International Labour Organization

iTrack Evaluation

ILO EVALUATION

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- **ILO Administrative Office:** Country Office, Lusaka
- **ILO Technical Backstopping Office:** Decent Work Team (DWT), and HQs Geneva
- **Other agencies involved in joint evaluation:** N.A.
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- **Evaluation Manager:** Ricardo Furman
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- **Key Words:** Renewable energy, energy efficiency, energy savings, hydropower, energy sources, climate change, capacity building, self-reliance, business plan, training institutions, gender integration, gender equality, diversity/vulnerability

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

Contents

ABBREVIATIONS AND ACRONYMS

CBU	Copperbelt University
CC	Climate Change
CEC	Copperbelt Energy Corporation Plc
ERB	Energy Regulation Board Energy Regulatory Board
GRZ	The Government of the Republic of Zambia
IDC	Industrial Development Corporation
ILO	International Labour Organization
IPP	Independent Power Producer
ITC-ILO	International Training Centre - International Labour Organization –
KGRTC	Kafue Gorge Regional Training Centre
LFA	Logical Framework Analysis
MSA	Market Systems Analysis
NPC	National Project Coordinator
NPO	National Project Officer
PPDP	Public Private Development Partnership
PSC	Project Steering Committee
RE-EE	Renewable Energy – Energy Efficiency
SACREEE	SADC Centre for Renewable Energy and Energy Efficiency
SADC	Southern Africa Development Community
SDG	Sustainable Development Goals
Sida	Swedish International Development Cooperation Agency
SkiDRES	Skills Development for the Renewable Energy Sector – Pilot Project for the Public-Private Development Partnership
ToC	Theory of Change
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNSDPF	United Nations Sustainable Development Partnership Framework

ZAMITA	Zambian Industrial Training Academy
ZARENA	Zambia Renewable Energy Association
ZCTU	Zambia Congress of Trade Unions
ZFE	Zambia Federation of Employers

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Many thanks go to all the stakeholders involved in the Project from the Government of the Republic of Zambia - including the Ministries of Energy, Labour and Higher Education; the Zambia Federation of Employers; the Zambia Congress of Trade Unions and all the private sector partners/representatives.

Many thanks is extended to the Kafue Gorge Regional Training Centre; the International Labour Organization – International Training Centre and to the ILO management and staff – with very special gratitude to the Project staff for arrangements made in the field and for patiently answering many questions and providing documentation.

Lotta Nycander and Mushiba Nyamazana

Independent consultants

EXECUTIVE SUMMARY

This is the report of the final independent evaluation of the pilot project entitled *Skills Development for the Renewable Energy Sector (SkiDRES), Public-Private Development Partnership.* The project was implemented by the International Labour Organization (ILO) through its Country Office in Lusaka, Zambia in partnership with Sida, Sweden (the donor agency) and the Kafue Gorge Regional Training Centre (KGRTC) – the latter being the key implementing agency, based in Zambia. The official start date was 26 March 2019, and the completion date was 31 August 2020 which included a "no-cost" extension of five months. The total budget is USD 803,762.

SkiDRES **long-term development objective** was poverty reduction and improved livelihoods through access to affordable reliable and sustainable energy, while the **immediate objective** was testing and preparing for skills development. The **stakeholders and partners** contributing to the objectives of the ILO project were KGRTC (the key implementing agency); Sida (donor agency); Government ministries; Academia, State owned companies, Southern African Development Community (SADC) - Centre for Renewable Energy and Energy Efficiency (SACREEE); Zambia Federation of Employers (ZFE); Zambia Congress of Trade Unions (ZCTU); ITC-ILO, Italy, and last but not least the private sector, including Swedish companies.

The **background and rationale** for this project is that Zambia relies heavily on hydropower as the main energy source and ZESCO Limited - the state-owned utility which owns and operates 90 per cent of the electricity generation, transmission and distribution infrastructure - dominates the energy market. **The pilot Project has addressed issues of renewable energy (RE) and energy efficiency (EE) sub-sectors** in Zambia - focusing on the need to develop and strengthen skills and knowledge in these areas which included further strengthening of KGRTC's role and capacity as a skills provider in the Southern Africa Development Community (SADC) regional RE/EE arena.

The **purposes** of this final evaluation were accountability, learning, planning and building knowledge. The **scope** included all parts and phases of the project (design, organisation, implementation and management). The evaluation applied **standard evaluation criteria** for development projects; including relevance and strategic fit; validity of project design; project progress and effectiveness; efficiency of resource use; and impact orientation and sustainability.

Thirty-four **evaluation questions** guided the data collection phase (Annex V. Evaluation Matrix). The **methods** used to gather data were a comprehensive documentation review, semi-structured in-depth interviews, Focused Group Discussions and questionnaire survey.

The **evaluation team** consisted of two consultants, one who resides in Zambia and who conducted many of the interviews (physically and virtually). The lead consultant worked from outside the country and took part in (virtual) meetings and in the presentation of the preliminary findings in the Stakeholders' Validation workshop. The lead consultant who was responsible for all the evaluation's deliverables, also conducted all the interviews for non-resident stakeholders through electronic media/platforms.

Main findings

Regarding **relevance**, the evaluation found that the pilot Project was very relevant vis-à-vis ILO Programme and Budget, on Outcome 1: "More and better jobs for inclusive growth and improved youth employment prospects". It was also found that all key stakeholders regarded the Project as relevant. KGRTC participated substantively in the design and preparation of the pilot. It jointly worked with ILO, after being matched by Sida, on the project concept note. The three institutions agreed upon the RE/EE focus of the Project jointly and it was a culmination of the long relationship with Sida and Norad that has provided support directly to KGRTC through ZESCO with the blessings of the Ministry of Energy.

The proposal for the main project to follow suits the pilot Project, is entitled Skills for Energy in Southern Africa – a Public-Private Development Partnership for Skills in Renewable Energy, Energy Efficiency and Regional Energy Integration (SESA). This is also assessed to be relevant as it will have a regional outlook and participation from SADC countries.

Regarding gender equality, it was found that the Project has integrated gender issues in its activities and that the SESA project proposal has a serious approach to gender - acknowledging the need for KGRTC to attract more women trainees. The evaluation noted that the institution needs to "go an extra mile" and devise innovative means to attract young female aspirants/participants for its training courses in the future.

Regarding **effectiveness,** the evaluation´s assessment is that to some extent the Project has been effectively implemented in terms of producing most of its outputs which is a good achievement, however not fully effective due to delays and issues related to management, and the adjustments that had to be made related to COVID-19.

Regarding **efficiency**, it was found that the project was not been fully efficient in terms of using the available resources (funds) timely at the time of the data collection but was likely to improve towards the Project closing date of 31 August 2020, as more activities were taking place.

The evaluation found that for a pilot project that is exploring something new (a preparatory phase project), **impact and sustainability** need not be as important as for a full-fledged project. KGRTC has only just started to adapt to the requirements of the new business strategy with the help of ITC-ILO, and it will take time to integrate RE/EE skills training into the core of the institution. However, the evaluation found that signs of impact and sustainability can be identified in the fact that KGRTC has committed itself to embark on a process to change its business environment and create a training institution that will create knowledge in the RE/EE field - and be more attractive for private sector inputs. This has been done through close cooperation with the KGRTC itself, ITC-ILO and the SkiDRES project staff, as well as the ILO technical units, including the DWT (the latter who have been involved to a certain extent in providing inputs to the SESA Project Proposal).

Conclusions

The evaluation concluded that, overall, the SkiDRES project, after being in operation for almost 17 months had been able to create interest and enthusiasm among some actors/stakeholders - both public organizations and private sector agencies - and managed to increase the awareness regarding RE/EE. It was seen as very relevant by many partners who the evaluation team interviewed and who were looking forward to participate also in the planned SESA project. The below-mentioned conclusions, against the evaluation criteria, also relate to challenges faced and some short-comings in implementation:

Relevance and strategic fit: Overall, it was found that the Project (its theme/focus) is relevant and fully in line with national, ILO, UN, Sida policies and strategies. It has also been very relevant for Zambia as it has explored the potential of public and private organizations joining the ILO and KGRTC in responding to capacity building requirements in view of a shift to RE/EE use in the country. If the new Project SESA gets approval – it is important that its new/revised PSC (or advisory board) is not seen as government steered as this might deter the private sector actors to be actively on board.

Effectiveness: In terms of producing *most* of its outputs, the Project was quite effectively implemented, and had managed to engage a sufficient number of good Partners for the pilot trainings – which is a good achievement – however, not fully due to delays in some of its activities and issues related to management. Challenges related to COVID-19 and the adjustments that had to be made also affected its effectiveness – the latter which was out of the control of the Project.

Efficiency of resource use: It was concluded that the Project´s efficiency, in terms of using the available resources (funds, time) has not been high – but rather medium - as there were unspent funds remaining at KGRTC – however, this was expected to improve by the time the Project is closing.

Impact orientation and sustainability: It was concluded that there are some signs of impact: Engagement of KGRTC, and some private sector actors willing to continue working with ILO and KGRTC in the forthcoming project. A signs of sustainability is that KGRTC is committed to work on a business sustainability plan that it has developed with ITC-ILO.

Cross-cutting concerns: The conclusion regarding the extent it had addressed gender equality and mainstreaming gender in the programme, is that the Project has managed to bring up these issues as important and ensured the integration/mainstreaming of gender in the new project SESA.

Recommendations

These are the evaluation´s recommendations:

1) **Sida should** endorse the new SESA project proposal to scale-up and continue the work that has been prepared. (High priority, Level of resources: High, Time line: High)

2) **ILO should** make much effort in recruiting a well experienced CTA (when/if the new SESA project is endorsed) i.e. a well experienced woman or man who is willing to reside at KGRTC (located in a remote area) on at least a half time basis. This is very important in order to develop and maintain a close working relationship with the KGRTC management and staff. (High priority, Level of resources: Low-Medium, Time line: High)

3) **KGRTC and ILO should** be prepared to plan and implement initial activities to be carried out prior to the CTA's arrival in the forthcoming SESA project - for instance preparing for the mapping and demand survey in the sub-region – and even starting the recruitment process through the drafting of job descriptions and advertising and even pre-selecting staff (but the contracts cannot be issued until the funds from the donor are received by the ILO and financial agreements are signed). This is necessary as recruitment processes take time following ILO´s procedures. (High priority, Level of resources: Low, Time line: Medium)

4) **ILO should** avail resources as bridging funds from Project funds (if still remaining) and/or from ILO internal resources (such as Regular Budget Technical Cooperation funds) and make efforts to retain SkiDRES project staff in employment under the ILO office in Lusaka until the new project SESA starts so that ILO does not lose more capacity and people who are well familiar with the project. If not possible for some reason, they should be encouraged to apply for positions in the new project as they have knowledge, experience and have built some working relationships and contacts with the relevant private sector and other stakeholders. (High priority, Level of resources: Medium, Time line: High)

5) **Sida and ILO should** already foresee that the planned follow-up SESA three years project duration – driven largely by Sida´s budget constraints – may not make any real difference on account of the fact that building Public-Private partnerships would require more time**. (**High priority, Level of resources: High, Time line: High)

