered but said they are working on finding a solution.

Regarding the attempts to up-grade MSMEs and help them adhere to OSH regulations (Output 3.7) the Project’s M&E system informed that the Project’s target here was met to 75 per cent - while the targets for training of MSMEs and those who had benefitted from other services were exceeded.

It has not succeeded in materialising group forest certifications, or a forestry code of practice, for MSME tree growers and processors developed in selected pilot areas. The target of “business finance mentorship and other services” for MSMEs was exceeded, however, regarding access to capital, the number of MSMEs that had received loans at the time of the evaluation was low. The Project facilitated MSMEs to have access to markets and large corporations along value chains and has exceeded its quantitative targets in this respect.

In order to assist MSMEs to enter the formal economy, the Project worked with service providers to ensure that basic forms of social protection could be extended to MSME employees - through working with NAPSA (social protection and pensions) and WCFCB (occupational safety and health). There was no evidence that any flexible contributions for workers who are employed on an irregular basis would be forthcoming. The Project managed to attain 75 per cent of its target of up-grading MSMEs and help them adhere to OSH regulations. The targets for training of MSMEs and those who had benefitted from other serviced were exceeded by large margins.

Despite the fact that many stakeholders have increased “green” awareness, knowledge and skills about green building construction and women’s potential role in running construction associations and MSMEs – they still cannot bid successfully for jobs as contractors as government tender regulations have not been reviewed to recognize green construction technologies and principles. Thus, the public procurement regulations need to be revised to create a sustainable market for green construction MSMEs for them to compete competitively.

Summary

1. The Project has well exceeded its targets regarding its activities undertaken to develop capacity of MSMEs to effectively participate in the building construction, green building products and services. This applies both to the technical skills in the sector/industry and to business services to enterprises. Furthermore, Counsellors, Trainers and BDS providers have participated in training organised under the Project – and MSMEs have been able to access BDS services.
2. Women groups working with agro-forestry activities, which took part in the Project’s training, established forestry nurseries and woodlots and received extension services.
3. The Project had sought to develop group forest certifications, or a forestry code of practice, for MSME tree growers and processors in selected pilot areas. An initial draft text was developed but the actual code of practice had not materialised.
4. Regarding MSMEs accessing business capital and financial services, the Project states in its “Results at a Glance as at March 2018” that the quantitative target was exceeded (425) in

⁶⁰ Source: Written comment from a Project staff member.

terms of number of MSMEs accessing “business finance mentorship and other services”. Regarding financial service providers actually providing finance to MSMEs (using green construction principles and technologies) the same report claims that the figure is “3” service providers. However, the number of MSMEs involved in the Project that actually had received loans was very few. Thus, the targets may have been reached well, for which the Project should be given credit but in the end, MSMEs still need financial means to expand their businesses. While the target on business development *services* was exceeded, the beneficiary MSMEs that actually accessed credit from financial institutions were very few.

5. The Project has facilitated MSMEs to have access to markets and large corporations along value chains and has exceeded its quantitative targets in this respect. The Project entered into partnerships with some large private sector enterprises (Lafarge, Frist Quantum Kalumbila Mine, Barrick Lumwana Mine), with the purpose of linking MSMEs with these companies to take on jobs using green technology and materials at affordable cost. It is anticipated that these corporations would be able to build many homes using green building practices through potentially linking with the MSMEs along the value chain of building construction – however, at the time of the evaluation it was not quite clear how many homes had actually been built by the “Project’s MSMEs.
6. In order to assist MSMEs and their workers to formalize their businesses, the Project worked with social protection and OSH service providers to ensure that basic forms of social protection could be provided to MSME employees - and also here the Project was able to exceed its quantitative target, through working with NAPSA (pensions) and WCFCB (OSH) facilitated extension of social protection in cooperation with the Project. The evaluation team’s view is that the prospects for long-term social security for the workers in sawmilling and agroforestry do not seem promising – there was no evidence of a functional flexible system to cater for workers needing social security/protection who are employed on an irregular basis.
7. Regarding the attempts to up-grade MSMEs and help them adhere to OSH regulations the Project’s M&E system show that the Project’s target was met up to 75 per cent while the targets for training of MSMEs and those who had benefitted from other services were exceeded.

Conclusion

The targets for training of MSMEs and those who had benefitted from other serviced were exceeded by large margins. The Project has also performed well in attaining its targets in these areas: i) developing capacity of MSMEs on technical and business skills; ii) increasing employment in the building construction, sawmilling/timber, and tree and woodlot nurseries; iii) providing business finance mentorship and other services; iv) accessing markets and large corporations along value chains; v) accessing basic forms of social protection to their employees - through working with NAPSA (social protection and pensions) and WCFCB (occupational safety and health). However, regarding green construction technologies and principles, the public procurement regulations need to be revised to create a sustainable market for green construction MSMEs to compete *competitively*.

Table 2. Assessing level of achievement for Outcome 3

<u>Outcome 3</u> : MSMEs have enhanced capacity to effectively participate in the building construction and green building products and services market		
No	Outputs to be achieved to reach Outcome 3	Assessment on achievement

3.1	(ILO Lusaka) output 3.1: Industry-specific technical skills and other business development services geared towards enterprise demand facilitated and promoted	High
3.2	(FAO Lusaka) Growers and producers of sustainable timber and green building materials, products and services supported	Medium - High
3.3	(FAO) Group forest certification or forestry code of practice for MSME sustainable growers and processors developed in selected pilot areas	<i>(Not achieved)</i>
3.4	(ITC Geneva) Access to business capital and financial services for MSME	Low-Medium for business capital. High for financial services provided
3.5	(UNCTAD Geneva) Access to markets and business linkages between MSME and large corporations enhanced along value chains	Medium – High
3.6	(ILO Lusaka) Extension of basic social protection to MSMEs and workers to contribute to formalisation in the construction and other sectors	Medium - High
3.7	(ILO) MSME support and adherence to occupational safety and health regulations improved for better working conditions, increased productivity, competitiveness and sustainability	Medium-high

Table 3. Table showing results of key Project areas against targets (drawn from the ZGJP *draft* Annual Report 2017)

Project Title	Zambia Green Jobs Programme	56 Months				
Project Area	Indicators	Actual Achieved 2017 (December 31, 2017)	Planned 2017 Targets	Cumulative 2014-2017	Programme Target	Difference from overall target
Development Objective: Promoting inclusive green growth, climate change adaptation and mitigation among Small and Medium Enterprises (MSMEs) in construction, energy and waste management in order for them to grow and create decent green jobs						
Job creation	Number of new full-time equivalent, decent and green jobs created in target enterprises as a result of Programme supported interventions	590	1790	3,892	5000	4.3.4 (1,108)
Quality of Jobs	Number of green jobs where working conditions have improved	325	250	2,766	2500	266
Enterprise Development		5	5		15%	21

Project Title	Zambia Green Jobs Programme	56 Months				
Project Area	Indicators	Actual Achieved 2017 (December 31, 2017)	Planned 2017 Targets	Cumulative 2014-2017	Programme Target	Difference from overall target
	Enterprises reporting improved income in the past six months			36 ⁶¹		
	Percentage increase in annual productivity	8%	5%	8%	10%	4.3.5 (2%)
Access to Business Capital and Financial Services	Number of MSMEs accessing finance to engage in or enhance the green components of their business	51	100	66	200	4.3.6 (134)

At the time of Final Evaluation it was learnt that:⁶²

- Out of a target of 5,000 jobs, 4,326 (males 3554; females 772; and youth 3364) jobs had been created that may be attributed to the Project's activities.
- Further, 1,024 more jobs were created in 2017 (males 841; females 183; and youth 796) mainly from small-scale contractors and saw millers, especially women.⁶³
- Regarding improved quality jobs (through extension of OSH and social protection) 3,450 jobs were improved (males 3262; females 188; and youth 2478).
- 1,464 (males 1384; females 80; and youth 1052) had more and better jobs in 2017, mainly among small-scale contractors, through their affiliation and business linkages with NAPSA and WCFCB.

4.4 Efficiency

Efficiency is here understood as the extent to which the resources were adequate to achieve the desired outcomes and results (qualitative and quantitative) including cost-efficiency and efficiency in implementation compared to alternatives.⁶⁴

All in all ZGJP was efficient in resource use though multiplicity of activities and geographical spread may have compromised efficiency in some cases. Among the factors that affected Project efficiency was the economic global slowdown during 2014-15 and subsequent appreciation of the USD against the Euro, which resulted in the Project incurring significant exchange losses that affected its budget envelope. As a consequence some planned activities/component had to be dropped, such as the entire HIV/AIDS component (output) after the MTE.⁶⁵

It is clear that the administrative arrangement was not fully efficient in terms of allocation of financial resources to the Project implementation and difficulties for the Project staff in Lusaka to respond effectively to stakeholders' requests. The Joint UN administrative arrangement was prone to inefficiencies and at times caused delays in funds transfer resulting in delays in implementation of

⁶² Source: Project management.

⁶³ Source: ZGJP M&E system and e-mail.

⁶⁴ Source: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

⁶⁵ Source: MTE report, 2015.

planned activities and difficulties for the Project staff in Lusaka to respond effectively to stakeholders' requests. Initially the sequencing of procurement for some activities were problematic but was later resolved

The utilisation of the funds was initially low but picked up later with the increased level of activity and capacity development events. The budget delivery rate was satisfactory.

This evaluation found that the cost-effectiveness of green construction demonstration houses did not materialize because of the use of multiple non-local contractors and preference for non-local materials. The quality of some demonstration houses are poor and not up to standards. The Project's explanation is that the private sector wanted a market based approach to the construction of demonstration units and influenced the Project's decision on using a number of MSMEs, instead of one established contractor. The demo houses have, however, served the purpose of learning and possibly inspiration to some MSMEs, businesses and government officials.

The Project management informed the evaluation team that in this joint programme experiment, the ILO received only 8.4 per cent Programme Support Cost (PSC), compared to what it otherwise "charges" from technical cooperation projects, namely 13 per cent PSC.⁶⁶ The other UN agencies *each* receives 7 per cent PSC.⁶⁷ Apart from the value of having UN agencies working closely together in a project - the issue of efficiency for ILO may also be raised in this respect.

Conclusion

All in all ZGJP has been adequately efficient. However, multiplicity of activities and geographical spread may have compromised efficiency in some cases. Among the factors that affected Project efficiency was the economic global slowdown during 2014-15 and subsequent appreciation of the USD against the Euro, which resulted in the Project incurring significant exchange losses that affected its budget envelope. Another factor is the UN Joint administrative arrangement, which at times caused delays in funds transfer, resulting in delays in implementation of activities. This evaluation has also concluded that the investment/resources in the green construction demonstration houses versus the goal to attract attention to low cost green housing - using local materials - was not as efficient as planned (and the quality of some houses are not up to standard).

4.5 Impact orientation and likelihood of sustainability

Impact is here understood as positive and negative changes generated by the Project, directly or indirectly, intended or unintended. Sustainability is understood as systems, knowledge and ideas that are likely to continue after the project ends.⁶⁸

The ZGJ Project Document states that the systemic approach of the Project entails a number of strategies to ensure that the results will be sustained in the future, referencing to "adherence to local stakeholder priorities, ownership, participation and capacity building; promotion of appropriate technology and environmental conservation; and soliciting contributions, service user fees and other income, and hence contribute to financial sustainability".

The evaluation team has analysed some of the approaches and activities for which there is a good *likelihood* of sustainability and continuation. This section refers to some of the institutional issues such

⁶⁶ Sources: Project CTA and ILO Finland Financing Agreement; UN Administrative Agent Agreement and the Financial Reports. Regarding the Project budgets, the breakdown of the total budget financing is as follows: Zambia US\$200,000, UN Zambia US\$1,050,000, the Government of Finland US\$11,050,791 (Source: ZGJP Annual Report 2014). There are three Project budgets with different UN references and Project Accounts in IRIS, associated with the ZGJP - Administrative Agent; Pass Through and the ILO budget. Two of the accounts are managed by BUD/CT and the third by ILO Lusaka office. *However, the actual project budget is not the same as in the project document due to exchange rate fluctuation between the Euro and US\$ in between disbursements* (Source: BUD/CT, ILO).