6) **KGRTC and ILO should** be very strategic in forming/establishing the Project Steering Committee for the new SESA project (and technical work groups) that represents not only Zambia but other countries and institutions in the region and give this urgent thought and attention even before the Project starts – and consider the possibility of having a PSC Chairperson by SADC organ like the SADC Centre for Renewable Energy and Energy Efficiency (SACREEE). (High priority, Level of resources: low, Time line: High)

7) If the budget for the new SESA project permits, **ILO and Sida should ensure a** budget allocation for periodic short-term consultancy services for a Communication Expert who also has additional expertise in gender equity and equality plus diversity issues. The experience from other ILO technical assistance projects show that having Communication Specialist posts can contribute a lot, not only to a successful joint implementation and partnership, but also in spreading awareness to the public– thus although the budget may be limited for a full time post, short-term consultants can help to fill the gap. (High priority, Level of resources: High, Time line: High)

8) **KGRTC should** renew its efforts to actually target (look for) young people, specifically women, to participate in the RE/EE courses and other events – and seek out potential interested participants within the private energy sector and civil society, and the local public universities. (High priority, Level of resources: low, Time line: Medium)

Lessons learnt

1. **Local participation in project planning**: When a project idea/proposal has not sprung from a national or local organization is important to engage key stakeholders from the very start i.e.

not only the key implementing agency (in this case the KGRTC). The fact that there exists "fatigue" regarding workshop attendance sometimes is a challenge – but active individualized engagement in the process of developing a project proposal for a results based project requires more than consultation – and entails active participation in a workshop – or even a series of workshops. Stakeholders should be brought together around the same table in the deliberations and provided with tools to participate in the strategic planning process (i.e. Theory of Change/Logical Framework Analysis). After decades of working on technical assistance - this is not a new lesson learnt, neither for ILO, nor Sida.

2. **The importance of a Project Steering Committee/Project Advisory Committee**: The forming of the PSC or a Project Advisory Committee (PAC) should be the number one priority that should immediately be followed by the formation of technical working groups. The fact that not all stakeholders are on board from the start should not delay the set-up of the committee – as flexibility can be ensured through making this clear in the PSC/PAC terms of reference and persons with technical expertise can be invited to specific (thematic) meetings if need be (e.g. on observer basis) which also should be clearly spelled out in the terms of reference.

Good practice

ILO can play a facilitative linkages role between organizations in the North and the South through partnerships for joint work, such as KGRTC and the ITC-ILO (an independent body from ILO). To transform KGRTC to become more self-reliant and less dependent on one state-owned company (in this case ZESCO) would require a lot of sustained partnership efforts. ITC-ILO was in a good position to assume an advisory role vis-à-vis KGRTC. The SkiDRES project played an important role in facilitating the close and fruitful cooperation between the two institutions. This cooperation was a spin-off from the ILO Green Jobs Programme and started with a "scan" to get an idea about how the institution was performing, followed by the institutional assessment analysis study (a baseline study of sorts), and a process involving the business plan for KGRTC, and technical assistance in relation to E-learning training courses. A clear advantage was also that the ITC--ILO Director was familiar with the region, Zambia and the subject.

1 INTRODUCTION

The ILO Country Office, Lusaka, in partnership with Sida (the donor) and Kafue Gorge Regional Training Centre (KGRTC), the key implementation partner, have implemented a 17 months project entitled Skills Development for the Renewable Energy Sector (SkiDRES) Public-Private Development Partnership (a pilot project).

This collaboration was entered into with the aim to develop and build partnerships with private sector, assess market needs, develop and test renewable energy and energy efficiency (also referred to as RE/EE in this report) skills demand-driven training and preparation of a regional three-year Public Private Development Partnership to transform the KGRTC into a sustainable regional training centre of excellence on RE/EE skills training in the region.[1]

1.1 PROJECT BACGROUND

Zambia relies heavily on hydropower as the main energy source and ZESCO Limited - the state-owned utility which owns and operates 90 per cent of the generation, transmission and distribution of electricity - dominates the energy market.[2] According to the Energy Regulation Board (ERB) 2018 data, hydropower accounted for 82.8 per cent of total electricity supplied; followed by coal 10.4 per cent, heavy fuel oil 3.8 per cent; diesel 3.1 per cent and solar 0.04 per cent[3]

The Project addresses issues of RE/EE sub-sectors in Zambia and the need to develop and strengthen skills and knowledge. RE is energy that is collected from renewable resources such as sunlight, wind, rain, tides, waves, mini-hydro power stations and geothermal heat. Energy savings can be obtained through minimum efficiency standards for appliances, equipment and building, among other benefits. Energy security, environmental protection, and climate change mitigation are issues also related to RE. Although solar energy, for instance, has a big potential to complement existing energy sources it is not much developed.

Lack of reliable energy supply poses serious risks for sustainable economic growth and poverty reduction. Access to clean, affordable, and reliable energy is essential for the population in Zambia (and the region) and for the productive sector. Only 31 per cent of the population has access to electricity and 67 per cent of these are in the urban areas – while 4 per cent are in the rural areas. Energy issues are also in focus in Zambia's Vision 2030, stating that the country needs to grow and significantly diversify its power generation and transmission capacities and rely on renewable energy (RE) sources (solar, geothermal, wind and biomass energy). The National Energy Policy (2019) is also emphasising the importance of improvements in the energy sector.

Given the Climate Change (CC) challenges Zambia and the Southern Africa Development Community (SADC) region continues to experience, the transitioning from conventional to green energy that reduce greenhouse gas emissions is believed to contribute to better living conditions and new job opportunities. However, it is also clear that this transition would require major efforts from many actors within the private and public sectors. Having adequate supply of quality RE/EE skills, at different levels would be an important aspect of such a transition. However, the Zambian tertiary and vocational training systems at present do not provide any formal renewable energy and energy efficiency skills training programs. Electricity utility companies and other Independent Power Producers (IPP) have to send their employees abroad to acquire such RE/EE skills.

Sweden´s development cooperation strategies are at two levels: regional (SADC and Africa) and bilateral (Zambia). At both levels, Sida supports renewable energy issues. Sida participates in Power Africa, a regional programme which is a Public Private Partnership (Mozambique, Tanzania and Zambia) with the ambitious goal of doubling the access to electricity in Africa in ten years (i.e. the Sustainable Energy for All (SE4ALL) 2030 objectives). Sweden has worked with, and provided support

[1] Source: Sida interview and PARDEV Minute, dated 10 October 2019.
[2] ZESCO has the overall responsibility for the sector (together with the Energy Regulatory Board (ERB)).
[3] See Energy Regulation Board, 2018, *Energy Sector Report 2018*, Lusaka, p. 34.

to KGRTC earlier and has a keen interest in the Centre becoming sustainable, working with the private sector.

SkiDRES was designed, and has been operated to assess market needs, develop and build partnerships with private sector actors/operators both in Zambia and in the sub-region, develop and test demand-driven training – and create a foundation for a follow-up three-year PPDP. PPDP was considered as an appropriate approach and model for skills development *as it could enable the private sector to work effectively with KGRTC and contribute to sustainable economic and environmental development.* This in turn was perceived to be essential in view of the demand and supply side of the technologies related to renewable and energy-efficiency development. Finally, PPDP could provide a model for financial sustainability and even replication within other training institutions.[4]

1.2 CONTEXT

Zambia's energy sector vision, as contained in the Zambia Vision 2030 strategic document, seeks to achieve:[5]

> "Universal access [by 2030] to clean, reliable and affordable energy at the lowest economic, financial, social and environmental cost. [With the following specific targets: (i) abundant and reliable supply of affordable energy to both urban and rural areas; (ii) increased [share] of renewable sources of energy; (iii) export led energy industry; and (iv) reduced share of wood fuel to 40% by 2030.]"

The issue of availability of renewable energy and energy efficiency skills in sufficient quantities and quality to transition Zambia from her current low rates of electricity access to universal access by 2030 is a critical one. For example, the 2015 Living Conditions Monitoring Survey (LCMS 2015) data show that about 31.4% of households were connected to electricity nationally (4.4% rural and 67.3% urban) that year. For lighting, the highest proportion of households depended on a torch (45.7%) as the main source, followed by electricity (31.2%) and candles at 10.6%. For cooking energy and space heating, 50.7% of households (84.5% rural and 6% urban) depended on firewood; while another 33% of households depended on charcoal (6% rural and 59.1% urban). Achieving universal access to clean, reliable and affordable energy services at the lowest cost by 2030 will require a well-coordinated multi-pronged and multi-stakeholder approach to materialize.

The empirical data on the structure and performance of the Zambia electricity sub-sector show Government domination and challenges in providing quality, affordable and efficient electricity services:[6]

- ZESCO Limited, a wholly owned government electricity utility company, is the least efficient supplier of electricity when compared to IPPs in terms of compliance to Energy Regulation Board (ERB) technical benchmarks; strength of balance sheet and credit worthiness. It also compromises the penetration of solar and other alternative energy services to some rural areas because of the subsidized grid extensions encroachments.[7]
- The Government is loading more electricity energy infrastructure development responsibilities on ZESCO despite the latter's weak balance sheet and reliance on Government guarantees to borrow. Two Government recent actions on this raises risk perception in the energy sector:
  - The Government instructed ZESCO to take over hydropower project sites from the Copperbelt Energy Corporation (CEC - an IPP and supplier of electricity to the mining industry and the

[4] SkiDRES Project Document.
[5] Republic of Zambia, 2006, *Vision 2030: A prosperous Middle-Income Nation by 2030*, Lusaka, p. 30.
[6] See Energy Regulation Board, 2018, *Energy Sector Report 2018*, Lusaka.
[7] ERB (2018, 40) shows that ZESCO scores on the ERB's key performance indicators were consistently below target for both 2017 and 2018 on quality of service, system losses, safety, cash management and equipment failure.

only utility with on-grid solar connection) on the Luapula River. CEC had already spent more than US$3 million at the time.[8]

- The Government issued a decree (statutory instrument) to, unilaterally, declare CEC transmission network a common carrier in May 2020. This amounted to expropriation of CEC transmission assets on the Copperbelt to favour ZESCO to supply power to Konkola Copper Mines (KCM) – a CEC client until the non-renewal of the CEC-ZESCO Bulk Supply Agreement on 30 May 2020.[9]

The Seventh National Development Plan (7NDP 2017-2021) acknowledges that *Zambia has to make fundamental policy shifts if the country is to achieve the objectives of the Vision 2030.*[10] It identifies five critical issues that need urgent attention to reposition the economy and make growth less prone to both domestic and external shocks:

1. Accelerate economic diversification;
2. Build a strong manufacturing and industrial base;
3. Promote graduation of micro and small to medium-scale enterprises;
4. Invest in human capital development and
5. Strengthen governance mechanisms and institutional capacities.

To-date, Zambia does not seem to have invested sufficiently in skills and human capital development systems to ameliorate the adverse effects of critical shortages of key skills such as renewable energy and energy efficiency skills. Since RE/EE skills shortages further compound renewable energy and energy efficiency penetration rates in the country, anchoring SkiDRES in either the Ministry of Higher Education or the Ministry of Energy is an important consideration to ensure some Government ownership of the Pilot Project. Regarding the planned follow-up of the pilot – this will have a *regional* reach thus the conditions regarding government representation might be different (see section 3.2 and chapter 6). Some respondents spoken to indicated that, presently, different donors in the RE/EE sub-sector have adopted an ad-hoc and piecemeal approach to skills development. Such donors have, each, adopted a narrow focus on some skills of interest.

1.3 PROJECT DESCRIPTION

Key facts

The SkiDRES project (hereafter also referred to as the Project) is an ILO technical assistance pilot project implemented by Kafue Gorge Regional Training Centre (KGRTC) in Zambia which has experience and expertise in hydropower training and working relationships with private sector actors in Zambia and the SADC region.

The KGRTC is the key implementing partner. The ILO project team is based in the ILO Country Office for Zambia, Malawi and Mozambique (in Lusaka) providing overarching coordination and supervision to the Project as a whole.[11] At KGRTC, a consultant has been assigned the role of being the SkiDRES Focal Point (others involved are the Head of Training and Consultancy; and the Head of Finance and Investment).[12]

The official start date of the project was 26 March 2019, and the completion date is 31 August 2020. It was originally planned for 12 months only, but was extended through a "no-cost" extension to 17

[8] See Trever Simumba, 2020, *Hypocricy of the government in the power sector* News Diggers on-line newspaper. https://diggers.news/editors-choice/2020/06/06/hypocrisy-of-govt-in-the-power-sector/ Accessed 22 July 2020.
[9] See CEC Press Statement on this. https://cecinvestor.com/declaration-of-cec-power-infrastructure-as-common-carrier/ Accessed 22 July 2020
[10] Republic of Zambia, 2017, *Seventh National Development Plan 2017 – 2021: Accelerating Development Efforts towards Vision 2030 without Leaving Anyone Behind*, Lusaka, pp. 53-54.
[11] SkidRES Project Document.
[12] See its home page: https://www.kgrtc.org.zm/

months. The total budget is USD 803,762, provided by the Swedish International Development Cooperation Agency (Sida). The Sida representative is working from the Swedish Embassy in Lusaka.

The project team is working from the ILO Country Office in Lusaka. It consists of four staff members: National Project Coordinator (NPC); National Project Officer (NPO); Finance and Administration Assistant (FAA); and Driver. The ILO Office in Lusaka also provides services to the Project mainly regarding finance and administration issues. The ILO Decent Work Team (DWT) in Pretoria and ILO Headquarters, Geneva, provide technical support when/if required.

The **key stakeholders and partners** of the ILO project include the following:

- KGRTC, the key implementing agency – a well-established regional training institution from 1989, providing competitive specialized training solutions in hydropower and related fields to electricity utilities in the Southern Africa Development Community (SADC) and Sub-Saharan regions; [13]
- Sida, Sweden, – the donor agency; and
- Ministry of Energy (the key ministry for this project); Ministry of Higher Education; Ministry of Labour and Social Security – Representing the Government of the Republic of Zambia in the National Steering Committee.

Moreover, the below-mentioned private sector agencies/companies are also stakeholders and partners to the ILO Project, and have been contacted by the Project to gauge their interest in contributing to building capacity on RE/EE in Zambia in close cooperation with KGRTC:

- ZESCO Limited;
- Technical Education Vocational and Entrepreneurship Training Authority (TEVETA) under Ministry of Higher Education (MOHE);
- Copperbelt University (CBU);
- Industrial Development Corporation (IDC);
- Zambia Federation of Employers (ZFE);
- Zambia Congress of Trade Unions (ZCTU);
- Zambia Industrial Training Academy (ZAMITA);
- Zambia Renewable Energy Association (ZARENA);
- Copperbelt Energy Corporation (CEC);
- Southern African Development Community (SADC) - Centre for Renewable Energy and Energy Efficiency (SACREEE)
- Lubambe Copper Mines;
- Lunsemfwa Hydro;
- Africa GreenCo;
- Metrum Sweden;
- Siemens Energy AB (Sweden)[14];
- University of Linkoping (Sweden); and
- International Training Centre-ILO, (Turin, Italy).

A Project Steering Committee (PSC) in Zambia was formed during the second quarter in 2020, with members from the Government, the Employers and Workers organizations (all ILO constituents) and

[13] Source: https://www.schoolandcollegelistings.com/CD/Lusaka/508118142570233/Kafue-Gorge-Regional-Training-Centre.
[14] Formerly under the name Siemens Industrial Turbomachinery.

the private sector. Its role is to provide overall advice and strategic direction to project implementation and to ensure that the SkiDRES Pilot Project responds to the renewable energy and energy efficiency priorities and needs of the public and private sector. It is chaired by the Ministry of Energy and planned to meet quarterly.

Project framework (logical structure) and strategy

The SkiDRES project followed a results-based management approach, and has a Logical Framework Analysis (LFA) matrix (see Annex X). It was designed as a preparatory phase for a major 3-years follow-up Public Private Development Partnership (PPDP) project, with Sida as a development partner. Zambia´s reliance on hydropower over several decades, has resulted in a relatively strong base of electrical engineers and related skills seen as an opportunity for the forthcoming project going forward in improving existing skills and adapting them to new areas in relation to renewable energy and energy efficiency.[15] The intention was that the preparatory project would identify public and specifically private sector actors that could actively be involved in sharing skills, experience and resources in an extensive capacity building PPDP programme.

The Project Document foresees that SkiDRES would assess the market and skills required to work on renewable energy (RE) and energy efficiency (EE) technologies, develop and test demand-driven training and carry out a capacity assessment of KGRTC. The ultimate goal is that KGRTC will become a RE/EE Centre of Excellence in the sub-region.

The development (long term) objective is poverty reduction and improved livelihoods through access to affordable reliable and sustainable energy. The logical structure and design of the pilot is uncomplicated in the sense that it has one immediate objective (which also is referred to as outcome in the LFA matrix) which is: *Test and prepare for further skills development for the Renewable Energy and Energy Efficiency sector, which is relevant for the Zambian context and has strong ownership by key stakeholders.*

In order to reach this objective, the Project was set to initiate contact and agreements (verbal or written) with private and public sector actors on commitments, roles and responsibilities in the forthcoming PPDP implementation, including in the region and in Sweden and other Nordic countries (output 1). It would undertake a market systems analysis (MSA) of the RE/EE sub-sectors, and a gender-sensitive skills needs anticipation survey, based on the needs and projections of actors engaged in RE/EE (output 2). A sustainability and capacity building plan for KGRTC as a Centre of Excellence on skills training in the RE and EE sector would be produced (output 3). KGRTC would produce reports on at least two pilot training programmes in RE/EE technologies and conduct training needs assessments, design and deliver the pilot training programmes, possibly with external technical expertise inputs using the findings of the market systems analysis and the skills needs anticipation survey (output 4).

Further, as part of the outputs, a proposal would be made for a continued skills development programme for RE/EE which would include a project budget estimate and a tentative implementation plan (output 5). Finally, a validation by the stakeholders of the MSA report, KGRTC sustainability and capacity building plan, the project proposal for the main project and its operational plan were to be undertaken (output 6).

The SkiDRES Project Document includes a Theory of Change (ToC) for the PPDP i.e. the planned/forthcoming *Skills for Energy in Southern Africa – a Public-Private Development Partnership for Skills in Renewable Energy, Energy Efficiency and Regional Energy Integration (*SESA) project (Annex A). For an analysis of the framework of the forthcoming proposed project, see section 3.1, on validation of the PPDP proposal.

SkiDRES strategy

Thus, the pilot project was to gather as much information as possible to help identify the critical skills gaps as well as the EE and RE resource(s) of interest for the PPDP. Information on skills audits and interest in RE and EE from the relevant national bodies in the selected SADC Member States will be

[15] Source: MSA

obtained. An important activity was thus be to explore the potential for a regional dimension of the PPDP. This could be in the form of receiving additional course participants from other countries, inputs from the region in the form of lecturers, contributions towards curricula, training equipment, job placements, etc. The focus was to further strengthen KGRTC's role and capacity as a skills provider in the regional RE/EE arena.

Related to this, substantial efforts were to be made during the pilot project to explore the potential for broadening the PPDP to Sida Headquarters' regional energy support programme under Power Africa, and through Business Sweden, and engage with the Swedish private sector.

A PPDP that supports the strengthening of the renewable energy sector's capacity and its wider integration into the power sectors of the region was believed to be attractive to other Nordic stakeholders as well, and it was anticipated that a strong engagement with them could be created along with other public and private actors in the energy sector. A partnership with the Nordic resource base was believed to have a potential to "expose" KGRTC to wider experience and knowledge and bring resources to its operations.

2 EVALUATION PURPOSE, OBJECTIVES, SCOPE, CRITERIA AND QUESTIONS

2.1 EVALUATION PURPOSE

The primary intended use of the evaluation is to learn lessons for future programming. According to the Terms of Reference (ToRs), the following are the objectives for this evaluation:[16]

- Assessing the extent to which the project has achieved its expected results at output and outcome levels and its potential for impact, while identifying the supporting factors and constraints that have led to them;
- Identifying unexpected positive and negative results of the project;
- Assessing strategies and implementation modalities chosen, including partnership arrangements;
- Assessing the extent to which the project outcomes will be sustainable;
- Establishing the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs and United Nations Sustainable Development Partnership Framework (UNSDPF));
- Providing strategic and operational recommendations to improve performance and delivery of Project results in the scale-up phase after the pilot; and
- Documenting lessons and good practices in view of the PPDP approach.

The evaluation focused on identifying results by assessing the extent and quality of project outputs and outcomes and reaching the stated immediate objectives, in accordance with ILO´s results-based evaluation approach.

2.2 INTENDED PRIMARY USERS

The intended primary clients/users of the evaluation are the Government of the Republic of Zambia (GRZ), the social partners (including the Employers and Workers organizations that are ILO constituents); the private sector actors; Kafue Gorge Regional Training Centre (KGRTC); the ILO and the Government of Sweden (represented by the Swedish International Development Cooperation Agency (Sida) - the donor agency.

2.3 EVALUATION SCOPE

The scope of the evaluation was to cover all aspects of the pilot SkiDRES project in Zambia that include project design, organization, implementation and management from its start to its end i.e. from March 2019 to August 2020. The scope also included the fact that it was a preparatory project for the main project entitled *Skills for Energy in Southern Africa – a Public-Private Development Partnership for Skills in Renewable Energy, Energy Efficiency and Regional Energy Integration* (SESA), that is expected to follow suit.

2.4 EVALUATION CRITERIA

The OECD-DAC evaluation criteria was applied in the evaluation[17].