⁶⁷ Source: Project management.

⁶⁸ Source: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

as integrating various Project-initiated training on green technology and OSH, as well as issues related to house construction and business development services for MSMEs.

4.5.1 Green house construction and MSME involvement

Regarding house construction, which involves both green technology and BDS, the prospects of sustainability are mixed. While ZDA's *generic* EMPRETEC training tool has helped to link MSMEs to large chain stores for example, the ZGJP EMPRETEC green construction version has had little success largely because of ZDA's focus on Foreign Direct Investment (FDI) promotion and not on construction industry value chain promotion. On the other hand ZDA stated that it has partnered with other institutions outside the ZGJP to conduct EMPRETEC green training, i.e. Barclays Bank and Graca Machel Trust,⁶⁹ - the latter supporting women entrepreneurs and women's rights across the African continent. Thus there is a chance that the Project's ideas will be spread.

Issues of sustainability were raised at Kalumbila and Lumwana mines where some views expressed by key informants were that the Project had concentrated on constructing green demo houses as an ultimate objective instead of using the said houses to publicise and showcase the technology to a wider audience. Further, the fact that there are *other* local green technologies (e.g. burnt earth bricks) currently in use, the total disregard of such technologies poses a risk for non-sustainability. Had the Programme provided resources for publicising the technology to the local communities, the uptake might have been higher, it was argued. The recurrent issue of the need to find local financing partners to anchor local green construction technology adoption was pointed out.

The Project stated that the Kalumbila houses were the most cost-effective. The evaluation found that there are prospects for sustainability of the green building technology and principles as the KTDC future housing stock reportedly will incorporate elements of sustainable green construction technologies that have been adopted in its housing design code. Following the Project's training at Lumwana on stabilised earth blocks, workers of one of local MSMEs who were sponsored by their employer have since built a lodge using the workers' acquired green construction skills. Further, as part of its corporate social responsibility, Lumwana Mine Corporation plans, later in 2018, a community police post and related staff houses were constructed using sustainable green technologies.

Despite financial challenges, PPHPZ's innovation and demonstrated determination to apply acquired green construction skills might underpin its sustainability. Already, the organization has signed a MoU with the National Housing Authority to construct 100 low cost housing units over a period of three years. Further, PPHPZ has been contracted by UN Habitat to construct SSBs green construction demonstration houses in the Mayukwayukwa and Meheba refugee settlement areas in Kaoma and Kalumbila districts, respectively.

Sustainability related to Atlasmara Bank's plans to provide loans to MSMEs for green building construction the prospects will depend on the Bank's ability to secure inexpensive sources of green finance as well as the repayment performance of the green lending portfolio.

4.5.2 Institutions adopting green principles

The prospects for sustainability in terms of internalising the Project's green messages within the public sector is not very clear. The Government's residential and office buildings policy and regulations have yet to be revised to incorporate and recognize sustainable green construction principles. The publication of the Sustainable Housing Guidelines is a promising first step.

The Copperbelt University School of Built Environment has integrated "greening" in the school's course curricula for architects. The work with VTT in introducing simulation software in courses, to

⁶⁹ Source: <http://gracamacheltrust.org/new/>

enable architects/planners to gauge levels of energy consumption before house construction can be attributed to ZGJP and may be sustainable if this activity continues.

Finally, it was also learnt that the Government of Finland has decided that in the near future its portfolio for Zambia will no longer fund bilateral projects in the country, instead it will focus on trade exchange strategies (that were not yet fully designed at the time of the evaluation). Regarding continuation of activities on green principles in the construction sector, the evaluation was informed that a new project will be developed but currently there are no plans that ZGJP components will be continued in this particular Project.

The Ministry of Local Government has created a green buildings guidelines budget line in its annual budget to finance sustainable housing construction awareness creation activities. The Ministry of Housing and Infrastructure Development has incorporated the Sustainable Housing Guidelines in all MoUs with residential housing developers and used the green principles to apply for a grant from the Green Climate Fund.

The Project staff expressed certainty that the OSH programme will be sustained within the Thorn Park Training Centre (TCTC) as there is a demand for this training. At the time of the evaluation, TEVETA was in the process of accreditation of this and other green construction courses that were supported by ZGJP. The evaluation found that sustainability of OSH training programmes for the sawmilling sector presented a major challenge. Most of those who were trained as trainers in the sector, were sole proprietors of their respective sawmills and did not seem to have sufficient time to train *others* outside ZGJP's training events. Many stakeholders felt that a follow-up phase to ZGJP would have guaranteed sustainability, as it would have helped generate green construction awareness/mind-set change to implementation and thereby ensure sustainability.

Regarding social protection, there is a potential for continuation of both the NAPSA and WCFCB schemes in the Sawmilling industries.

4.5.3 Sawmilling and tree growing

As for the prospects for sustainability of Project activities that involved Sawmillers (MSMEs and associations), there are uncertainties because of serious shortages of softwood and pine tree seeds in Zambia as well as low investments in irrigation systems to water woodlot establishment of plantations. However, the Sawmill associations have continued to support their workers to participate in the Sawmill technical trainings that are being offered by the Zambia Forestry College.⁷⁰ The prospects for continuation of the agroforestry activities including tree nurseries may be better (for women MSMEs and women groups) as the Forestry Department has included nursery and woodlot establishment training and extension services in the Annual Work Plans and other agro-forestry related projects that are likely to receive supported from development partners.

Analysis

Determining the level of sustainability for the whole range of Project components would not be reliable, particularly as Project activities were not fully completed at the time of the evaluation's data collection and not enough time has passed to provide evidence for sustainability, or impact. Furthermore, the Project will run to October 2018. It is clear, though, that the Project has been able to raise interest, engage and inspire many of its partners and beneficiaries, which may lead to continuation of green construction and more green jobs for MSMEs in the future. There clearly exists interest in green technology in building construction in the private sector and there are developments that may be attributed, at least partially, to the Project's activities - which may lead into more green jobs for MSMEs in the future.

⁷⁰ Source: ZGJ Project staff.

The evaluation has identified impact and likely sustainability within the following activity areas:

- Incorporation of green construction principles in the house design code for KTDC and publication of voluntary green construction standards by ZABS;
- Inclusion of green construction activities budget lines in Local Government; Housing and Infrastructure; and the Department of Forestry;
- TEVETA's approval of green construction courses and CBU School for the Built Environment curricular for Architects that has adopted green construction principles;
- UNZA-TDAU's "stabilized soil blocks" technology uptake by various stakeholders that include e.g. PPHPZ, UN Habitat, some Government ministries;
- Nursery and wood lot establishment among small-scale farmers in North-Western Province;
- Increased demand for OSH services by timber and saw mill operators on the Copperbelt;
- ZDA generic EMPRETEC training that is in demand from non-green construction sub-sector customers; and
- Solar panels assembly and house wiring skills training.

The ZGJP's *impact* on green construction policies has been mixed. Despite raised awareness on gender, and increased capacity among women-operated building construction associations – MSMEs are excluded from public civil works tenders i.e. although they have been trained they still cannot bid for building construction jobs due to lack of Government housing regulations as well as building specifications for green construction technology, materials and principles.

Conclusion

Determining, or predicting, the level of sustainability for the whole range of Project components would not be reliable, as several activities were still under way at the time of the data collection and not enough time has passed to provide evidence for sustainability or impact. However, the evaluation has been able to assess a good *likelihood of sustainability* in areas such as in some green construction house building standards; some GRZ activity budgets, training courses and curricula of training institutions, and up-take of technologies, skills and services. It was found that Project's *impact* on green construction policies has been mixed.

4.6 Good practices and lessons learnt

The UN Joint Programme arrangement to house Project staff from the participating UN Agencies in one PMU is a **good practice** *per se*. It has promoted teamwork, dealt with communication barriers and enhanced client response. The Project has demonstrated a **good practice** of involving MSMEs (women and men) in capacity building, skills development on green technology and business enterprise training in the "green" building construction industry and in some of its value chains - such as agroforestry and sawmilling. This approach can be replicated in other areas and in other countries and other sectors, such as waste management, renewable energy, water and sanitation to name a few. The Project also demonstrated the **good practice** of enrolling MSMEs in social security/social protection schemes, which also increased collaboration between agencies and also reduced the transaction costs for MSMEs.

Most ILO implemented projects produce quarterly or biannual technical progress reports. (TPR). The UN Joint ZGJP has Annual (narrative) Reports, which serve the purpose **more as marketing tools targeting the private sector and industry than as progress reports. As such they are attractive and could constitute a good practice to be replicated.** However, the Annual Reports are not produced with the purpose of accounting for work done/progress made vis-à-vis operational plans, the

LFA or the Strategic Framework. For an external evaluation it was not easy to know from the reports what exactly was done, why, when, by whom, and *what it took* to accomplish the results (self-analysis).

The Project also produces progress in figures in separate sheets - however without narratives attached to the results. **For the purpose of transparency and accountability, future Joint UN Projects should ensure that regular narrative accounts on implementation against operational plans are documented at least biannually** (which would not exclude producing reports to market the project ideas to a wider audience).

The UN staff in the Project came from agencies that, to some extent, have different organisational sub-cultures including technical assistance procedures. Each agency required technical back-stopping from its respective Headquarters. Efforts were made to mitigate differences and build trust among the colleagues, and through developing a **communication strategy**, which was very useful not only in disseminating information and messages and communicate with the stakeholders - but also in adding value to the internal discussions and work among Project staff.⁷¹

Because of its complex nature, coordinating and managing the programme was demanding, managing expectations. As the five UN agencies had different technical agendas to pursue, a multitude of national/local stakeholder and counterpart organisations subsequently became associated with the Project activities - some as implementing partners. Some organisations and beneficiaries had high expectations from their involvement in the Project, expectations that were not always met. An alternative would be having two, or perhaps three, UN agencies working under one umbrella and fewer national/local organisations involved (“less could be more”). For additional technical expertise or skills that the Project staff could not provide, could then be drawn directly from experts/specialists through separate Project contractual arrangements – from inside or outside the country.⁷²

Finally, these are some examples of statements from various **partners and stakeholders on “lessons”** from their point of view, on what could be done differently in the future if a similar project was to be implemented:

- Government leadership and ownership are critical for effectiveness and sustainability but was not evident, visible nor consistent;
- UN Delivering as One required advance planning, synchronization of systems and one voice;
- Among the UN agencies, transparency and financial accountability is important for successful joint programming;
- Management strategy could have tackled expectations through better transparency/clarity on roles of different stakeholders;
- For a “mind-set” and attitude change programme, a follow up project is imperative to ensure transition from awareness building to actual implementation and testing of green construction and principles;
- Evolutionary and not revolutionary approach to MSMEs support imperative as working with MSMEs proved to be very costly. There was need to first focus on improving MSME’s internal capacities to adequately prepare them for business linkages on the green house construction value chain;
- Green houses demonstration units have not shown the cost-effectiveness of the technology – e.g. use of non-local materials and multiple contractors; and

⁷¹ Source: Interviews with current and former Project staff members.

⁷² This conclusion was drawn from discussions with Project management and interviews with stakeholders.

- There is too much focus on those who speak English and too little on those who speak local languages.

5 Recommendations

The following are the recommendations, based on the findings and conclusions of the evaluation:

Recommendation 1

The Government of the Republic of Zambia should prioritize the adoption of green construction technology activities in medium-term expenditure frameworks and annual budgets.

Addressed to	Timeframe	Resource Implications
Government of the Republic of Zambia	Immediate	Not applicable (part of ongoing Government business)

Recommendation 2

The Government of the Republic of Zambia should prioritize review of public buildings procurement and tender regulations and specifications to include green construction technologies and principles.

Addressed to	Timeframe	Resource Implications
Government of the Republic of Zambia	Immediate	Not applicable (part of ongoing Government business)

Recommendation 3

The Government of the Republic of Zambia should take leadership of the green construction technologies publicity and adoption processes given the supra-national construction regulator role for the entire country.

Addressed to	Timeframe	Resource Implications
Government of the Republic of Zambia	Medium term	Not applicable (part of ongoing Government business)

Recommendation 4

The ILO and its constituents i.e. the Government (Ministry of Labour and Social Security), the Employers and Workers organisations in Zambia should consider developing new technical assistance projects in Zambia addressing green job opportunities focusing on women small and medium enterprises in areas such as energy, water, sanitation and waste management where private sector interest is high and public demand is high.

Addressed to	Timeframe	Resource Implications
ILO and its constituents i.e. the Government (Ministry of Labour and Social Security), the Employers and Workers organisations in Zambia	Immediate	Not Applicable (part of the tasks of ILO)

Recommendation 5

ILO and the other UN implementing agencies should in the future:

- a) Involve fewer agencies in *UN Delivering as One* - to improve on efficiency and effectiveness, and
- b) Make it mandatory for future similar programme to produce both semi-annual and annual Technical Progress Reports for full accountability and transparency that report on accomplishments against plans.

Addressed to	Timeframe	Resource Implications
ILO and the other UN implementing agencies (FAO, UNCTAD; ITC, UN Environment)	Medium - Long-term	Not Applicable.

Recommendation 6

Government of Finland should consider providing support to ZGJP follow-up project/s to mainstream and institutionalize some of the major gains on green construction recorded in this phase.

Addressed to	Timeframe	Resource Implications
The donor	--	This would require at least USD 3-4m for a Technical Cooperation follow-up project, depending on the size of the project.

Recommendation 7

The ZGJP should organise End of Project Conference towards the very end of the final phase (that ends in October 2018) based on its lessons to be included in the Project’s final report – in order to contribute to consolidating its achievements and disseminate its lessons learnt and good practices to a wider audience and sustain the Project’s achievements. These are some topics that could be addressed:

- a) Highlight the work it has done to leverage regulatory frameworks and standards and what problems and challenges it has accounted along the way. Discuss the fact that certain specific work to change policies and standards should be continued as they entail processes that normally take long time.
- b) Highlight the obstacles for financing opportunities and services that pose real obstacles for MSMEs to take part in construction and identify which stakeholders will advocate for changes, and how, in relation to financing institutions.
- c) Clarifying the decisions made to stakeholders regarding ownership and maintenance of the demo houses.
- d) Discuss the future use (and up-dates that will be required) of the Guidelines produced on sustainable housing and environmental guidelines for the construction sector, its work on Occupational Safety and Health Policy and social protection, standards on green construction, among others.

Addressed to	Timeframe	Resource Implications
The project team	--	USD 20.000 at least would be required, of officials/experts from abroad would be invited

Annex I. Terms of Reference

1. Introduction & rationale for evaluation

The Green Jobs Programme of the Government of Zambia implemented with technical assistance from United Nations (UN) Zambia is a private sector development programme aimed at promoting sustainable enterprises, creating more and better jobs, protecting people and preserving the quality of the environment. This initiative was funded by the Government of Finland starting with an 18-month inception phase (01 January 2012 – 31 August 2013 with an allocation of US\$1,3 million). After a successful evaluation and closure of the inception phase, proceeding with a 48-month implementation phase (01 September 2013 - 31 August 2017) with an allocation of US\$12.1 million including a US\$1.1m in-kind contribution from the UN System and Government of Zambia.

To create integrated policy solutions and responses needed to address multi-dimensional challenges with efficiency gains and cost savings, the UN Technical Assistance in the Zambia Green Jobs Programme was designed and organized as a UN Joint Programme (UNJP) led by the International Labour Organization (ILO) with contributions from United Nations Environment Programme (UNEP), United Nations Conference on Trade and Development (UNCTAD), International Trade Centre (ITC) and Food and Agriculture Organization (FAO). It, therefore, makes the best use of the mandates and expertise of the UN system to deliver results while facilitating the inclusion of all relevant stakeholders. The ILO acts as both a Convener and an Administrative Agent consolidating technical and financial reports, receiving funds from the donors and passing-through funding to UN participating agencies. The disbursement of pass-through funds is based on the adoption and written approval of the technical and financial expenditure reports by the Joint Programme Steering Committee.

The Programme uses the value chain development and market systems development approaches with youth, women (gender), 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 creation of decent green jobs in the building construction sector in Zambia.

As per the UN MOU signed between the participating agencies (ILO, UNCTAD, UNEP, ITC and FAO) as well as the Standard Administrative Arrangement (SAA) or UNJP Financing Agreement between Finland and ILO as the UN Administrative Agency signed 19 August 2013, the 48-month implementation phase (01 September 2013 - 31 August 2017) with an allocation of US\$12.1 million was subjected to an independent mid-term evaluation in 2016 and is to undergo a final evaluation in March 2018 to assess the Relevance, Effectiveness, Efficiency, Impact and Sustainability of the programme.

The purpose of the final evaluation is to assess the extent to which the programme objectives have been achieved and at assessing the impact of the programme particularly on improving the status of the beneficiaries. The final evaluation will also be forward-looking by identifying lessons learnt and best practices for both accountability and for informing future interventions.

ILOEVAL will lead the coordination of the independent evaluation of this ILO-led UNJP, appointing an evaluation manager who will oversee the selection of independent evaluators and manage the evaluation process to the final report and dissemination.

2. Brief background on project and context

Project codes	TC symbol: ZAM/13/01/FIN
Project duration	01/01/2012 – 31/08/2013 (18 months). Inception (closed) 01/09/2013 – 31/08/2017 (48 months). Implementation (current)
Geographical coverage	Zambia
Donor	Government of Finland
Budget	1. 18-month Inception Phase US\$1,3 million 2. 48-month Implementation Phase US\$12.1 million 3. Sum-total US\$13,4 million

The Zambia Green Jobs Programme was part of the Zambia Revised Sixth National Development Plan and UN response to the growing consensus over the importance of placing employment at the centre of all national development efforts in order to reduce the rising challenge of unemployment, especially among women and young people; the growing inequalities and the deepening levels of poverty and reduction of the impact of economic and social activities on the environment - despite the growth, low inflation and high levels of foreign direct investment Zambia has recorded in recent years.

The Programme development objective is to enhance competitiveness and sustainable business among MSMEs in Zambia's building construction sector. The Zambia Green Jobs Programme intended 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:

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.

The building construction industry, especially the residential housing sub-sector, offers excellent potential for broad-based wealth and job creation due to its high labour intensity, low entry barriers for semi-skilled and unskilled labour, and high concentration of MSMEs. At the same time, the quality of employment is just as important as the creation of employment itself. The construction 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. Poor living and working conditions reflect the absence or weakness of regulation, governance and enforcement of existing labour and social policies, laws and programmes for workers in the construction sector. The UN Green Jobs Programme promotes better adherence to occupational safety and health regulations as well as access to better managed and more gender equitable basic social security benefits to motivate and enhance employee productivity.

Link to Relevant Frameworks and National Development Plans

The evaluation will assess the programme's link to relevant national and international development frameworks such as:

- i. National Development Plans
- ii. The Vision 2030
- iii. The MSME Policy
- iv. Jobs and Industrialisation Strategy
- v. The United Nations Development Assistance Framework (UNDAF) and subsequently the United Nations Sustainable Development Partnership (UNSDP).
- vi. Other relevant frameworks and policy that are in the programme realm.

Programme Management Arrangement:

The project is managed by an International Chief Technical Advisor (CTA) based in the Programme Office in the ILO Lusaka Office and reports to the ILO Lusaka Office Director. The CTA is the principal staff responsible for Programme implementation, supervising 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 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 logframe.

The CTA is supported by a Programme Manager and a team of National Professional Project Officers responsible for various components and also based in the Programme Office in ILO Lusaka. A National Steering Committee including the development partner Finland is also established to provide overall governance structure at the national level. At the local level, interventions are being managed by local institutions representing the beneficiaries and local private sector partners and organizations. The Programme is technically backstopped by a number of specialists based in the ILO Decent Work Support Team office in Pretoria, UNEP Office in Nairobi, FAO Office in both Lusaka and Rome as well as ITC and UNCTAD in both their separate offices in Geneva.

Previous Evaluations: The Mid-term Evaluation:

The programme had a mid-term evaluation in March 2016. A number of recommendations were made by the evaluation team. The programme responded to the recommendation, a number of reviews were made to the programme logical framework, indicators and programme targets.

3. Purpose, scope, focus and clients of the evaluation

Purpose

The programme has been implemented for four years (2013-2017) and is expected to close in April 2018. The objectives of the final evaluation are to generate knowledge; assess the efficiency and effectiveness of the programme; assess the relevance and sustainability of outputs as a contribution to longer-term outcomes that can be replicated in other sustainable areas that can result in creation of decent green jobs especially for youths and women.

The final evaluation will focus on the entire implementation period.

The Evaluation Questions

The independent final evaluation will serve two main purposes:

- i. Give an independent assessment of progress of the Programme across the three outcomes outlined in the programme document; assessing performance as per the foreseen targets and indicators of achievement at output, outcome and impact levels both intended and unintended; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities in Zambia;
- ii. Provision of recommendations for scale up or possible replication to other sectors based on the findings and lessons learnt during programme implementation.

Scope

The independent evaluation will cover all outcomes of the Zambia Green Jobs Programme, with particular attention to coherence and synergies across components and participating agencies and partners. The evaluation will assess all key outputs that have been produced since the start of the programme. The evaluation will also assess the implementation of the recommendations made by the Finland/ILO review team of the end of inception phase and the mid-term evaluation recommendations. In particular, the evaluation will make recommendations regarding:

- Progress made towards achieving outcomes
- Internal and external factors that influenced speed of implementation
- Management of the operations, including staff management
- The extent of government buy-in, support and participation in the initiative
- Strategic fit of the initiative within the context of national development plans and strategies
- Relevance of the initiative within national development priorities/frameworks
- Synergies with other relevant private sector development programmes and activities
- Strategic project fit with the Finnish Private Sector Development Strategy
- Knowledge management and sharing
- Results based measurement and impact assessment systems

Clients

The primary clients of the evaluation are the Government of Finland as donor of the initiative, the Government of Zambia as a recipient country, its social partners and the UN System as technical partner of the Programme including UN offices and staff involved in the initiative. All parties involved in the execution of the programme would use, as appropriate, the evaluation findings and lessons learnt.

4. Evaluation criteria and questions

The evaluation will address 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 norms⁷³ and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the UN, the evaluation will focus on identifying and analysing results through addressing key questions related to the

⁷³ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.

Key Evaluation Questions

The following key areas will guide the final evaluation:

i. Relevance:

- Was the programme relevant to the achievements of the outcomes in the Revised National Development Plan, the UNDAF and the country assistance plans?
- Strategic alignment with:
 - a) the Finnish “Country Strategy for Development Cooperation with Zambia 2014–2017”
 - b) various regional and sub-regional commitments
 - c) activities of the UN or non-UN international development aid organizations at the local level
- Are the assumptions that went into the design of the project still relevant?

ii. Validity of design

- The adequacy of the design process (Is the project design logical and coherent)? What internal and external factors have influenced the ability of the ILO to meet projected targets?
- Do outputs causally linked to the intended outcomes that in turn link to the broader development objective? Has the design clearly defined performance indicators with baselines and targets?
- Considering the results that were achieved so far, was the project design realistic?
- How have gender issues been addressed in the project document?

iii. Programme effectiveness

- To what extent did the Programme achieve its overall objectives? 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? Did the benefits accrue equally to men and women? If not, to what extent did men and women experience the project benefits differently?
- What partnerships were established and which ones worked well? What were the underlying reasons for the partnerships working well?
- In which area (geographic, component, issue) does the programme have the greatest achievements so far? Why and what have been the supporting factors?
- Which factors contributed to or limited the achievement of results?
- Are there any unintended results and multiplier effects of the programme?

iv. Efficiency of resource use

- Was the process of achieving results efficient? Specifically did the actual or expected results (outputs and outcomes) justify the costs incurred? Were the resources allocated and used strategically to achieve broader programme objectives?
- Were the programme activities/operations in line with the schedule of activities as defined by the programme team and work plans?
- Were the disbursements and programme expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Were they being used efficiently?
- How efficient was the programme in utilizing project resources to deliver the planned results?

v. Effectiveness of management arrangements

- Were the available technical and financial resources adequate to fulfil the programme plans?
- Was the management and governance arrangement of the programme adequate?
- Were the targets and indicators sufficiently defined for the programme? Was a monitoring & evaluation system in place and how effective was it? Was the data disaggregated by sex (and by other relevant characteristics if relevant)?
- Was the project receiving adequate administrative, technical and - if needed - political support from the participating UN offices; specialists in the field and the responsible technical units in headquarters and from its national partners/implementing partners?
- Was the programme collaborating with other PSD programmes and with other development partners in the country/region to increase its effectiveness and impact?
- Have the project management and stakeholders implemented the mid-term evaluation recommendations?
- To what extent has the project implemented the mid-term evaluation recommendations

vi. Impact orientation and sustainability

- Was the programme strategy and programme management steering towards impact and sustainability?
- Did the programme build the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes, etc.) to ensure sustainability?
- Assess whether programme results and /or activities were sustainable (to what extent is it likely that the capacities built and project activities will continue to deliver benefits for groups over the long term?) and identify steps that can be taken to enhance the sustainability of project components and objectives
- What is the overall impact of the project?

vii. Lessons learned

- What best practices can be learnt from the programme that can be applied to similar future programmes?
- What should have been done differently, and should be avoided in such programmes in future.