- **Relevance and strategic fit and validity of project design.** Whether SkiDRES pilot project was in line with local needs and priorities as defined by the government development plans and

[16] Source: Term of Reference.
[17] These are the OECD-DAC evaluation criteria for evaluating development assistance. Source: https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm.

other donor policies (e.g. Sida Country Assistance Strategy and regional strategy) – and thus contributed to the 'ownership' of the program by the various stakeholders

- **Project progress and effectiveness**. Whether the SkiDRES pilot project achieved its objectives or whether its outputs were to contribute to the attainment of its objectives. The factors that determine effectiveness include timeliness of inputs (from both cooperating partners and the government budget); resourcing and institutional capacities of implementing agencies; and preparedness of the various players in the project.
- **Efficiency of resource use**. The amount of outputs (qualitative and quantitative) in relation to the level of inputs. Often it requires considering other alternative ways of achieving the same results.
- **Impact orientation.** The wider effects of the SkiDRES Pilot Project – for example on raising stakeholders' awareness of RE/EE skills shortages on RE penetration rates. Impact is understood as identifying any key positive and negative changes generated through the implementation of the project (directly or indirectly, intended or unintended).
- **Sustainability**. Whether the SkiDRES Pilot Project activities would continue beyond the end of the project period (31 August 2020) or they will cease with the end of the project..

2.5 EVALUATION QUESTIONS

The following evaluation questions guided the data gathering and evaluation process:

Relevance and strategic fit

1. To what extent is the Project relevant to the achievements of the outcomes in the national and partners' strategic documents? That is, the Revised National Development Plan, the National Energy Policy, the United Nations Sustainable Development Partnership Framework (UNSDPF – the UN System country assistance strategy document) and Country Programme Document (CPD) 2016 -2021. Other country assistance plans for the UN (such as the ILO Decent Work Country Programme (DWCP)); and Sida´s strategy for its assistance to Zambia and the region with regards, in particular, to private sector development;
2. How does the project complement and fit in with other on-going ILO Projects and projects in the country?
3. What links have been established so far with other activities of ILO, UN or non-UN international development assistance organizations and private sector at local level?
4. To what extent does the Project strategically fit in with the Swedish Development Cooperation Strategy and synergies with relevant Swedish supported initiatives and Projects including the Swedish Embassy in Lusaka, the Permanent Mission in Geneva and the Desk Officer in Stockholm and/or in the region?

Validity of Project design

5. Is the Project design logical and coherent? Do outputs causally link to the intended outcomes that in turn link to the broader development objective?
6. Has the project identified and addressed (as was required) risks - considering the project major approaches (PPDP and MSA)?
7. Has the Project carried out a proper participatory consultation process and involvement of the Government and its social partners including the private sector during planning, implementation and monitoring?
8. Has the design clearly defined performance indicators?
9. Has the Project integrated an appropriate strategy for sustainability?

10. How have gender issues been addressed in the Project document and during the pilot implementation?
11. Considering the results achieved so far, was the Project design realistic?
12. To what extent have the PPDP and Market Systems approaches been applied and reconciled in the project design? To what extent are these approaches useful under the current skills market in Zambia, in particular in identifying and sustainably addressing root causes of skills gaps and mismatch?

Effectiveness

13. To what extent have the expected outputs and outcomes been achieved or are likely to be achieved, taking into consideration that this is a pilot project?
14. Has the quantity and quality of these outputs been satisfactory?
15. How do the stakeholders perceive them?
16. Do the benefits accrue equally to men and women?
17. How has the intended renewable energy & energy efficiency sectors benefited?
18. How has the pilot project team responded to a more comprehensive understating of the renewable energy/energy efficiency landscape and potential areas where a PPDP with ILO/KGRTC could add value and where private sector actors can engage, regarding the evolution of the project in terms of adaptive management?
19. Has the project process and results indicated that the project followed an adaptive approached and if so, was the adaptive approach useful towards the implementation of the forthcoming project?
20. What internal and external factors have influenced the achievement of the project outcomes and targets?
21. Are there any unintended results of the Project and what roles played in the project outcomes achievements?

Effectiveness of *management arrangements*

22. Is the management and governance arrangement of the Project adequate for the project objectives? Is there a clear understanding of roles and responsibilities by all parties involved?
23. Is the project receiving effective administrative, technical and political support from ILO (Pretoria DWT and Geneva)?
24. How effective and coordinated is the ILO-internal management and collaboration between different ILO units, and are roles, responsibilities and leadership mandates sufficiently clear?
25. Is the Project receiving the necessary political, technical and administrative support from its national partners and the donor (i.e. the Embassy and SIDA at HQ)?
26. Is the Project collaborating with other Projects and with other donors in the country/region to increase its effectiveness and impact?
27. How effectively has the management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is the data disaggregated by sex (and by other relevant characteristics)?

Efficiency of resources use

28. Have the available technical and financial resources been adequate to fulfil the Project?
29. Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader Project objectives?

30. Are the project's activities/operations in line with the schedule of activities as defined by the Project team and work plans?
31. How efficient was the Project in utilizing project resources to deliver the planned results?

Impact orientation and sustainability

32. Is the Project strategy oriented towards impact and sustainability?
33. Has the Project started building the capacity of people and national institutions and/strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?

Special issues:

34. Assess learning so far and prospects for the way forward in the forthcoming project that will follow the current pilot project that is currently at the planning stage - considering the project strategy to be implemented through a Public Private Development Partnership (PPDP) and a Market Systems Development (MSD) approach with involvement of various stakeholders (source: ToRs).

2.6 DESCRIPTION OF THE EVALUATION SEQUENCE

The following is the evaluation sequence:

- The evaluation process started with a Desk Review (**2 - 8 July**) and data collection (6 – **22**) July –which continued throughout the evaluation period of writing the draft report.
- Virtual Stakeholders workshop (Friday **24 July),** in which the preliminary findings were presented and discussed with selected participants.
- The draft report compilation (phase 3) started the following week (Monday **27 July)**, and the first draft report was submitted on **14 August**. The final report was completed by early September .

The deliverables of the evaluation are: Inception report; a PowerPoint presentation to the Stakeholder workshop; Draft evaluation report with Annexes; Final evaluation report; and separate Evaluation Summary in an ILO template, based on the Executive Summary of the final evaluation report.

2.7 METHODOLOGY AND LIMITATIONS

This chapter discusses the methodology applied, including data sources and sampling, the approach and specific data collection methods used. It also lists some limitations to the chosen methods, and the norms, standards and ethical considerations applied.

The evaluation was undertaken despite the fact that COVID-19 pandemic is affecting the context in which ILO evaluations usually are carried out, i.e. physical presence and field work in the country of a *team* of consultants, and presentation of preliminary findings in a Stakeholder´s Workshop which is not virtual. The fact that the national consultant in this evaluation has wide experience and knowledge of the subject matter of this Project, was instrumental in managing the evaluation process in the COVID-19 context – in a situation when the lead consultant could not be physically present in Zambia.

The evaluation methodology involved a mix of various data collection approaches and methods to collect primary and secondary quantitative and qualitative data. The evaluation team used purposive sampling, to ensure representation, for the interviews and Focus Group Discussions (FGDs). The data collection phase was participatory throughout the process. Gender dimensions have been considered ensuring that gender-disaggregated information was gathered and analysed to the extent it was available in the documentation.

Comprehensive review of relevant documentation

The documentation review involved perusing relevant documentation to inform the evaluation process. It included the following sources of data:

SkiDRES Project Document; Project Budget and expenditure statement; work plans, project updates; review and planning documents; M&E framework; technical progress reports, Memoranda of Understanding (MoU); Terms of References, reports from studies and assessment reports; mission reports; project promotional material; and relevant websites.

Semi-structured in-depth interviews

The evaluation team conducted 18 in-depth semi-structured interviews (face-to-face and virtual) which lasted from 30 minutes to about an hour and a half hours with ILO staff and SkiDRES consultant and the project stakeholders – i.e. t KGRTC, the Government, Employers' and Workers' organization representatives, the development partner/donor agency). The in-depth interview, as an evaluation method, was selected because it allows for both factual/content-related and (if there exists) sensitive issues to be addressed.

The issued covered in the interviews included roles played by the stakeholders in the design and subsequent implementation of SkiDRES Pilot Project; key lessons learnt; processes, content of the program under evaluation; achievements and impact (and lack thereof); systems; rating of KGRTC and ILO on pilot project relevance and their respective performance; work environment; challenges limitations; as well as visions for the future (Annex IX. List of persons consulted).

In-depth interviews can clarify, rectify and/or up-date quantitative data obtained from the documentation review. It can provide information about internal arrangements, distribution of roles and tasks among staff within an organization. They can also allow for a better appreciation of various challenges faced within the particular organization, or by the individual interviewee, e.g. dysfunctional internal systems, mismanagement of resources, and staff movements that may have hindered planned activities or events, or attaining project outcomes.

Focused Group Discussions

The team conducted five Focused Group Discussions (FGD) with stakeholders in Zambia - both face-to-face and virtual. The participants who took part represented KGRTC; SADC/SACREEE; Lubambe Copper Mines; Ministry of Higer Education/TEVETA; and Ministry of Energy. The total number of participants in the FGDs were 13 (4 women). (The number in *each* FGD is clearly shown in Annex II. Evaluation Schedule).

The criteria for selection of individuals to participate in these were not different from those mentioned above. It was chosen as a method because it allowed for the floating of ideas, posing questions and rapidly get some answers from more than one person (Annex IX. List of persons consulted).

Questionnaire Survey

In order to complement the information gathered during the documentation review, interviews and FGDs, a short questionnaire was used. It included mainly of open-ended questions. This method was chosen as it has the advantage of supplementing earlier information provided verbally (Annex V. Evaluation matrix).

Sample selection

The evaluation team applied purposive sample selection of all respondents for the interviews, focused discussions and questionnaire survey and it was done in cooperation with the ILO project team. The Project arranged for the practical arrangements which included making transport available for the field visit to KGRTC.

Limitations

This section refers to the limitations of the above-mentioned methods used by the evaluation team.

A limitation of semi-structured interviews as a method is that it has an inherent risk of bias (as with most qualitative methods) from both the interviewer´s and the interviewees´ perspectives – which was mitigated through triangulation and counter checking with other stakeholders.

A limitation when using FGDs could be that the presence of an authority (informal or formal) among the persons attending the discussion could inhibit some persons to express their opinions or provide information freely.

A limitation with a questionnaire survey is that it is often difficult to get replies from non-ILO stakeholders (i.e. from the government or the social partners). In this evaluation, only the ILO project team in Lusaka was given the questionnaire.

The evaluation team is aware that purposive sampling in the selection of interviewees involves a risk of bias. This was mitigated through triangulation.

The evaluation team took *gender concerns* into consideration throughout the process, when assessing the relevance and validity of the Project´s design, implementation as well as follow-up. In the selection of interviewees, and participants in FGDs and meeting efforts to include female participation were made. However, since RE/EE is a science, technology, engineering and mathematics (STEM) discipline, it tends to be male dominated.

A (virtual) **Stakeholder Workshop** was held on 24 July 2020 in which the preliminary findings were presented and discussed. This was also an opportunity to have a Q&A session and collect more information as the participants reflected on the findings and provided their insights in the discussion that followed. The number of participants was twenty-six.

Quality Assurance: Methodological triangulation of the data and information obtained from the various methods has been used throughout the evaluation process, to ensure credibility and validity of the results. This included cross-checking of information from different sources.

2.8 EVALUATION NORMS, STANDARDS AND ETHICAL CONSIDERATIONS

The standard OECD-DAC[18] evaluation criteria "relevance, efficiency, effectiveness, impact and sustainability" was applied.