5. Methodology

The evaluation will be carried out through a desk review and a field visit to the Programme sites and implementing partners. Consultations with relevant units and officials in Geneva, Pretoria and Nairobi will be done and the method for doing so will be decided by the evaluation team. The independent evaluation team will review inputs by all UN and non UN stakeholders involved in the Programme, from staff, constituents and a range of partners from the private and civil sectors.

The evaluator is expected to frame the evaluation effort using the criteria of relevance, effectiveness, sustainability and impact. All data collected should be disaggregated by gender and age at the minimum and the data analysis plan should be outlined and shared with the evaluation manager. There should be multiple data collection methods that should solicit both qualitative and quantitative data which should be analysed as such from the target respondents.

Desk review

A desk review will analyze Programme and other documentation including the approved document, logframe, End of Inception Phase report, Mid-term evaluation report, annual and semi-annual reports provided by the Programme management, Field and HQ backstopping Officers' reports. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the Evaluation Manager. The evaluation team will review the documents before conducting any interview.

Interviews with key stakeholders

A first meeting will be held with the ILO Director of Lusaka Country Office and with the Programme Team. In addition, the consultant will interview representatives of the donor. After that the evaluation team will meet relevant stakeholders including members of the Steering Committee and technical working groups as well as project beneficiaries to undertake more in-depth reviews of the respective national strategies and the delivery of outputs and outcomes of the respective components in the country. It will also hold interviews with UN backstopping offices in Pretoria, Nairobi and Geneva. Around the end of the data collection from the field, the evaluation team will make a debriefing to the ILO Director of Lusaka Office, the programme team and the evaluation manager.

6. Main outputs

The main deliverables of the evaluation are:

- a) An inception report- upon the review of available documents and an initial discussion with the project management (EVAL Guidelines –Checklist 3). The inception report will:
 - Describe the conceptual framework that will be used to undertake the evaluation;
 - Elaborate the methodology proposed in the TOR with changes as required;
 - Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions, data collection methods, sampling and selection criteria of respondents for interviews
 - Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones;
 - Set out the list of key stakeholders to be interviewed and the tools to be used for interviews and discussions.
 - Set out outline for the final evaluation report

- b) Preliminary Findings to be shared with the ILO and then presented at a stakeholders' workshop at the end of evaluation mission.
- c) First draft of Evaluation Report (Checklist 5 to be provided to the Consultant) -to be improved by incorporating Evaluation manager's comments and inputs. The Evaluation Manager holds the responsibility of approving this draft. The draft review report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 14 working days).
- d) Final draft of evaluation report incorporating comments received of ILO and other key stakeholders. The report should be no more than 30 pages long excluding annexes with executive summary (as per ILO standard format for evaluation summary). The quality of the report will be assessed against the EVAL checklist 5, 6 and 7 to be provided to Consultant). Any identified lessons learnt and good practices will also need to have standard annex templates (1 lessons learnt per page to be annexed in the report) as per EVAL guidelines. The report should also include a section on output and outcome level results against indicators and targets of each project.

Below is the suggested structure for the evaluation report (Check list 5 to be provided to the Consultant):

1. Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
2. Table of contents
3. Acronyms
4. Executive Summary
5. Background on the project and its intervention logic
6. Purpose, scope and clients of evaluation
7. Methodology and evaluation questions
8. Review of implementation
9. Presentation of findings
10. Conclusions and Recommendations (including to whom they are addressed)
11. Lessons Learnt and potential good practices and models of intervention/Possible future directions
12. Annexes (list of interviews, overview of meetings, proceedings stakeholder meetings, other relevant information). The deliverables will be circulated to stakeholders by the evaluation manager and technical clearance for the deliverables will come from the evaluation manager. The evaluation report will be in English.

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

7. Management arrangements, work plan & time frame

Composition evaluation team

The evaluation team will consist of a lead evaluation consultant and one supporting consultant. The lead consultant will be responsible for the evaluation report. He/she will be a highly qualified senior evaluation specialist with extensive international experience from evaluations and ideally also the subject matter in

question: inclusive green growth and decent, green jobs. The supporting consultant will have particular experience in the areas of small enterprise development and job creation. The supporting consultant should be familiar with the Zambian context and speak the main local language. The evaluation team will agree on the distribution of work and schedule for the evaluation and stakeholders to consult.

Evaluation Manager

The evaluation team will report to the Evaluation Manager (Simbarashe Sibanda, sibanda@ilo.org) and should discuss any technical and methodological matters that arise with the Evaluation Manager. In addition, the Evaluation Manager will be supported by the Regional Evaluation Officer, Mr Gugsu Farice (farice@ilo.org). The evaluation will be carried out with full logistical support and services of the Zambia Green Jobs Programme, with the administrative support of the ILO Office in Lusaka.

Work plan & Time Frame

The total duration of the evaluation process is estimated to be 26 working days for the independent lead consultant and the supporting consultant over a 6 week period from 5 March – 9 April 2018. The consultants will spend at least 14 working days in Zambia.

Evaluation Phases

The evaluation is foreseen to be undertaken in the following main phases and time period aiming for submission of the final evaluation report to the donor no later than 30 April 2018.

Deliverable	Content	Timing	Responsible	Payment Schedule
Contract Signing				10%
Inception Report	Review team clarifies timing and method of review	4 th March, 2018	Review team	15%
Presentation of Initial Findings	Initial Findings presented to ZGJP Management Team	27 th March, 2018	Programme Management??	
Draft evaluation Report	Full report in line with the ToRs with lessons learnt and recommendations	2 nd April, 2018	Programme Management??	40%
Stakeholder Dissemination Workshop Report	Dissemination yt7yQworkshop report with key points noted	4 th April, 2018	Consultant	
Final Evaluation Report with Executive Summary	Revised report with a trail of all comments addressed and an executive summary	9 th April, 2018	Consultant	35%

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

- The team leader will submit a draft evaluation report to the evaluation manager.
- The evaluation manager will forward a copy to key stakeholders for comment and factual correction.
- The evaluation manager will consolidate the comments and send these to the team leader.

- The team leader will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager
- The Evaluation Manager/ the Regional Evaluation Focal person/ will forward the report to EVAL for approval.
- The evaluation manager officially forwards the evaluation report to stakeholders and PARDEV.
- PARDEV will submit the report officially to the donor.

Budget

A budget is allocated for this evaluation and is under the full control of the evaluation manager for engagement of the Lead and Supporting consultants, international and domestic travels and organization of workshops and consultative meetings with stakeholders.

For the Lead Consultant:

- Fees for the lead consultant for 26 days
- Fees for international travel from consultants' home to Lusaka in accordance with ILO regulations and policies
- Fees for DSA during the country visit

For the Supporting Consultant:

- Fees for one supporting consultant for 26 days
- Fees for local DSA for any country travel deemed necessary

For the evaluation exercise as a whole:

- Fees for local travel in-country
- Stakeholder workshop expenditures
- Any other miscellaneous costs

A detailed budget will be prepared by the Evaluation Manager with support from the Programme Team.

viii. Key qualifications and experience of the Evaluation Team

The **Lead consultant** should have the following qualifications:

- Master degree in Business Management, Economics or related graduate qualifications
- A minimum of 10 years of professional experience specifically in evaluating international development initiatives in the area of green economy, green jobs, skills, employment, micro enterprises, entrepreneurship, business finance, policy and management of development programmes, preferably in Africa.
- Demonstrated expertise and capability in assessing UN joint programmes, business support services in support of micro-enterprise development including entrepreneurship and small business management training, access to finance, business linkages and markets.
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System.

- Understanding of the development context of the programme country (Zambia) would be a clear advantage.

The **Supporting consultant** should have the following qualifications:

- Master degree in Business Management, Economics or related graduate qualifications
- A minimum of 5 years of professional experience specifically in evaluating development projects/programmes in green economy, green jobs, skills, employment, micro enterprises, entrepreneurship, business finance, policy and management of development programmes, preferably in Africa.
- Demonstrated expertise and capability in assessing UN joint programmes, business support services in support of micro-enterprise development including entrepreneurship and small business management training, access to finance, business linkages and markets.
- A track record of conducting various types of evaluations, including process, outcome and impact evaluations in Zambia and preferably in the area of small enterprise development and job creation.
- Knowledge and experience of the UN System
- Excellent communication and interview skills, speak the main local language.

Annex II. Methodology

Methodology, approach, norms and standards in the evaluation process

The evaluation has applied **qualitative methods to gather both qualitative and quantitative data** and information. In processing and analysing the collected qualitative information, content analysis, process tracing and outcome mapping were used to arrive at evaluation conclusions. **Quantitative data was drawn from secondary sources** only, as there was no scope to carry out a survey to gather quantitative data. The evaluation studied the overall context in which the Project is operating and the documentation review was undertaken throughout the evaluation field mission, as more documents were gathered during the fieldwork in Zambia and in the encounters with the stakeholders. Based on the initial documentation review, a preparatory briefing with the ILO was held, prior to the submission of the Inception Report, and prior to the data collection phases in Zambia.

Methodological triangulation was used, involving more than one data gathering method, consisting of a comprehensive document review resulting in an Inception Report; field visits; meetings; in-depth interviews (with stakeholders and partners in Zambia, as well as former staff and informants based in other countries); Focus Group Discussions; observations; e-mail correspondence and brief written questions to selected respondents. Emphasis on triangulation was not only made to increase the credibility and validity of the results, and cross-check information to minimise any bias – but also to deepen the evaluator’s understanding of the Project and circumstances that impacted on the performance and results. Qualitative content analysis was used to analyse the gathered information and “rival” explanations. The data collection process was participatory in nature to encourage all key actors to share information, experiences and knowledge – thus contributing to the findings. The evaluator adhered to ethical standards in the analysis of gathered/processed data and in the reporting, and paid attention to avoid conclusions to be influenced by statements or views given by any particular party.

The evaluators carried out visits in **Lusaka, Northwestern and Copperbelt Province during March-April 2018**. Focus Group Discussions (FGD) were carried out with SMEs and groups of entrepreneurs who are the ultimate beneficiaries of the Project. Approximately 50 in-depth interviews, in total, were carried out with a) the ZGJP staff including the “technical back stoppers”; b) ILO constituents (government, employers and workers organisations); c) semi-government agencies, financial institutions and private sector agencies, and NGOs.

Questions to Zambia Green Jobs staff members in Lusaka sent by e-mail:

1. Lessons and good practices

a) Lessons and good practices of the ZGJP were shared with the evaluation team. **To what extent have you participated** in determining the lessons learnt and good practices of the Project to date?

I contributed fully	I only contributed partially	I have not yet contributed

b) To what extent do you think that the lessons and good practices **reflect your own experience** of the Project and its implementation?

Fully	Not quite	Not at all	I have no opinion/I have not seen them

2. Quality of support received

How do you rate the overall availability and **quality of the technical support** received from the “Backstoppers” to the Project (FAO, ITC, ILO, UNEP and UNCTAD)?