The evaluation team has adhered to the ILO Evaluation Policy Guidelines and relevant Guidance Notes – i.e. Checklist No. 3 Writing the inception report, Checklist No. 5 Preparing the evaluation report (including the two templates for completing), Lessons learned and emerging good practices, Checklist No. 7 Filling in the title page with link to template.

Regarding gender issues, these ILO guidelines were followed:

- Guidance 1.1 Integrating Gender Equality in Monitoring and Evaluation; and
- ILO Action Plan for Gender Equality (2018-2021)

UN Norms and Standards for Evaluations were also followed especially the UN ethical guidelines which addresses confidentiality issues [19] and UNEG´s Code of Conduct for evaluations in the UN system.

[18] OECD-DAC stands for Organisation for Economic Co-operation – Development Assistance Committee.

[19] UNEG´s Ethical Guidelines (2007) states "Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality. Evaluators must ensure that sensitive information cannot be traced to its source so that the relevant individuals are protected from reprisals." In the UN Norms and Standards for Evaluation (2017) it is referred to as follows: "..interactions with participants: engaging appropriately and respectfully with participants in evaluation processes, upholding the principles of confidentiality and anonymity and their limitations; dignity and diversity; human rights; gender equality; and the avoidance of harm" (p. 21).

3 EVALUATION FINDINGS

This chapter outlines the findings of the evaluation, responding to the key evaluation questions in section 2.5. The sources used are the key Project documents and interviews with current ILO staff, the donor representative, the key stakeholders and the senior Consultant who has been assisting the KGRTC and the SkiDRES to develop the new SESA PPDP project proposal.

3.1 RELEVANCE AND STRATEGIC FIT AND VALIDITY OF PROJECT DESIGN

The Project was found to be relevant vis-à-vis ILO´s Programme and Budget, Outcome 1: "More and better jobs for inclusive growth and improved youth employment prospects". The KGRTC participated substantively in the design and preparation of the SkiDRES pilot project. It jointly worked with ILO, after being matched by Sida, on the concept note. The pilot was a culmination of the long relationship with Sida and Norad that has provided support directly to KGRTC through ZESCO with the blessings of the Ministry of Energy. The three institutions agreed upon the Project´s RE/EE focus. The proposal for the main project, SESA, was also assessed to be very relevant as it will have a regional outlook and participation from SADC countries. Moreover, the evaluation found that KGRTC, with its existing expertise and experience in hydropower and private sector engagement and networking has the potential to become a key player in skills development for RE and EE technologies.[20]

The following specifies, further, the Project´s relevance vis-à-vis national, UN and Sida policies:

The Project is very relevant and responsive to **Zambia's socio-economic transformation challenges**. In particular, its focus on RE/EE skills gaps will help improve the country's investments in specific human capital assets. The repositioning of KGRTC as a RE/EE regional centre of excellence through strengthening its institutional capacity and training governance frameworks fits into the 7NDP priorities. The 7NDP document (p. 72) observes that Zambia's challenges to diversify her electricity energy mix (with over 80% reliance on hydroelectric energy) reached crisis levels in 2015 arising from Climate Change when low rainfall pattern necessitated massive load shedding. Currently (2019/2020), Zambia is yet again undergoing another electricity generation shortages because of recurring droughts. Increasing the energy-mix by increasing the share of on-grid and off-grid renewable energy sources could help resolve this challenge in the medium and long-terms.

The Project also responds to Zambia´s (in progress *draft*) **Decent Work Country Program** (DWCP) (2020-2023), priority 2 on "Enhanced economic diversification to create more and better job opportunities for all especially young people"; in particular outcome 2.1 "Improved framework for development of skills that increase productivity and employability among youths especially in the informal economy". Here, indicator 2.2.1: Number of people with access to industry-relevant skills (disaggregated by skills type, age and sex) may be the most relevant.[21]

SkiDRES project is also **in line with the United Nations Sustainable Development Partnership Framework (UNSDPF)**, especially Strategy 3: "Promote Renewable and Alternative Energy" (p.21).

The project´s **relevance vis-à-vis Sida is explicit** in Sida´s Zambia strategy which specifically includes support to Zambia´s sustainable energy systems - to gain increased access to renewable and sustainable energy, including in off-grid areas. It states that Swedish support can help mobilise investments in renewable energy production, electricity grids, more efficient energy use and reforms of the energy sector. Regarding its strategy for development cooperation in Sub-Saharan Africa, it reiterates its support for increased production of, and access to, renewable energy: *"Regional economic integration that takes better account of the effects on the environment, climate and gender equality will be more effective in reducing poverty. Swedish development cooperation must therefore apply an integrated approach to regional economic integration and trade, productive employment, sustainable use of common natural resources and energy sources. Furthermore, Sweden is to contribute to strengthened*

[20] According to TEVETA officials, KGRTC is a grade 1 registered TEVET training provider that qualify to access Skills Development Fund resources to provide specific training to eligible employers.

[21] However, formally, the country does not have a DWCP, but there is one from 2020 **which is still a draft**. Source: ILO Project staff.

production of, and access to, renewable energy for households and productive sectors, which will benefit both women and men, and efficient energy use".

Finally, it was also found that all key stakeholders regarded the Project as relevant. Apart from KGRTC and the Zambia Federation of Employers (ZFE), all the other stakeholders spoken to indicated that, although the Project as such was relevant, they did not participate in the design of SkiDRES. For most of them, they only became aware of the Project in November 2019 when they were invited to attend a Green Jobs skills training short course, at KGRTC that month. This situation is assessed to be unsatisfactory as participation by the key stakeholders ought to be ensured at the design stage of any project.

Validity of project design

Validity of project design is closely related to relevance. SkiDRES was designed to assess market needs, develop and build partnerships with private sector actors/operators both in Zambia and in the sub-region, develop and test demand-driven training. It was also intended that it would create a "foundation" for a follow-up three-year PPDP.

The project follows a results-based management approach, and has a Logical Framework Analysis (LFA) matrix. It was noted in the LFA matrix that the immediate objective is made equivalent to outcome, which is not a problem per se. The problem is that *this is phrased as an activity*: "*to test and prepare* for further skills development for the renewable energy sector". For a clear understanding it should have been phrased as an end objective, e.g. "A PPDP for skills development in renewable energy tested and prepared for " – especially since the development objective is long term and is related to one of the highest goals of the country – i.e. poverty reduction. This observation is meant to remind stakeholders that it is good to have as much clarity as is possible in relation to what to strive for and achieve.

A Theory of Change (ToC) matrix is not available in the Project Document for the SkiDRES pilot, but a ToC matrix for the SESA project proposal is annexed to it, showing three outcomes, however, in the project proposal there are only two outcomes. The explanation is that the design of the main project evolved during the implementation of the pilot phase and hence adjustments were made in the design of SESA:

- More power technicians, engineers and managers in the SADC region have enhanced technical capacity to apply, manage and promote the latest RE, EE and Regional Energy Integration (REI) technologies; and

- KGRTC has built its brand and standing as the region's Centre of Excellence for competitive skills training in RE, EE and REI technologies.[22]

Regarding the framework and rationale, it was found that the elements, overall, are logically linked upwards to the higher level of objective in the matrix i.e. the six outputs generally lead to the objective. These are some *reflections* on the SkiDRES Project design:

1) The immediate objective should have been formulated as an *end-goal* not as an *activity* (testing and preparing for further Skills Development. Its contribution to the development objective (poverty reduction and improved livelihoods) seems at a first glimpse not very obvious but considering the long standing energy sector challenges, improvements in access to reliable and affordable energy services are likely to benefit the whole population in the long-term .

2) These are reflections on the assumptions in the LFA:

Assumption: Retention of trained staff by KGRTC.

Assumptions in a results-based management framework should be factors *outside* the influence of the Project and **its key partners** which cannot be said to be the case with this assumptions. Further, the "risk matrix" in the Project Document, has ticked "low" regarding *the risk of slow Project start-up* due

[22] Source: SESA Project proposal (latest draft, received from the SkiDRES project).

to administrative issues. The experience of the evaluation team show that slow start-up is the norm and not the exception. This is often caused by ILO's bureaucratic administrative processes and other donor agencies (staff recruitment/procurement and delays in channelling of funds to reach projects). Curiously, the impact of slow project start-up is also given a "low".

*Assumption***:** *The possibility of the Government withdrawing the RE/EE promotion policies and the associated effect on the private sector's willingness to invest in RE/EE in Zambia.*

Here perhaps the risk of the government taking greater hold of, or nationalising private company assets with associated implications would have been more in line with reality - such as decreasing the private sector's willingness to invest in RE/EE in Zambia.

Assumption: *The possibility of the Zambian private sector not willing to contribute in cash or in kind to the PPDP, with the associated effect that there will be no PPDP – or seek overseas private partners, e.g. in Sweden.*

The above can be said to be a "killer assumption", meaning that the PPDP principle should not even have been tried out in the first place if there was a real risk this situation prevailed, i.e. if the preconditions were not more favourable - thus this is not a good assumption.

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3.2 EFFECTIVENESS

This section looks at project effectiveness, including effectiveness of project management - i.e. the extent to which the outputs have contributed to the immediate objective/outcome.

The Project has had an important role in identifying private sector companies, gauging their interest and engaging them into investing time and resources and participate in sharing their technical expertise through training courses to impart new skills in the renewable energy area.

The project management, which also relates to the KGRTC management as the key implementing partner, has completed the vast majority of the activities/outputs listed in the latest work plan (2020). In the interview with the KGRTC management and other staff, the interviewees said that the relevance of the Pilot Project is highly rated, and the working relationship with ILO was excellent.

The positive aspect is that the SkiDRES project has been able to raise interest and commitment among several of the stakeholders that the evaluation team consulted in Zambia, and also some interest from the sub-region, among actors involved. KGRTC's national, regional and international partnership networks helped mobilize different partners to contribute financially or materially to the project.

Some have expressed enthusiasm over the potential changes that the planned SESA project could bring, in terms of public and private actors coming together and spreading awareness and knowledge in the field of RE/EE.[23] It has engaged private sector agencies in sharing their skills, time and resources for capacity development, training and other events in the field of RE/EE.

On the ILO side, the start-up of the Project was delayed as a result of late recruitment of staff and funds channelled to the project. Two project staff members left their positions early, including the first project manager/project coordinator, and new staff had to be recruited including the current National Project Coordinator. These delays had some effect on the pace and progress of the pilot project.

On the side of the KGRTC, the pilot phase has been rather slow and communication between all actors involved could have been more frequent and effective.[24]The Centre has few professional staff and busy schedules, which might explain the late PSC formation, with the committee members meeting only once by the time the evaluation was undertaken.[25] No multi-stakeholder working group had been

[23] Sida has indicated that this new Project would have an annual budget of the same size as the current project has in *total* – and it is foreseen to be of three-years duration.
[24] Source: Interviews.
[25] On 1st September, the evaluation was informed that a second PSC (virtual) meeting was held on 27 August, 2020. This was preceded by a Project stakeholder close out meeting on the Wednesday 26th August, 2020. Source: Project NPC, in an e-mail.

formed. Perhaps therefore, some stakeholders felt that there was weak anchoring of the pilot and that not sufficient information had been shared, or consultations made.