Excellent	Good	Satisfactory	Not satisfactory

Please explain:.....

3. Project’s achievements

a) Could you mention **three key achievements** of the ZGJP that are you most proud of/pleased about?

.....

b) Which were the **factors** behind those achievements?

.....

4. Project working in unison

To what extent has the different **UN units worked in unison** to produce outputs and reach the outcomes? (Here we mean: having common understanding, approaches, methods and “working culture”)

Fully in unison	Partially in unison only	Not at all in unison

Please explain:.....

5. Obstacles and/or challenges?

a) Have you faced **any particular obstacles or challenges** when performing your job in the project? If, yes, please describe briefly:

.....

b) To what extent did we were you able to **overcome** the obstacles/challenges to date?

Fully	Partially	Not at all

Kindly explain:.....

6. What could have been done differently?

In hindsight, what could the Project **have been done differently** to reach the set Outcomes? (*This could include the project design, implementation and cooperation within the project and with the partner organisations– or any work related aspect of the Project that you wish to highlight*)

.....

7. Finally, how do you rate the Project’s overall achievements to date?

Excellent	Good	Satisfactory	Not satisfactory

Norms, standards and ethics

The evaluation was carried out in accordance with the UN Evaluation Group (UNEG) Norms and Standards (up-dated in 2016), and OECD/DAC’s recommendations⁷⁴, as well as the ILO’s Evaluation Policy Guidelines. It has also adhered to ethical standards and codes of conduct, when gathering of information in order to protect those involved in the evaluation process. Thus, confidentiality of the respondents was respected in field visits, and in interviews.

As much as possible, the evaluation applied triangulation/cross-checking and observations to increase the credibility and validity and also to minimize any subjective conclusions.

Regarding gender equality, and gender concerns, which are both cross-cutting issues in the Project, and is specifically manifested in one output of the Project, the evaluation paid attention to UNEG’s Norm 8, on human rights and gender equality. The Norm states that the universally recognized values and principles of human rights and gender equality need to be integrated into all stages of an evaluation (UNEG Norms and Standards for Evaluation, 2016). Thus, gender-related aspects were identified in the process of data collection, analysis and report writing.

⁷⁴ The evaluation is guided by the ILO Policy Guidelines for Results-based Evaluation: principles, rationale, planning and managing for evaluations (2013) and ILO Guidance Note No.4: Integrating Gender Equality in Monitoring and Evaluation of Projects (March 2014).

Annex III. Documents consulted

- Project Document, Zambia Green Jobs Programme (ZGJP), ILO.
- ZGJP Annual Reports.
- Logical Framework, ZGJP.
- Vision 2030, “A Prosperous Middle-Income Nation by 2030, December 2006, Republic of Zambia.
- Revised 6th National Development Plan 2013-2016, Ministry of National Development Planning, Zambia.
- 7th National Development Plan 2017-2021, Ministry of National Development Planning, Zambia.
- ZGJP Brochure.
- Annual and Technical Progress Reports, ZGJP.
- Mid- term Evaluation Report, ZGJP.
- Adding Value, Gender and the Zambian building construction industry, ILO 2012.
- The 2018-2020 Medium Term Expenditure Framework and the 2018 Budget, Immediate media release, Sunday, 10 September, 2017.
- 2014 Labour Force Survey report, Central Statistics Office, Lusaka, Ministry of Labour and Social Security.
- Industrialization and Job Creation Strategy (2012-2016).
- In Zambia, A Need for Faster and More Productive Job Creation, Feature Story, World Bank Group, June 13, 2017.
- Zambia Green Jobs Programme Baseline Survey – Final Draft Report, Version 8th September 2014.
- Zambia 2017, by Peter Engbo Rasmussen, Colleen Zamba and Elda Chirwa (www.africaneconomicoutlook.org).
- Results strategy for Sweden’s international development cooperation in Zambia 2013–2017, Swedish Ministry of Foreign Affairs.
- ILO Policy Guidelines for Results-based Evaluation: principles, rationale, planning and managing for evaluations (2013) and ILO Guidance Note No.4: Integrating Gender Equality in Monitoring and Evaluation of Projects (March 2014).
- Financing social security coverage for informal construction workers in Zambia: design of a flat social protection contribution in the construction sector. Policy Brief, April, 2018, ILO Lusaka.
- ZGJP Results at a glance as at March 2018.
- Zambia Nationally Intended Contribution (2016).
- Partnering for improved livelihoods and climate change mitigation (Factual brochure).

Annex IV. ZGJP National Steering Committee

The Project's Steering Committee Members are from the following institutions and organisations:

Government of the Republic of Zambia

Ministry of Transport, Works, Supply and Communication Housing policy and Local authorities; Ministry of Local Government and Housing Environment; Ministry of Lands, Natural Resources and Environmental Protection Employment, Social Protection and Occupational Safety and Health; Ministry of Labour and Social Security MSME policy, investment and finance; Ministry of Commerce Trade and Industry.

Employers organisations

Employers Federation; National Association of Medium and Small Scale Contractors (NAMSSC); Zambia Association of Women in Construction (ZAWIC); Association of Building Contractors and Engineering Consultants (an affiliate of Zambia Federation of Employers (ZFE)).

Workers organisations

National Union of Building Engineering General Workers (NUBEGW) (an affiliate of Zambia Congress of Trade Unions (ZCTU))

Donor Agency

Embassy of Finland in Zambia⁷⁵.

Current Steering Committee Members, Green Jobs Programme⁷⁶

#	NAME	SURNAME	JOB TITLE	MEMBER ORGANIZATION
1	John	Mulongoti	Director of Industry CHAIRPERSON	Ministry of Commerce, Trade and Industry
2	Paul	Golson	Honorary Member VICE CHAIRPERSON	Association of Building and Civil Engineering Construction
3	Matti	Tervo	Counsellor	Embassy of Finland (FINLAND)
4	Alexio	Musindo	Director	International Labour Organization (ILO) Lusaka
5	Jens Dyring	Christensen	Senior Enterprise Specialist	Decent Work Team, ILO Pretoria
6	George	Okech	Representative	Food and Agriculture Organization in Zambia (FAO Zambia)
7	Geoffrey	Chomba	Assistant Representative	Food and Agriculture Organization in Zambia (FAO Zambia)
8	Harrington	Chibanda	Chief Executive Officer	Zambia Federation of Employers (ZFE)
9	Hilary	Hazele	Economist	Zambia Federation of Employers (ZFE)
10	Bryson	Nyirenda	Secretary General	National Union of Building and Engineering and General Workers (NUBEGW)
11	Cosmas	Mukuka	Secretary General	Zambia Congress of Trade Unions (ZCTU)
12	Danny	Simumba	Secretary General	National Association of Medium and Small Scale Contractors (NAMSSC)
13	Constantino	Mwembela	Senior Inspector / EIA	Zambia Environmental Management Agency (ZEMA)
14	Queen B.C	Chisha	Vice President	Zambia Association of Women in Construction (ZAWIC)

⁷⁵ Source: ZGJP Project Document, final version.

⁷⁶ Source: ILO, Lusaka

#	NAME	SURNAME	JOB TITLE	MEMBER ORGANIZATION
15	Danny	Mfuno	Director	Ministry of Works and Supply
16	Mukuka	Chibwe	Director	Ministry of Local Government
17	Mbumwawe	Silumesi	Assistant Director Housing	Ministry of Housing & Infrastructure
18	George	Kashinka		Ministry of Labour and Social Security (MoLSS)
Former Members				
1	Anu	Hassinen	Counsellor	Embassy of Finland (FINLAND)
2	Tobias	Mulimbika	Director, CHAIRPERSON	Ministry of Commerce, Trade and Industry
3	Chimuka	Nyanga	Secretary General, VICE CHAIRPERSON	Association of Building and Civil Engineering Construction
4	Andreas	Klemmer	Director/ Former Enterprise Specialist	International Training Centre of the ILO (ITCILO)
5	Jukka	Tissari	Lead Technical Officer	Food and Agriculture Organization in Zambia (FAO Zambia)
6	Kakoma	Chivunda	Director OSH	Ministry of Labour and Social Security (MoLSS)

**Presentation of the Evaluation's Preliminary findings
NSC Meeting 20 April 2018, Pamodzi Hotel, Lusaka**

NSC Members and ZGJP Project Staff and guests attending:

Paul	Golson	Secretary General VICE-CHAIRPERSON	Association of Building and Civil Engineering Construction
Matti	Tervo	Counsellor	Embassy of Finland (FINLAND)
Felician	Ngosa	Chief Inspector	Ministry of Labour and Social Security (MoLSS)
Luke	Makinishi	Director - Education	Zambia Congress of Trade Unions (ZCTU)
Danny	Simumba	Secretary General	National Association of Medium and Small Scale Contractors (NAMSSC)
George	Okech	Country REP	FAO
Constantino	Mwembela	Principal Inspector	Zambia Environmental Management Agency (ZEMA)
Chama	Bwalya	Secretary General	Zambia Association of Women in Construction (ZAWIC)
Jeff	Phiri	Senior architect	Ministry of Works and Supply
Mukuka	Chibwe	Assistant Director	Ministry Of Local Government (MLG)
Davison	Tembo	phdo	Min of Housing and Infrastructure Development
Hazele	Chilala	ASST.Director	Zambia Federation of Employers (ZFE)
Simbarashe	Sibanda	Eval Manager	ILO-Harare
Lotta	Nycander	Evaluator (presenter)	Evaluator, Team leader of the Evaluation and presenter of the findings
Mushiba	Nyamazana	Evaluator	Evaluator, team member in the evaluation
PROJECT STAFF and secretariat			
Tapera	Muzira	CTA	Zambia Green Jobs Programme
Barbara	Mmembe	FAA	Zambia Green Jobs Programme
Evans	Lwanga	PM	Zambia Green Jobs Programme
Tommy	Mateo	M & E	Zambia Green Jobs Programme
George	Mukosiku	NPO OSH	Zambia Green Jobs Programme
Cassandra	Lundu	NPO- Forestry	Zambia Green Jobs Programme
Musoli	Kashinga	NPO- POLICY	Zambia Green Jobs Programme
Chileshe	mwamba	NPO - UNCTAD	Zambia Green Jobs Programme
Laura	Hamusute	Communications	Zambia Green Jobs Programme
Lorenzo	Tosini	PGM- OFFICER	UNCTAD
Geoffrey	Chomba	AFAOR	Food and Agriculture Organization in Zambia (FAO Zambia)
Tendai	Sibanda	Driver	Zambia Green Jobs Programme
Patson	Tembo	Driver	Zambia Green Jobs Programme