The response from the Project staff is that the ILO made resources available for consultative processes and the key stakeholders were indeed consulted even at the design stage of SkiDRES, albeit not all of them. In addition to-one-on-one discussions, a stakeholder breakfast meeting was arranged in October, 2018 – this helped to gauge the interest, possible commitments and skills needs to a certain extent. Further, it is stated, the Project had a "ministry anchor" from the onset - the Ministry of Energy – which was engaged directly, and through the KGRTC on a number of issues. It is envisioned that the Ministry will continue to lead the PSC also when SESA takes off. [26]

The evaluation´s assessment is that **to some extent the Project has been effectively implemented** – *in terms of producing most of its outputs* which is a good achievement.

Output 1: Agreements and collaborations with private and public sector actors

This output envisaged collaborative agreements with private and public sector actors on commitments, roles and responsibilities in the forthcoming PPDP implementation, including in the region and in Sweden and other Nordic countries.

It was found that the vast majority of the outputs/"activity clusters" in the work plan are completed – while about two were ongoing at the time of the evaluation. The Project team with the help of the consultant initiated contact with many private sector actors/companies to determine their interest in being actively involved to support the project objectives, through KGRTC capacity development activities.

The Project has established institutional linkages and networks with social partners, public and private sector actors in the RE/EE sector, to identify/assess their willingness to contribute to the partnership. Exploratory meetings in the SADC region were also held to determine whether to include a regional dimension to the PPDP. Visits were also made to Sweden to make contacts with private sector companies, which resulted in some dialogue with Siemens Energy AB and Metrum, Sweden.

ILO/KGRTC held meetings/workshops to publicise the SkiDRES project with the relevant government ministries and agencies; and the other ILO´s social partners - the Employers' and Workers' organizations.

The Project discussed collaboration with a number of private companies and agencies. It is understood that the identification process and reaching of actual agreements with companies required more time than was envisioned.

To date there are three signed Memoranda of Understanding with ILO (KGRTC, Metrum Sweden and Africa GreenCo). All the three MoUs expire when the Project closes on 31 August 2020 but will be renewed once the new Project starts up. SACREEE has tried to work on a MoU with ILO/KGRTC but some ILO requirements could not be met, such as registration details (SACREEE being a "political" organization"). Also, the MoU with Siemens Energy was negotiated extensively but the parties' lawyers did not fully agree on all details of the MoU – however the practical collaboration between Siemens Energy, KGRTC and the ILO during the pilot phase was described as "excellent".[27]

The evaluation team understands that the Project team, as well as the externally engaged senior consultant have put in a lot of effort to contact public and private actors with the expectation to secure formal engagements but this did not materialize in all cases. This does not mean that there is a failure here – it takes time to build trust and more importantly – many stakeholders seem at this point interested to work with KGRTC and ILO on the future SESA project. The relationships with private sector, in particular, will be fluid in the sense that they will probably come and go and not participate in any permanent fashion. ILO and KGRTC will have to adapt their respective plans to be flexible and responsive.

[26] Discussions, interviews and response to the questionnaire survey.
[27] Triangulation through interviews.

Output 2: Market systems analysis

This output focused on the study on market systems analysis (MSA) of the renewable energy and energy efficiency sub-sectors, and a gender-sensitive skills needs anticipation survey based on the needs and projections of actors engaged in RE/EE.

The activities planned under this output were completed, except the printing of the study report. An external UK based consultant was recruited to conduct the Marketing Systems Analysis study to provide a comprehensive overview of the market for RE and EE.

The study applied a market systems development approach and model. It focused on basic value chains and the supporting functions, rules and regulations. It identified eight sets of skills that could be of relevance, namely:

1. Basic electrical skills;
2. Tariff negotiation and contracting of IPPs;
3. Wider skills relating to renewable energy (outside hydro and solar, and as other renewable resources are being explored such as biomass, wind and geothermal, new skills will be required to support the workforce development);
4. Power station design and self-generation;
5. Energy efficiency;
6. Power systems and trading;
7. Economic analysis;
8. General entrepreneurship, business management and salesmanship.

The MSA study found that shortage of skills was not seen (by the private actors who were consulted) as a fundamental constraint for expansion of renewable energy. The binding constraints related to access to credit (finance) and the regulatory environment. Further, the study found that Zambia has a strong base of engineers (after the many years of hydropower expansion) which provides an opportunity for adapting skills (re-skilling) to new areas such as RE/EE.

The study concluded that the lack of RE/EE skills was only one of the key constraints among many other constraints including political, social, environmental, legal and economic, which are equally binding. It also concluded that identifying specific skills gaps within the RE & EE sector only "goes some way" in addressing the problem of demand driven skills delivery. The report cautioned that without addressing these other constraints it is impossible to respond to the following questions:

- What is the scale of demand for training?
- What is the preferred mode of training?
- What is the willingness of companies to pay for training?
- What are the areas of demand of for training?

This evaluation found that there had been different views among stakeholders and within the ILO as to the usefulness of the MSA study, specifically because RE/EE skills anticipation had not gotten due attention in the study. That is, they argued that skills required in the country for *renewable energy were not sufficiently detailed* to guide the KGRTC capacity building plans. However, KGRTC opined that the report's shortcoming of not providing exact numbers of RE/EE skills anticipation was not necessarily a major issue as the report outlines, in some details, approaches to *estimate RE/EE skills anticipation* in Zambia and the region. The report was, therefore, judged useful by KGRTC.[28] ILO Lusaka Office also finally accepted that the study could be endorsed as final – a position that was strongly supported by the relevant Skills/ILO Headquarters. However, the evaluation team was made

[28] Source; Interviews with KGRTC staff.

to understand that DWT would have liked to be more involved in the study process. The evaluation team is of the opinion that the report was of sufficiently good quality.

The view of the evaluation is that, as the study team applied a holistic (market development) approach it is not surprising that *skills* shortages did not come up as the most binding constraint affecting the sector. The different opinions could perhaps have been better managed if the ILO technical "back stoppers" in Geneva and Pretoria had been involved at the time the Terms of Reference (ToR) was drafted – and if perhaps a separate thematic study focusing exclusively on skills had been conducted during the 17 months duration of the pilot project.

Output 3: Sustainability and capacity building plan for KGRTC

The evaluation found that this output, which consisted of an institutional capacity audit (assessment) for KGRTC to deliver RE and EE training programmes sustainably, was undertaken by ITC-ILO and completed. Other related activities were the development of a strategy for KGRTC to transition into a centre of excellence in providing RE and EE training in the region; and develop a communication plan for KGRTC. These outputs/activities were completed but have yet not been formally adopted by the KGRTC board.[29]

The ITC-ILO Institutional Capacity Assessment consultancy report, made some key proposals for KGRTC – i.e. to develop a sustainability/business plan to increase its customer base, differentiate its service portfolio and improve on quality control processes. Prior to the study, a rapid assessment of KGRTC was conducted, and since April 2018 ITC-ILO has worked with KGRTC and the SkiDRES project and conducted a training workshop with the project management and other RE/EE stakeholders (see Outcome 4 on Training).

The KGRTC Institutional Assessment study was conducted in 2019. It adopted a participatory approach. The report was judged to be of good quality and useful for the future development of KGRTC. Its findings were also instrumental in the design of the SESA project proposal. The evaluation team has perused the report and agree that it is comprehensive. The proposed road map to further strengthening the Centre seemed very ambitious and unrealistic if the proposed changes were to be completed within a three year project period. However, it was explained to the evaluation team that all actions were not meant to be completed by KGRTC by the end of the SESA project – as the "purpose of this project is to provide inspiration, guidance and technical support to KGRTC so it can implement the recommendations in the Assessment Study in due course". The recommendations in the Assessment Study provide a menu of options that the KGRTC management can select prioritized actions from, and this was done at ITC-ILO in Turin in February 2020.[30]

Output 4: Training programmes in renewable energy and energy efficiency technologies

Under this output KGRTC was envisaged to report on at least two pilot training programmes in renewable energy and energy efficiency technologies; undertake training needs assessment; and design and deliver pilot training programmes. KGRTC, being a regional in-service training institution, was to ensure that the focus of the SkiDRES pilot project was on re-skilling/reorienting TVET/engineering graduates on RE/EE and Training of Trainers courses for TVET lecturers/instructors on RE/EE technologies.[31]. A similar focus is foreseen for the forthcoming SESA PPDP project.

The ITC-ILO was a close partner in the process of capacity development. One Swedish company, Siemens Energy AB Sweden, conducted training free of charge at KGRTC as can be seen below (with a value of USD 25,000) and Metrum, Sweden, has handed over meter equipment during visits to KGRTC, free of charge and is an engaged private sector partner with a solid network in the SADC region.

The training events held in partnership with KGRTC included the following:

[29] Source: 3rd quarter SkiDRES work plan.
[30] Source: Triangulation through interviews and written response from the Project and the involved key consultant.
[31] Source: Interview with KGRTC.

- Gas Turbines Technology, Green Fuels and Sustainable Energy. Delivered at KGTRC in conjunction with Siemens Energy AB of Sweden. 18 – 22 November 2019.
- Skills for Green Jobs: Enhancing the Employability of Workers for the Transition to Low-Carbon Economies, Delivered at KGRTC in conjunction with ITC-ILO. (This had links to the ILO Green Jobs Programme). 25 – 28 November 2019.
- Industrial Energy Efficiency, delivered with KGRTC as the base, via an E-learning platform, during 20 July – 14 August 2020 in collaboration with ITC-ILO and SACREEE. The curricula and programme was developed by the Centre. The course enrolled 59 participants out of 94 applicants (30 were female). Many of the applicants were from Zambia, but applications were also received from Algeria, Botswana, Gabon, Malawi, Zimbabwe and countries. The majority were engineers, including mining engineers, and from electricity or maintenance companies. SACREEE officials are also part of the facilitators' team. During the first days of training (at the time of the interview), E-learning Campus had been part of the discussions– how to navigate videos provided by them, and made presentations of different Projects in the field of energy efficiency, such as an Industrial energy programme funded by the EU. SACREEE had also informed the participants about seed funding from a German Climate Institute and a regional bank in South Africa, as well as a Sida-funded 5-years project that had completed its first year. They also discussed how SADC countries could transform to become more energy efficient.

Training planned for later in August 2020[32]

The entrepreneurship training which was foreseen to take place at KGRTC was exchanged with online courses facilitated by Green Country Office Africa and KGRTC - which seems to be the right decision in view of the pandemic situation. These are:

- Financial Modelling and Bank Financing for Renewable Energy IPPs in Africa. The target audience is people who work with development and appraisals of RE projects, as well those involved in financial packaging of renewable energy projects. The course suits those with basic and intermediate knowledge of these areas and is appropriate for those from IPPs, power utilities, government departments, and financial institutions across Africa (20 August 2020)
- Renewable Energy IPPs, Project Documentation – also to be delivered by GreenCo Africa – will target people who work with development and evaluation/appraisal of renewable energy projects, as well those involved in stakeholder management and risk management. The course suits those with basic and intermediate knowledge of these areas and is appropriate for those from IPPs, power utilities, government departments and legal practitioners from across Africa (25 August 2020).