Annex V. Persons interviewed and consulted

Name	Designation and organisation
International organisations	
Alexio Musindi	Director, ILO Country Office (Malawi, Mozambique and Zambia)
Tapera Muzira	Chief Technical Adviser, ZGJP, ILO
Evans Lwanga	Programme Manager, ZGJP, ILO
Tommy Mateo	National Project Officer Monitoring and Evaluation, ZGJP, ILO
George Mukosiku	OSH Manager, ZGJP, ILO
Musoli Kashinga	Enterprise and Environment Manager, ZGJP, UN Environment
Cassandra Lundu	Forestry Manager, FAO, ZGJP
Barbara Mmembe	Finance and Administration, ZGJP, ILO
Malambo Simulyampondo	Finance and Administration, ZGJP, ILO
Luca Pellerano	Chief Technical Advisor, Social Security (Malawi, Mozambique and Zambia), ILO
Jeremy Mbairamadi	FAO, Rome
Yaya Quattara	ITC, Geneva
Fiorina Mugione	UNCTAD, Geneva
Lorenzi Tosini	UNCTAD, Geneva
Chileshe Mwamba	Consultant, UNCTAD/ITC
Nsangu Siwale	Consultant, UNCTAD/ITC
Patrick Mwesigye	UN Environment, Nairobi
Sylvia Munuhe	Programme Assistant, UN Environment, Nairobi
Nelson Kimanzi	Programme Assistant, UN Environment, Nairobi
Tervo Matti	Embassy of Finland, Zambia
Kees van der Ree	Consultant (Former Head, Green Jobs Programme, ILO Hqs)
Zila Milupi Bluseke	(Former) Enterprise, ZGJP
Helene Thor	Communications Officer, ILO ROAP (former JPO Communications and Public Information)
Jennifer Hahn	PARDEV, ILO HQs, Geneva
Raky Kane	PARDEV, ILO HQs, Geneva
National and government organisations/institutions, private sector organisations and beneficiary groups in Zambia:	
Francis Mpampi	Deputy Director, Ministry of National Development Planning
Kakoma Chivunda	Former Director, Ministry of Labour and Social Security
George Kashinka	Act. Director, OSH, Ministry of Labour and Social Security
Toni Domingo	Director Social Security, Ministry of Labour and Social Security
Mbumwae Silumesi	Asst. Director, Housing Department, Ministry of Housing
Ignatius N. Makumba	Director Forestry, Forestry Department, Ministry of Lands and Natural Resources
Chibwe Mukuka	Assistant Director, Ministry of Local Government
Chance Kaonga	Principal, NCC Construction School, National Council for Construction (NCC)
Sidney Mutale	Acting Manager, University of Zambia Technical Development and Advisory Unit
J. Banda	Project Engineer, University of Zambia Technical Development and Advisory Unit
Mulambwa Imasiku	Project Engineer, University of Zambia Technical Development and Advisory Unit
Fabian Banda	Project Engineer, University of Zambia Technical Development and Advisory Unit
Margaret Nalumino	Business Development and Marketing Officer, University of Zambia Technical Development and Advisory Unit
Amos	University of Zambia, Technical Development and Advisory Unit

Name	Designation and organisation
Prisca Shapole	Senior Standards Development Officer (Chemistry and Engineering Division), Zambia Bureau of Standards, (ZABS)
Hilary Chilala Hazele Chembe	Manager, Economics and Policy, Zambia Federation of Employers (ZFE)
Name?	Director for Public Affairs, Zambia Congress of Trade Unions
Jeff Banda	Director for Education and Training, Zambia Congress of Trade Unions
Constantino Mwembela	National Union of Building engineers and gender workers (NUBEGW)
Fredrick Muyano	Zambia Environmental Agency (ZEMA)
Mason Mwiinga	Zambia Environmental Agency (ZEMA)
	Director Contribution and Benefits, National Pension Scheme Authority (NAPSA)
Mukula Makasa	Director – Enterprise Development, Zambia Development Agency (ZDA)
Gabriel Masentekwa	Manager – Training, Zambia Development Agency (ZDA)
Marion Mutuna	Sales Manager South Region Zambia State Insurance Corporation (ZISC)
Chris Jannou	Zambia International Property Expo
Sainet Lushipi	Lumwana Community Business Association
Webby Sinkala	Credit Analyst, Atlasmara Commercial Bank
Freddie Kandiwo	Head of Credit, Mfinance
Chama C. Bwalya	Secretary General, ZAWIC
Melanie Chirwa	Programme Coordinator, Peoples’ Process on Housing And Poverty in Zambia (PPHPZ)
Director	TEVETA
Beenzu Chitenge	Thorn Park Construction Training Centre
Dorothy Musangu	FOCUS GROUP DISCUSSION with ZGJP beneficiaries at ZAWIC
Joyce Katilungu	
Omba Lacey	
Fabian Mulenga, Dry wall partitioning and ceilings international competitor	FOCUS GROUP DISCUSSION with ZGJP beneficiaries
Trywell Phiri, Dry was partitioning and ceilings graduate	
Richard M. Chiluba, Power Electricals and OSH graduate	
George Kalungu, OSH graduate	
Chiti Matomombo, Dry wall partitioning and ceiling competitor	
Christine Mukuka, Power electricals and OSH	
Better Chota, OSH graduate.	
Michael Kabungo	Town Services Superintendent Kalumbila Town Development Corporation (KTDC), North-Western Province

Name	Designation and organisation
Winnie Kakunta	Senior Community Relations Officer, (Community Development – Corporate Social Responsibility Dept.), Lumwana Mine Corporation (LMC)
Sarah Lunda Simbao	Provincial Forestry Officer, Department of Forestry, Solwezi
Muyunda Mulako	Provincial Forestry Officer, Department of Forestry, Solwezi
Emma Kutapa Chilila	District Forestry Officer Department OF Forestry, Solwezi
Raymond Lukomona	Provincial Planner; Department of Physical Planning, Ministry of Local Government, North-Western Province
Chrince H. Mulenga	Field Survey Officer, Department of Physical Planning, Ministry of Local Government, North-Western Province
Maggie Kabunda Miriam Nyale Geoffrey Mafuta Fumpa Borre	FOCUS GROUP DISCUSSION with agro-forestry beneficiaries (Farmers), in SOLWEZI
Chinyama Chisambwe Webby Mulevu Benedicto Choongo Beatrice Kipopo	FOCUS GROUP DISCUSSION with agro-forestry beneficiaries (Farmers), SOLWEZI
Richard Banda	Principal, Zambia Forestry College (ZFC), Kitwe
Innocent Mwaiba	Training Officer, Zambia Forestry College (ZFC), Kitwe
Patrice Shawa	Dean, Zambia Forestry College (ZFC), Kitwe
Danny Simumba	Secretary General, National Association of Medium and Small Scale Contractors (NAMSSC)
Professor Ephraim Munshifwa	Dean, Copperbelt University School for the Built Environment, Kitwe
William Bwalya	Zambia National Association of Saw Millers (ZNAS), Kitwe President, ZNAS
Michelo Silungwe	Director Fund Management, Workers Compensation Fund and Control Board (WCFCB), Ndola
Gilbert Chilekwa	Chamia Enterprises and Chairman Copperbelt and Saw millers and Timber Growers' Association (COSTIGA)
Ivy Chewes Chilumbu	Status Maintenance Systems Ltd., and Treasurer in COSTIGA
Loretta K.S. Kwenda	Secretary, Copperbelt Saw millers and Timber Growers' Association (COSTIGA)

Annex VI. Lessons learned

Project Title: Zambia Green Jobs Programme: Enhancing competitiveness and sustainable business among MSMEs in Zambia's building construction sector

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

Name of Evaluators: Lotta Nycander and Mushiba Nyamazana

Date: 29 June 2018

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

LL Element: Transparency and accountability through Project progress reporting.

Brief description of lesson learned (link to specific action or task)	For the purpose of transparency and accountability, future Joint UN Projects should ensure that regular narrative accounts on implementation <i>against</i> operational plans/results based frameworks - are produced, as well as quantitative targets accounts on biannual basis.
Context and any related preconditions	Most ILO technical cooperation projects produce quarterly or biannual technical progress reports, as well as annual reports. The UN Joint ZGJP has Annual (narrative) Reports, which serve the purpose of marketing tools attracting the interest of the private sector and industry players rather than the purpose of accounting for progress, achievements and challenges faced. The Project produces progress in figures in separate sheets - however without narratives attached to the results.
Targeted users / Beneficiaries	The users are the stakeholders and partners of the Project, officials of the implementing agencies – the latter who monitor the activities and progress of the Project. Users are also the Project staff, donors and evaluators and perhaps also consultants recruited to the Project to undertake specific assignments to further the objectives of the Project.
Challenges /negative lessons - Causal factors	The ZGJP Annual Reports are not produced with the purpose of accounting for work done/progress made vis-à-vis operational plans, the LFA or the Strategic Framework. For an external evaluation it was not easy to know from the reports what exactly was done, why, when, by whom, and <i>what it took</i> to accomplish the results (self-monitoring or self-analysis).
Success / Positive Issues - Causal factors	The Annual reports are attractive and reader – friendly with photographs – and could be replicated in other projects.
ILO Administrative Issues (staff, resources, design, implementation)	The administrative point here is that ILO should ensure at the onset in its agreements with its partners that reporting quality of projects are not compromised (i.e. in terms of transparency and accountability and in terms of reporting against its logical/results based framework).

Project Title: Zambia Green Jobs Programme: Enhancing competitiveness and sustainable business among MSMEs in Zambia's building construction sector

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

Name of Evaluators: Lotta Nycander and Mushiba Nyamazana

Date: 29 June 2018

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

LL Element: Communication Strategy as management tool

Brief description of lesson learned (link to specific action or task)	Developing a communication strategy was useful not only for bringing messages and communicating with the stakeholders - but also for the value added to the internal discussions, planning and cooperation among the Project staff.
Context and any related preconditions	The Project is implemented as a UN Joint Program with technical support provided by the International Labour Organisation (ILO), UN Environment (UNEP), Food and Agriculture Organization (FAO), United Nations Conference on Trade and Development (UNCTAD) and International Trade Centre (ITC). The ILO is the lead agency with the additional role as Administrative Agent - responsible for administering the pass through funding, coordination, and management of activities. A Programme Management Unit is located in the ILO Office in Lusaka. A National Steering Committee is guiding the Project, chaired by the Ministry of Commerce and Trade.
Targeted users / Beneficiaries	Project staff and stakeholders in cooperation with the Project.
Challenges /negative lessons - Causal factors	Challenge: Apart from administrative challenges in terms of management and monitoring functions the Project had to address the fact that the UN staff came from agencies that had their own organisational sub-cultures and working/reporting procedures and required technical back-stopping from the respective UN headquarters.
Success / Positive Issues - Causal factors	Efforts were made to mitigate differences and build trust among the colleagues, and through <i>developing a communication strategy</i> , which was useful not only for bringing messages and communicate with the stakeholders - but also for the value added to the internal discussions among Project staff.
ILO Administrative Issues (staff, resources, design, implementation)	The development and implementation of a communication strategy as part of the Programme Management Unit (PMU) of the ZGJP is necessary for all joint programmes and should always be part of Project/programme the design, not only in joint programmes.

Final Independent Evaluation

Zambia Green Jobs Programme

- Enhancing competitiveness and sustainable business among MSMEs in Zambia's building construction sector

1. Introduction

This Inception Report is the first deliverable in the independent final evaluation of the Zambia Green Jobs Programme (herein referred to the Programme, or ZGJP), entitled *Enhancing competitiveness and sustainable business among MSMEs in Zambia's building construction sector*.

The report builds on the intent of the Terms of Reference (ToR) and gives a brief overview of the socio-political context of the programme to be evaluated, and describes the scope and purpose of the evaluation study – and gives an initial, brief account of the Programme's basic facts.

It accounts for the evaluation instrument (the questions) to be applied in the data collection process; the methodology and approach; the key officials/organisations to consult and the core documents to review. A preliminary work plan is enclosed.

1.1 The scope, objective, purpose of the evaluation

The objectives of the evaluation are to “generate knowledge; assess the efficiency and effectiveness of the programme; assess the relevance and sustainability of outputs as a contribution to longer-term outcomes that can be replicated in other sustainable areas that can result in creation of decent green jobs especially for youths and women.”

There are two stated purposes of the evaluation:

1. An independent assessment of progress, in terms of producing the three outcomes; assessing performance vis-à-vis targets, strategies, and implementation as well as partnerships, constraints and opportunities; and
2. Provision of recommendations (based on findings and conclusions) for scale up and/or possible replication to other sectors based on the findings and lessons learnt.

The evaluation covers the entire ZGJP implementation and the period during which it has been implemented (2013 – 2018). Special focus is on coherence and synergies across components and participating agencies and partners. All key outcomes and outputs are subjected to the evaluation from the start of the programme to the closing at the end of April 2018. The Mid Term Evaluation report has made 18 recommendations. The progress in following up/implementing these will be part of the evaluation's tasks.

2. Context

This section provides a context for the evaluation of the ZGJP. It briefly accounts for current social and economic factors as well as visions and goals set by Zambia.

Zambia had a fast economic growth rate between 2000 and 2014. During 2016 the key drivers of economic growth were mining, wholesale and retail trade, and construction and manufacturing, four sectors that accounted for two-thirds of total growth during the year. Macroeconomic stability has largely been the result of the growth in the capital-intensive copper mining sector, on which the country has been heavily dependent. The poor integration between copper mining and other sectors, and the lack of investment has resulted in insufficient growth in job rich sectors such as transport, manufacturing, tourism and agriculture⁷⁷. The construction sector has, however, been instrumental in Zambia's growth in recent years and constitutes about 21 per cent of the economy⁷⁸. There is a great need for new houses/dwellings in Zambia and for this sector to grow. In 2012 the ILO estimated that 1.3 million new dwellings needed to be constructed if the country's Vision 2030 was to be met.

⁷⁷ The agricultural sector, in which 57 per cent of the labour force is employed, contributes only 9 per cent of the GDP - one reason being that financial capital for infrastructure development to reduce supply chain costs for manufacturing and agriculture is lacking.

⁷⁸ Source: ZGJP Brochure

Although the economy during 2000 and 2014 grew by an annual average of 7.3 per cent, and the per capita GDP by 4.3 per cent – the growth has not been shared and has not been reflected in any major progress in reducing income poverty - as 60 per cent of the country’s population live on less than USD 1.25 a day (for rural areas the equivalent figure is about eighty per cent). Employment grew by only 2.81 per cent per year and there are many challenges in the rural areas in terms of job creation. Although agriculture has potential to increase incomes and employment it suffers from inefficient value chains and limited access to markets, lack of access to skills and technology development as well as limited funding for business entrepreneurs/entrepreneurship⁷⁹.

The majority of working age population in Zambia is employed in the informal economy, i.e. 83 per cent with only 17 per cent having employment in the formal economy – thus, the majority of workers/employees in the country lack social security/social protection⁸⁰. The Government of Zambia acknowledges, and has committed to, tackling poverty and promoting more broad based wealth through the creating more jobs and a conducive environment with more opportunities for young job seekers both women and men⁸¹. Its Vision 2030 document emphasises that job/employment creation is a priority for Zambia to become a middle-income country by 2030. Social and economic goals and targets that need to be achieved are set out in this document, as well challenges and obstacles⁸².

The recently released Government document named 2018 - 2020 “Green Paper” (the Medium Term Expenditure Framework - MTEF), links the medium term development goals of the Government to their budgetary implications. It states that the Government has set a platform for higher inclusive growth, employment and wealth creation in the medium to long term - and the sectors agriculture, mining, manufacturing and tourism are targeted as strategic sectors for the creation of decent employment opportunities and inclusive development⁸³.

The Government has identified the private sector as an important strategic means to boost employment - with particular emphasis on the development of Micro, Small and Medium Enterprises (MSME) and their need for easier access to skills training and business finance. SMEs account for 70% of Zambia’s GDP and 88% of the employment. In order to help create job opportunities and enhance economic growth a number of agencies have pledged to support (through loans) SMEs in the country during the last 2-3 years, e.g. the Industrial Development Corporation (IDC) of South Africa and the Development Bank of Zambia (DBZ) in 2016; the African Development Bank (AfDB)⁸⁴.

The national development plans in Zambia, aim at achieving the objectives of the Vision 2030 - to transform the country into a middle-income country by 2030: The 6th National Development Plan (and its revision 2013-2016) that was in place when the programme started as well as the 7th National Development Plan – all have outcomes to various degrees related to job creation, economic diversification, investments in the rural economy and inclusion - as measures to reduce vulnerability and poverty as well as investments in the rural economy, among other outcomes⁸⁵. The 7th NDP emphasises that economic diversification strives to have competitive growth and integrated sectors reducing the dependence on copper - which is a limited resource.

⁷⁹ *Results strategy for Sweden’s international development cooperation in Zambia 2013–2017*, Swedish Ministry of Foreign Affairs.

⁸⁰ Source: *2014 Labour Force Survey report*, Central Statistics Office, Lusaka, Ministry of Labour and Social Security

⁸¹ Zambia’s National Youth Policy has defined “youth” as those who are between 18 – 35 years old. Source: *ZGJP Programme Brochure*.

⁸² *Vision 2030, A Prosperous Middle-Income Nation by 2030*, December 2006, Republic of Zambia

⁸³ *Zambia Medium Term Expenditure Framework (MTEF)*. Immediate media release, Sunday, 10 September, 2017.

⁸⁴ Source: <http://www.zambiainvest.com/economy/entrepreneurial-scheme-smes> and follow us on www.twitter.com/zambia_invest

⁸⁵ *Revised 6th National Development Plan 2013-2016 and 7th National Development Plan 2017-2021*, Ministry of National Development Planning, Zambia.

The Industrialization and Job Creation Strategy (2012-2016) was developed with a view to create one million formal jobs through foreign and local investments complemented by investments in labour market research. The Government has also acknowledged, and committed to the Decent Work Agenda through the Zambia Decent Work Country Programme⁸⁶ (ZDWCP), developed by the tripartite constituents; the Government, Employers' and Workers' organizations – to which the ILO provides technical support.

As regards environment and climate change impact/aspects, the Government intends to ensure that the “agriculture sector” is more resilient to climate change, and has thus harmonized the National Agricultural Policy and the Climate Change Policy. The concept of climate-smart agriculture (CSA) is part of key policy documents related to climate change⁸⁷.

Despite the fact that Zambia has made progress over the last decade, gender inequality is still very much an issue. For instance women seldom hold political and/or decision-making posts in the country. The sector most relevant for the ZGJP - building and construction - is male dominated i.e. from the levels of manual/casual workers to management levels. The Micro Small and Medium Enterprises (MSME) involved in the industry are also mostly owned or run by men.

3. The Green Jobs Programme

The joint **Green Jobs Programme in Zambia** (ZGJP) is aimed at enhancing the competitiveness and sustainable business among MSMEs in Zambia's **building construction sector**. It is a private sector technical assistance programme that has been implemented for four years, starting in 2013 and which is expected to close at the end of April 2018. Its overall objective is to enhance competitiveness and sustainable business among Micro Small and Medium Enterprises (MSMEs), along the value chain, constituting the ultimate beneficiaries

By the end of the programme implementation, **three outcomes** were to be produced:

- 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 markets⁸⁸.

The Government of Zambia is implementing the programme, with technical assistance from UN agencies: 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). The Government of Finland is the development partner (donor). An 18 months inception phase (January 2012 and August 2013) with a budget of USD 1,3 million was followed by a phase lasting from September 2013 - 30 April 2018 with a budget of USD 12.1m⁸⁹.

The ZGJP aims at increasing the incomes and improving the lives/livelihoods of at least 8,000 households through utilizing the potential for increased employment in the rapidly growing building

⁸⁶ *Zambia Decent Work Country Programme (ZDWCP) 2013-2016*, ILO

⁸⁷ Examples are the Zambia REDD+ Strategy (2015), Zambia's Nationally Intended Contribution (2016) plan, and the draft Implementation Plan for Seventh National Development Plan. Source: *Zambia and FAO, Partnering for improved livelihoods and climate change mitigation* (Factual brochure)

⁸⁸ Source: *Terms of Reference*.

⁸⁹ This included USD 1.1m allocation in kind from the UN organisations and the Government of Zambia.

construction sector in Zambia. In its supports to sustainable enterprises and MSMEs, it intends to create a minimum of 5,000 decent jobs, and improved quality of jobs. Entrepreneurship and skills development for young people and women entrepreneurs, including access to functional and technical-vocational skills are important elements of the programme.

The programme promotes the use of green building goods and services, from local production of building materials that are environmentally friendly to more energy efficient building design⁹⁰. Its principle strategy is to apply value chain development and market systems development approaches and the involvement of young people, with focus on women. Environment and human rights issues are considered in its contribution to inclusive growth of sustainable enterprises.

An important criterion for selecting the building construction sector for programme interventions - and not any other construction sector - is that the residential housing construction offers many job opportunities as it is labour intensive and allows for semi-skilled and unskilled workers and services of MSMEs. Working in this sector also enables the programme to advocate for the use of eco-friendly building materials, services, goods or technologies such as energy saving, renewable energy and water conservation – and thereby play an important role in the country’s efforts to reduce greenhouse gas emissions.

The **intermediate beneficiaries** are policy coordination bodies, government agencies, Business Associations, MSME support institutions and providers of Business Development services.

The following are the **international agencies providing support to the ZGJP**:

Embassy of Finland (the donor agency), International Labour Organization (ILO), United Nations Environment Programme (UNEP), International Trade Centre (ITC), United Nations Conference on Trade and Development (UNCTAD), Decent Work Team, ILO Pretoria and Food and Agriculture Organization in Zambia (FAO Zambia)

The **programme partners** are (alphabetical order):

- Association of Building and Civil Engineering Construction
- Ministry of Commerce, Trade and Industry (*the principal government ministry for the ZGJP*)
- Ministry of Housing & Infrastructure
- Ministry of Labour and Social Security
- Ministry of Local Government
- Ministry of Works and Supply
- National Association of Medium and Small Scale Contractors
- National Council for Construction
- National Housing Authority
- National Union of Building and Engineering and General Workers
- Zambia Association of Women in Construction
- Zambia Bureau of Standards
- Zambia Congress of Trade Unions
- Zambia Development Agency

⁹⁰ Source: *ILO.org Dashboard* (<https://www.ilo.org/DevelopmentCooperationDashboard/#aln1lcj>)

- Zambia Environmental Management Agency
- Zambia Federation of Employers

A **Programme Steering Committee** guides the implementation of the programme activities. It is made up of the main stakeholders/partners such as the Government of Zambia, private sector actors, and government of Finland. Sector working groups were also formed to guide particular themes for instance policies.

4. Evaluation framework

This chapter brings out the framework for the evaluation study including the evaluation criteria (as recommended by OECD), the evaluation instrument (consisting of the questions to guide the process). It also gives a description of the methods proposed, the organisations to be consulted/interviewed, as well as the overall approach to apply in gathering information and data on the issues at hand.

4.1 Evaluation criteria

The evaluation criteria mentioned in the ToR will be applied in the process of analysing findings and arriving at conclusions, i.e. Relevance; Effectiveness; Efficiency; Sustainability and Impact orientation:

Relevance is here understood as the extent to which the ZGJP programmes objectives and activities are in line with the priorities and policies of the country/stakeholders, implementing agencies and (intermediate and ultimate) beneficiaries, as well as development partners (donor agency).

Effectiveness is here understood as relating to the extent to which activity/strategies of the ZGJP reach or contribute to meeting the stated outcomes/objectives.

Efficiency is here understood as a measurement of the ZGJP outcomes/outputs (qualitative and quantitative) - in relation to the inputs. It is applied to assess/determine whether the least costly resources possible were used to reach the intended results.

Impact orientation and sustainability (and/or the likelihood of sustainability) is here understood to be concerned with the positive and/or negative changes produced by the ZGJP directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, and environmental areas. This also includes the positive and negative impact of external factors, such as changes in terms of e.g. policy and socio-economic conditions.

4.2 The evaluation instrument

The evaluation instrument consists of a number of **questions** (below), most of which are mentioned in the ToR. They are examples of relevant questions to be further specified and “broken down” as the data gathering process proceeds.

This section also mentions lessons learned.

Relevance

- What was (the extent of) relevance of the programme as regards the Revised National Development Plan’s outcomes, the UNDAF and the country assistance plans?
- To what extent was the programme in line with Finland’s “Country Strategy for Development Cooperation with Zambia 2014–2017”, various regional and sub-regional commitments, activities of the UN or international development aid organizations at the local level?
- To what extent was the programme design valid and what was design process adequate? What internal and external factors have influenced the Programme’s achievements to meet targets, and produce outputs and outcomes?

- How well linked are the outputs to intended outcomes?
- What can be said about the contributions to the national development objective?
- How clearly, and how relevant, have the programme formulated its performance indicators - and how well are they understood/appreciated by the programme staff and partners?
- Considering the results that were achieved so far, how SMART was the programme design – or what was the extent of realism in the design?
- To what extent has gender issues been addressed adequately in the Project Document?

Effectiveness

- To what extent did the Programme achieve its overall outputs/outcomes/objectives?
- To what degree is the quantity and quality of the outputs satisfactory?
- How do the stakeholders perceive them? Did the benefits accrue equally to women and men? If not, to what extent did men and women experience the project benefits differently?
- What partnerships were established and which ones worked well? What were the factors behind partnerships that worked well?
- In which area (geographic, component, issue) has the programme had the greatest achievements so far? What have been the supporting factors?
- Which factors contributed to or limited the achievement of results?
- Were there any unintended results (positive, negative) and multiplier effects of the programme?
- Were the available technical and financial resources adequate to fulfil the programme plans?