Training at ITC-ILO in Turin:

A 3-weeks workshop/training involving ILO and KGRTC was held at ITC-ILO in Turin in February 2020. During the first week it addressed the detailed validation of the Institutional Capacity Assessment study, and what it entails to be a professional training centre. It also looked at integrated systems including accountability, evaluation and registrations. This was a small group training event with 5-6 participants. They included the Director ITC-ILO, KGRTC´s senior management team; SkiDRES NPC and the senior consultant (who was involved in designing the SESA PPDP Project proposal).

The Project has also undertaken meetings and events to raise awareness about RE/EE for instance in a Breakfast Meeting which 21 senior media practitioners from 18 media institutions attended.

The evaluation team found that *not all* the planned training programmes had been carried out due issues related to management issues mainly at KGRTC, and the *on-set of the COVID-19, which impacted on the speed of implementation and necessitated a revision/adaptation of training plans*. However, the Project has facilitated the holding of several training and capacity development events with KGRTC.

[32] These two courses are what initially was referred to as "Entrepreneurship training."

Output 5: PPDP Project proposal for continued skills development in the region

This output for drafting a proposal for a continued skills development programme for renewable energy and energy efficiency, including project budget estimate and a tentative implementation plan has been undertaken. The outputs/activities under this output relate to consultations with potential SESA partners – and developing the actual SESA PPDP document to follow SkiDRES.[33]

The SESA PPDP Project proposal document has been shared with ILO and Sida (2, or 3 version) for comments. The SESA proposal is well designed – however, this evaluation´s ToRs do not include assessing the quality of the draft document. Of relevance to the proposed SESA project is the fact that KGRTC is about to have its *SADC regional training centre status formalized by end August 2020*, after the SADC Ministers of Energy, and Heads of State respective meetings - to approve and endorse the proposal. On RE/EE it will work with SADC Secretariat, SACREEE, RERA (SADC Region Energy Regulators Association) and SAPP (Southern Africa Power Pool).

The evaluation found that output 5 have been completed with satisfactory quality.

Output 6: Validation of the PPDP Project proposal

This output was related to a validation by the stakeholders of the MSA, KGRTC sustainability and capacity building plan and project proposal (SESA) and its operational plan.

It was found that all activities under this output were completed with good quality – i.e. (i) a validation workshop with ITC-ILO for the KGRTC Sustainability and capacity building plan; (ii) the validation meeting on the PPDP SESA project proposal and its implementation plan, and (ii) the second PSC meeting, which was arranged as a virtual meeting in August 2020.[34]

3.3 EFFICIENCY OF RESOURCE USE

Out of the total budget amount of USD 810,230, an amount of USD 667,940 (82,4 per cent budget delivery) at the time of the evaluation´s data collection phase had been spent. KGRTC has requested for a second instalment of funds (USD 58, 260.45), within the budget framework, to enable it to support the digital transformation and also deliver on the remaining trainings and other related activities. KGRTC was also finalising the planning for the last activities under the implementation agreement with ILO before the closing of the SkiDRES Project on 31 August 2020

It was found that the project had not been fully efficient in terms of using the available resources (funds) timely – at the time of the data collection. This is, however, likely to improve towards the Project closing date of 31 August 2020, as more activities are taking place. As stated above, KGRTC has requested for a second instalment of funds (USD 58, 260.45) - *within* the budget framework- to enable it to support the digital transformation and also deliver on the remaining trainings and other related activities. The Centre is also finalizing the plans for the last activities under the implementation agreement with ILO.

Covid-19 have affected the expenditures negatively to some extent, as some events were postponed/cancelled (e.g. monitoring visits and workshops).

3.4 IMPACT ORIENTATION AND SUSTAINABILITY

The evaluation found that *signs* of impact and sustainability can be identified in the fact that KGRTC has committed itself to embark on a process to change its business environment and create a training institution that will create knowledge in the RE/EE field - and be more attractive for private sector inputs. This has been done through close cooperation with the KGRTC itself, ITC-ILO and the SkiDRES project staff, as well as the ILO technical units, including the DWT (the latter who have been involved to a certain extent in providing inputs to the SESA Project Proposal).

It is also assessed that for the pilot project, that was exploring something *new* (a preparatory phase project), impact and sustainability need not be as important as for a full-fledged project. KGRTC has

[33] This should include problem analysis, market analysis, strategy and logical framework with performance indicators, theory of change, a matrix of partners' contributions, and budget and revenue estimates for the PPDP.
[34] Source: This was informed by the NPC in a mail.

only just started to adapt to the requirements of the new business strategy with the help of ITC-ILO, and it will take time to integrate RE/EE skills training into the core of the institution.

As stated above, some stakeholders interviewed raised some concerns regarding the non-direct involvement of the relevant Ministries (Higher Education and Energy). In their view, the Project should have been located in one of the two Ministries who, in turn, would have nominated KGRTC as the implementation institution in collaboration with ILO Lusaka Office. The consequence of an absence of a formal agreement between the Government and Sida/ILO will make it difficult for the former to formally allocate public funds and other resources towards this and the follow-up SESA PPDP Project. Further, none of the two key ministries were involved in the initial design of SkiDRES Pilot Project nor the forthcoming SESA PPDP Project – a situation that raises some concerns on the sustainability of the RE/EE skills training activities post-project closure.

3.5 CROSS-CUTTING ISSUES

This section looks at how gender equality and diversity/vulnerability have been addressed in the Project, which are concerns of Sida, ILO and KGRTC - and provides some reflections regarding the SESA project proposal.

The SkiDRES Project Document stipulates that the operations should be based on equity and inclusion approach, and that project should identify challenges faced by female and male youth when enrolling in skills training programmes. The Project has from the start been mindful of the importance to consider gender equality and the need to mainstream (integrate) gender in the pilot.

The below are examples of the efforts made:

- The Market Systems Analysis study explored perceptions on participation of men and women in the energy sector and the Institutional Capacity Assessment included an aspect of mainstreaming gender into training activities as cross-cutting issue;
- According to the Institutional Capacity Assessment, KGRTC will apply lessons learnt from the Sida-funded PPDP ZAMITA project on gender inclusion to inform the gender strategy to be used. It plans to carry out a Participatory Gender and Diversity Audit (PGDA) in response to the said assessment, which will aim at promoting "more effective gender equality and diversity";
- The KGRTC has some challenges to ensure integration of gender equality and diversity. While 38 per cent of the staff are women (working in administration and catering services in connection with its Guesthouse) - there are no female Trainers. RE/EE being STEM based disciplines tend to be biased against women;
- For TVET institutions, KGRTC has approached them to nominate female students to participate in courses - but the result has not been encouraging. To improve this situation, KGRTC has diversified its course portfolio to include some topics "that cater for women" e.g. financial modelling and entrepreneurship in the energy sector; and
- The SkiDRES Project has informed the evaluation that a marketing plan has been developed with the aim to increase participation of females in the RE/EE sector.

Regarding people who are differently abled, the assessment report states that would not be able to access the training or services at KGRTC. In the KGRTC interview, it was said that the Centre has tried providing some incentives to TEVET providers and other employers (both in Zambia and the region) to send female employees to attend its technical training programs. It provides scholarships for female employees but the response has been quite discouraging. ITC-ILO has discussed with KGRTC about importance of gender balance with KGRTC, and have talked about how scholarships for women can ensure that they could attend if they cannot pay themselves.

The evaluation found that the SESA Project Proposal has a serious approach to gender equality, acknowledging the need for KGRTC to attract more women trainees. It states that it.."cannot influence the methods for attracting female participants to engineering and technical vocational training" with

reference to TVET institutions which obviously is outside the scope of the KGRTC. However, it could in its new partnership with the ILO and Sida "go an extra mile" and devise innovative means to attract young female aspirants/participants for its training courses in the future.[35] In the interview with the representative of the GreenCo Africa it transpired that a lot of women are working in the private energy sector and that the SESA Project should specifically target them. She stated: "It´s very important to reach and involve young people, and also women from universities who are interested in new skills sets - young brains must be brought in immediately!" It was strongly suggested that the Project should be in contact with the University of Zambia for instance. The official also indicated that Sida has a regional women's network that could be used as a platform to reach out to more women.

3.6 CHALLENGES AND ISSUES AFFECTING IMPLEMENTATION

As stated, the original duration of the Project was 12 months, but in practice it was 9 months of implementation. ILO's internal processes and procedures have been the cause of some delays and clearly there are also management issues behind delays. The emergence and impact of COVID-19 did, according to the Project management, require a change in many activities and came with a new set of uncertainties and challenges, which required flexibility and adaption by all stakeholders involved, in particular KGRTC. Some activities had to be cancelled such as monitoring visits.[36]

Despite somewhat uneven progress, good developments were identified, as exemplified in this report.

Of relevance is that KGRTC indicated, as a challenge, that some Mining Houses were reluctant to participate in EE skills upgrade training activities. It also transpired in the interview with KGRTC that the absence of a national skills anticipation/information repository institution (to help generate skills needs profiles for different occupations) further complicates the RE/EE skills shortages challenges.

[35] KGRTC has earlier been involved in such initiatives in conjunction with TEVETA and the Engineering Institution of Zambia (EIZ) - possibly without much success. Source: KGRTC in its written comments.
[36] Latest SkiDRES work plan.

4 CONCLUSIONS

The evaluation concluded that, overall, the SkiDRES project, after being in operation for almost 17 months at the time of the evaluation, has been able to create interest and enthusiasm among some actors/stakeholders - both public organizations and private sector agencies - and managed to increase the awareness regarding RE/EE. It has been seen as very relevant among many partners who the evaluation team interviewed and who are looking forward to participate also in the planned SESA project. The conclusions listed below against the evaluation criteria, also relate to challenges faced and some short-comings in implementation.

4.1 RELEVANCE AND STRATEGIC FIT

Overall, it was found that the Project (its theme/focus) is relevant and fully in line with national, ILO, UN, Sida policies and strategies. It has also been very relevant for Zambia as it has explored the potential of public and private organizations joining the ILO and KGRTC in responding to capacity building requirements in view of a shift to RE/EE use in the country. If the new Project SESA gets approval – it is important that its new/revised PSC (or advisory board) is not seen as *government steered* as this might deter the private sector actors to be actively on board.

4.2 EFFECTIVENESS

In terms of producing *most* of its outputs, the Project was quite effectively implemented, and had managed to engage a sufficient number of good Partners for the pilot trainings –which is a good achievement - however not fully due to delays in some of its activities and issues related to management, and delays. Challenges related COVID-19 and the adjustments that had to be made also affected its effectiveness – the latter which was out of the control of the Project.

4.3 EFFICIENCY OF RESOURCE USE

It is concluded that the Project´s efficiency, in terms of using the available resources (funds, time) has not been high – but rather medium - as there were unspent funds remaining at KGRTC – however, this was expected to improve by the time the Project is closing.

4.4 IMPACT ORIENTATION AND SUSTAINABILITY

It is concluded that a sign of impact is the engagement of KGRTC, and some private sector actors who are committed and willing to continue working with ILO and KGRTC in the forthcoming SESA project. A *sign* of sustainability is that KGRTC is committed to work on a business sustainability plan that it has developed with ITC-ILO.