Effectiveness of *management arrangements*

- To what extent was the management, and governance arrangement, of the programme adequate?
- To what extent did the monitoring system meet, or was designed to, the needs of the programme, including the progress/achievement indicators? How were gender issues, and any other cross-cutting issues, dealt with in the system?
- To what extent did the programme receive adequate administrative, technical and other support from the participating UN offices; specialists in the field and the responsible technical units in headquarters and from its national partners/implementing partners?
- To what extent did the programme make linkages with, or cooperate with other programmes (apart from the UN agencies mentioned above) and development partners in the country/region?
- To what degree did the project management and stakeholders follow-up, implement the Mid-Term Evaluation's recommendations - and how well was this reported on?

Efficiency

- How efficient was the process of achieving results? Specifically, did the actual or expected results (outputs and outcomes) justify the costs incurred? Were the resources allocated and used strategically to achieve broader programme objectives?

- How well were the disbursements and programme expenditures in line with expected budgetary plans? If not satisfactory, what were the bottlenecks encountered? Were they being used efficiently?
- How efficient was the programme in utilizing project resources to deliver the planned results?
- To what extent were the activities/operations in line with the schedule of activities as defined by the programme team and work plans?

Impact orientation and sustainability

- To what extent did the programme build the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes, etc.) to ensure sustainability?
- To what extent can it be determined/assessed that programme results and/or activities were sustainable (to what extent is it likely that the capacities built and project activities will continue to deliver benefits for groups over the long term?)
- Which steps/factors can be identified that has enhanced the sustainability of programme outputs/outcome/objectives, and/or systems?
- What is the overall impact of the programme?

Lessons learned

- What lessons and best practices can be learnt from the programme that can be applied (replicated) to similar future programmes – if any?
- What could/should have been done differently, and/or what should be avoided in similar programmes in future?

Methods and approaches

This section describes the evaluation's main methods and approach. The evaluation will be based on the collection of data from multiple sources (document review, interviews, comparative analysis) to establish evidentiary trends. The methodology will basically follow the specifications in the ToR related to the expected results.

Evaluation team's tasks and activities

These are the main activities and tasks to be undertaken by the Evaluation:

- Submission of inception report;
- Virtual briefing meeting with Project CTA;
- Documentation review;
- Briefings, meetings and interviews in Zambia and UN agencies participating in the programme outside Zambia;
- Presentation of preliminary findings in Validation Workshop in Lusaka;
- Compiling draft report and submitting the draft Evaluation Report (and receiving written comments on the report from ILO);
- Incorporating comments and submitting a Final Evaluation report

Comprehensive document review including key documents:

These are examples of the documentation that is part of the evaluation desk review, and are not limited to these:

- National Development Plans (Revised 6th National Development Plan 2013-2016 and 7th National Development Plan 2017-2021); The Vision 2030; The MSME Policy, Jobs and Industrialisation Strategy, The United Nations Development Assistance Framework (UNDAF) and subsequently the United Nations Sustainable Development Partnership (UNSDP) that are mentioned in the ToR.
- Other (referred to in this report) are 2014 Labour Force Survey report, Zambia Human Development Report, 2017, Zambia Decent Work Country Programme (ZDWCP) 2013-2016, ILO.
- Examples of other relevant documents include, but are not limited to the ZGJP Programme Document (the key steering document), Programme Annual reports, technical progress reports (TPRs), budgets, programme agreements, technical reports, ToRs, e-mail correspondence (if relevant), and meeting minutes (e.g. Steering Committee meetings).

Table 4. Sources of information and methods matched with the evaluation criteria

Key evaluation criteria	Sources of information & data	Method used
Relevance	National Policy documents and strategies, UNDAF, DWCP, Programme Document with LFA, action/work plans, MoUs & agreements, ILO & UN staff & stakeholders, NSC and other stakeholders/beneficiaries.	Doc. review, in-depth interviews, meetings, e-mail correspondence.
Effectiveness	Technical Progress Reports (TPRs), work plans, donor response/questions to TPRs, M&E reports, reports on capacity building/training; Mid-term evaluation report (2012), ILO&UN staff; NSC, donor & other key partners.	Doc. review, in-depth interviews with Collection of qualitative & quantitative information data, through questionnaires, observations
Efficiency	Finance reports/audit reports, work plans, documents about spending (from Programme Finance/Admin and ILO admin staff, ROAS/HQs, Geneva.	Doc. review, interviews, e-mail correspondence.
Sustainability & impact orientation	Annual reports, TPRs, MTE reports, meeting minutes, info from constituents and partner organisations.	Doc. review, discussions & meetings, in-depth interviews, e-mail correspondence, FGD discussions,

		Stakeholder/Validation workshop.
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Interviews, meetings and focus group discussions

The evaluation team will carry out in-depth interviews, and hold meetings/discussions with the following (but not limited to these):

- The International Chief Technical Advisor (CTA) based in the Programme Office in the ILO Lusaka Office. He is principal staff responsible for Programme implementation, supervising 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 organizations⁹¹;
- The Programme Manager, the National Professional Project Officers and the Administrative and Finance staff, also based in Lusaka.
- The specialists providing technical back-stopping based in the ILO Decent Work Support Team office in Pretoria, UNEP Office in Nairobi, FAO Office in both Lusaka and Rome as well as ITC and UNCTAD in both their separate offices in Geneva.
- The Members of the National Steering Committee (Annex V) and technical Working Groups consisting of representatives of the key programme stakeholders/partners: The constituents (Government and the Employers and Workers organisations), the private sector, and the government of Finland (donor representative).
- It is important that the evaluation team also get an opportunity to interview, alternatively hold focus group discussions (FGS), with the programme participants, e.g. MSME holders (target group or the intended ultimate beneficiaries), and any NGOs/CSOs participating in the programme (*to be determined*).

Brief written questions/e-mail correspondence

Information is also expected to come through with key informants via e-mails, with key informants to the extent this is possible. A few brief written questions *may* be sent per e-mail, if considered a realistic option in view of willingness to reply and feasibility in getting response within the time limit/deadline of the draft report. This will be decided while undertaking the field visit in Zambia.

Evaluation approach

An evaluation should bring out and promote accountability and learning, and enable the users/clients/stakeholders to appreciate why – and to what extent – intended and unintended results were achieved (as described in the new ILO evaluation policy). Thus the evaluation process will be participatory, in order to engage key actors in sharing information and knowledge through telephone/skype calls, meetings, discussions and e-mail communication - thus contributing to the findings and conclusions.

In gathering qualitative and quantitative data and information, a mixed methods approach will be applied. Elements of thematic analysis and content analysis will be used in the processing and analysing of the information, (quantitative data will be drawn from secondary sources only, as there is no scope to carry out a survey within the time frame given for this assignment). A mixed methods approach should increase the credibility and validity of the gathered data and the study will aim at

⁹¹ He is also responsible for managing the relations across the 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 logframe (source: ToR).

ensuring factual accuracy when exploring the study topics through methodological triangulation and cross-checking - to the greatest possible.

Gender equality and integration of gender dimensions into the programme will be considered as important cross-cutting factors - in the process of data collection, analysis and report writing. The study will examine and draw conclusions and recommendations addressing the implementation design, process as well as outputs and outcomes.

Ethical norms and standards

The evaluation team will be mindful of ethical norms and standards in gathering information and in the analysis of the data, as well as in the reporting – i.e. ILO/UN norms and standards, and code of conduct as spelled out in UNEG’s ethical Guidelines for UN evaluations⁹², OECD-DAC’s quality guidelines for evaluations⁹³, ILO Policy Guidelines for Results-based Evaluation, ILO Guide for developing evaluation Inception Reports, as well as the 2030 Agenda for Sustainable Development.

Suggested structure for the evaluation report

The below is a suggested structure of the evaluation report:

1. Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
2. Table of contents
3. Acronyms
4. Executive Summary
5. Background on the project and its intervention logic
6. Purpose, scope and clients of evaluation
7. Evaluation framework (evaluation criteria, instrument & methods)
8. Review and assessment
9. Presentation of findings
10. Conclusions and Recommendations (including to whom they are addressed)
11. Lessons Learnt and potential good practices and models of intervention/Possible future directions
12. Annexes (list of persons interviewed, proceedings stakeholder validation meeting, other relevant information).

Deliverables

The evaluation will produce an Inception Report (this report); a draft Evaluation Report with executive summary, conclusions, recommendations and a summary of key points from the Validation Meeting (in which preliminary findings will be presented) to be included in an Annex in the draft report; and a Final Evaluation report with a full set of recommendations.

Annex I. Terms of Reference

This has been removed and as the ToR already is found in the final report’s Annex part.

⁹² UNEG Code of Conduct for Evaluation in the UN System, UNEG, March 2008

⁹³ OECD-DAC Reference Series Quality Standards for Development Evaluation, 2010.

Annex II. Documents consulted

This list will be expanded in the draft evaluation report

- Vision 2030, “A Prosperous Middle-Income Nation by 2030, December 2006, Republic of Zambia
- Revised 6th National Development Plan 2013-2016, Ministry of National Development Planning, Zambia.
- 7th National Development Plan 2017-2021, Ministry of National Development Planning, Zambia.
- Project Document, Zambia Green Jobs Programme (ZGJP), ILO
- Logical Framework, ZGJP
- ZGJP Brochure
- Annual and Technical Progress Reports, ZGJP
- Baseline Survey, ZGJP
- Mid- term Evaluation Report, ZGJP
- The 2018-2020 Medium Term Expenditure Framework & the 2018 Budget, Immediate media release, Sunday, 10 September, 2017
- 2014 Labour Force Survey report, Central Statistics Office, Lusaka, Ministry of Labour and Social Security
- Industrialization and Job Creation Strategy (2012-2016)
- In Zambia, A Need for Faster and More Productive Job Creation, Feature Story, World Bank Group, June 13, 2017
- Zambia Green Jobs Programme Baseline Survey – Final Draft Report, Version 8th September 2014
- Zambia 2017, by Peter Engbo Rasmussen, Colleen Zamba and Elda Chirwa (www.africaneconomicoutlook.org)

Annex III. 1st draft work schedule for Zambia visit March 2018

Date	Activity (meeting constituents, key partners/stakeholders)
Sat 17/3	International consultant Lotta Nycander arrives in Zambia with Ethiopian Airlines
Sun 18/3	Documentation review and preparing interviews and meetings (International and national consultant)
Mon 19/3	Briefings sessions with ILO Director, ZGJP CTA, Program Manager and program staff Interviews (skype calls) with UN technical support (tbd) at Hotel
Tues 20/3	Interviews (skype calls) with UN technical support (tbd) at Hotel Ministry of Commerce, Trade and Industry Ministry of Labour and Social Security <i>Any other Government Ministry being member of the NSC and working groups (tbd: e.g. Ministry of Housing & Infrastructure, Zambia Environmental Management Agency)</i>

Date	Activity (meeting constituents, key partners/stakeholders)
Wed 21/3	Zambia Federation of Employers Embassy of Finland (donor) Interviews (skype calls) with UN technical support (tbd) at Hotel
Thur 22/3	Zambia Congress of Trade Unions National Union of Building and Engineering and General Workers Zambia Association of Women in Construction National Association of Medium and Small Scale Contractors
Fri 23/3	Travel by car to selected provinces for meetings and FGDs with SMEs, support institutions/service providers/private sector actors (tbd in discussion with national consultant) Send out invitations to the Stakeholder Workshop to be held on 29/3 at Hotel
Sat 24/3	Work at hotel
Sun 25/3	Work at hotel
Mon 26/3	Left over interviews (tbd)
Tues 27/3	Left over interviews (tbd)
Wed 28/3	Preparation for Workshop (<i>no interviews or meetings</i>)
Thur 29/3	Validation Workshop (key partners, programme staff)
Fri 30/3	Departure Lotta Nycander