4.5 CROSS-CUTTING CONCERNS

The conclusions regarding the extent to addressing gender equality and mainstreaming gender in the programme, the Project has managed to bring up these issues as important and ensured the integration/mainstreaming of gender in the proposal for new project SESA.

5 LESSONS LEARNED AND GOOD PRACTICES

These are identified as lessons learnt:

1. **Local participation in project planning:** When a project idea/proposal has not sprung from a national or local organization[37] it is paramount that the key stakeholders become engaged from the very start i.e. not only the key implementing agency (in this case the KGRTC). The fact that there exists "fatigue" regarding workshop attendance sometimes is a challenge – but active engagement in the process of developing a project proposal for a results based project *requires more than consultation* – and entails active participation in a workshop – or even a series of workshops. Stakeholders should be brought together around the same table in the deliberations and provided with tools to participate in the *strategic planning process*. (Theory of Change/Logical Framework Analysis). After decades of working on technical assistance - this is not a new lesson learnt, neither for ILO, nor Sida.
2. **The importance of a Project Steering Committee/Project Advisory Committee**: The forming of the PSC or a Project Advisory Committee (PAC) should be the number one priority, soon followed by the forming of working groups. The fact that not all stakeholders are on board from the start should not delay the set-up of the committee – as flexibility can be ensured through making this clear in the ToR and persons with technical expertise can be invited to specific (thematic) meetings if need be (e.g. on observer basis) which also should be clearly spelled out in the ToR.

This has been identified as a good practice:

ILO can play a facilitative linkages role between organizations in the North and the South through partnerships for joint work, such as KGRTC and the ITC-ILO (an independent body from ILO). To transform KGRTC to become more self-reliant and less dependent on one state-owned company (in this case ZESCO) would require a lot of sustained partnership efforts. ITC-ILO was in a good position to assume an advisory role vis-à-vis KGRTC. The SkiDRES project played an important role in facilitating the close and fruitful cooperation between the two institutions. This cooperation was a spin-off from the ILO Green Jobs Programme and started with a "scan" to get an idea about how the institution was performing, followed by the institutional assessment analysis study (a baseline study of sorts), and a process involving the business plan for KGRTC, and technical assistance in relation to E-learning training courses. A clear advantage was also that the ITC-ILO Director was familiar with the region, Zambia and the subject.

[37] Source: Interviews, triangulation.

6 RECOMMENDATIONS

These are the recommendations of the Final Evaluation that build on the findings and conclusions :

Recommendation 1

High priority, Level of resources: High, Time line: High

Sida should endorse the new SESA project proposal to scale-up and continued the work that has been prepared.

Recommendation 2

High priority, Level of resources: Low-Medium, Time line: High

ILO should make much effort in recruiting a well experienced CTA (when/if the new SESA project is endorsed) i.e. a well experienced woman or man who is willing to reside at KGRTC on at least a half time basis. This is very important in order to develop and maintain a close working relationship with the KGRTC management and staff.

Recommendation 3

High priority, Level of resources: Low, Time line: Medium

KGRTC and ILO should be prepared to plan and implement initial activities to be carried out prior to the CTA's arrival in the forthcoming SESA project - for instance preparing for the mapping and demand survey in the sub-region – and even starting the recruitment process through the drafting of job descriptions and advertising and even pre-selecting staff (but the *contracts* cannot be issued until the funds from the donor are received by the ILO and financial agreements are signed). This is necessary as recruitment processes take time following ILO´s procedures.

Recommendation 4

High priority, Level of resources: Medium, Time line: High

ILO should avail resources as bridging funds from Project funds (if still remaining) and/or from RBTC and make efforts to retain SkiDRES project staff in employment under the ILO office in Lusaka until the new project SESA starts so that ILO does not lose more capacity and people who are well familiar with the project. If not possible for some reason, they should be encouraged to apply for positions the new project as they have knowledge, experience and have built the contacts with the private sector and other stakeholders.

Recommendation 5

High priority, Level of resources: High, Time line: High

Sida and ILO should already now foresee a follow-up of the planned three years for the SESA project – the reason being that three years project duration due to Sida´s budget limit is a short time to make a real difference through the **Public-Private partnership.**

Recommendation 6

High priority, Level of resources: low, Time line: High

KGRTC and ILO should be very strategic in forming/establishing the PSC for the new SESA project (and possibly advisory board and work groups) that represents not only Zambia but other countries and institutions in the region and give this urgent thought and attention *even before the Project starts* – and consider the possibility of having a PSC Chairperson from SADC.

Recommendation 7

High priority, Level of resources: High, Time line: High

If the budget ceiling for the new SESA project permits, **ILO and Sida should ensure** budget allocation for *intermittent* short-term consultancy services of a Communication Expert and look for a professional who also has a strong interest and experience in gender equality and diversity issues apart from

communication. The experience from other ILO technical assistance projects is that having designated Communication Specialist posts can contribute a lot, not only to a successful joint implementation and partnership, but also in spreading awareness to the public– thus although the budget may be limited for such a post such expertise can still be sought.

Recommendation 8

High priority, Level of resources: low, Time line: Medium

KGRTC should renew its efforts to actually target (look for) young people, specifically women, to participate in the RE/EE courses and other events – and seek out potential interested participants within the private energy sector and civil society, and the local public universities.

ANNEX I. TERMS OF REFERENCE

Final Independent Evaluation

Title of project being evaluated	Skills Development for the Renewable Energy Sector (SkiDRES) – pilot project for a Public-Private Development Partnership
Project code	ZMB/18/02/SWE
Project duration	26/03/2019 – 31/08/2020 17 months
Geographical coverage	Zambia
Donor	Government of Sweden
Key Implementing Partner	Kafue Gorge Regional Training Centre (KGRTC)
Project budget	USD 803,762

1. Introduction and rationale for the evaluation

The pilot project for skills development in the renewable energy and energy efficiency sub-sectors in Zambia (SkiDRES) is a SIDA funded International Labor Organization (ILO) & Kafue Gorge Regional Training Centre (KGRTC) initiative. The project aims to contribute to Zambia having the necessary skilled men & women to be able to tap into the rapid development of technology in renewable energy and energy efficiency. The one-year pilot project is developing and building partnerships with the private sector, assessing market needs, developing and testing demand-driven training, and preparing for a three-year Public-Private Development Partnership (PPDP). The pilot project has assessed & determined the training capacity of the KGRTC to be the sustainable centre of excellence in provision of skills training in renewable energy and energy efficiency technologies for the energy sector in the region.

Access to affordable, reliable and sustainable energy is one of the main drivers for social and economic development, resulting in better living conditions and access to new employment opportunities and enterprise development. However, only 31% of Zambians have access to grid electricity of which 67% are in the urban areas and 4% in the rural areas as of 2015.

Hydropower is the dominant energy source in Zambia, providing most of the Zambia's energy supply (about

82%), followed by HFO diesel and coal fuelled energy plants (about 16%). Renewable Energy (RE) (about 2%), such as solar, although having a huge potential to complement existing energy sources, are currently underexploited only providing limited amounts of energy to the Zambian population and the market penetration might be very low. In 2015, an energy deficit of close to 700MW occurred, with demand standing at 1,949MW while supply only stood at 1,281 MW.

For this reason, the Government of Zambia, through the Seventh National Development Plan (7NDP), stipulates to grow and diversify significantly its power generation and transmission capacities relying on new RE sources such as solar, geothermal, wind, biomass, with the aim to ensure universal access to clean, reliable and affordable energy, in line with national development priorities.

In addition, the Government has recognized Energy Efficiency (EE) as a priority issue because it can result in economic benefits, energy security, environmental protection and climate change mitigation. Enforcement of minimum efficiency standards for appliances, equipment and buildings can result in energy savings, which could offer a unique opportunity to reconcile economic competitiveness with sustainable development and provide the added benefits of reducing the cost of energy and increasing energy productivity.

Investment in Africa's RE and EE is growing. With a huge potential market and governments eager to expand their energy basket, investment opportunities are very clear. While the main driver and ambition of the Government of Zambia is to diversify and expand its energy basket and by doing so reduce its reliance on hydropower, a skills gap or even absence of skills in renewable and energy efficient technologies has been observed. Domestically available skills are critical to ensure a smooth transition and diversification of the energy mix, while contributing to economic growth, jobs and opportunities for development of enterprises along RE and EE related value chains. As the RE and EE related skills in Zambia are inadequate, the full gains of investment in technology in RE and EE need to be harnessed.

The Kafue Gorge Regional Training Centre (KGRTC), with its existing experience and expertise in hydropower and its already existing private sector engagement portfolio, has the potential to become a key player in skills development for RE and EE technologies. In addition, KGRTC is well placed to address and build knowledge in EE, especially in areas such as metering and analysis, grid optimization, smart grids and energy audits within the industry. Increased partnership with the private sector will enhance the institutional capacity building of KGRTC through increased outreach, impact, diversification, good governance and financial sustainability.

A Public Private Development Partnership (PPDP) is an appropriate approach to enable the private sector to collaborate effectively with KGRTC and to contribute sustainably to economic and environmental development. This in turn will be pivotal in the development of the demand and supply side of the renewable energy (RE) and energy-efficient (EE) technologies. It will also provide a model for financial sustainability and replication

within other training institutions and help promote achievement of inclusive green growth and development in Zambia.

2. Evaluation background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. As per ILO evaluation policy and procedures, all programmes and projects over USD 500,000 and up to USD1 million are subject to one final evaluation. Due to the relevance of this pilot project for a further scale-up project the project will go through an independent evaluation managed by an ILO evaluation manager. Neither the evaluator nor the ILO evaluation manager have any link to the project.

The evaluation in ILO is for the purpose of accountability, learning and planning, and building knowledge. It should be conducted in the context of criteria and approaches for international development assistance as established by the OECD Development Assistance Committee (DAC) Evaluation Quality Standard; and the United Nations Evaluation Group (UNEG) Code of Conduct for Evaluation in the UN System.

3. Brief background on project and context

The PPDP development objective is to address the lack of technical and vocational training and skills, which is a major bottleneck for Zambia's and the sub-region's future transformation. This is mainly because of a mismatch between skills currently offered and the skills demanded by the private sector in the emerging area of RE and EE, where skills, except for hydropower, are inadequate. The impact to which the PPDP will contribute is "Poverty reduction and improved livelihoods through access to affordable, reliable and sustainable energy"

This 17 months pilot project, funded by the Swedish government, was designed to assess market needs, develop and build partnerships with private sector operators in Zambia and sub-regionally, develop and test demand-driven training – and lay the foundation for the three-year PPDP that is anticipated to follow.

The skills gained, and ensuing opportunities, will result in decent jobs, improved income levels and cleaner energy options, which are likely to reduce the burden on women in sourcing for household energy. Women are the most vulnerable and affected by energy deficiencies, because of their traditional gender roles. In addition, lack of resources and a limited entrepreneurship culture, among other things, results in women and youth being under skilled and unemployed. The PPDP initiative will seek to mainstream gender equality and diversity in training and outreach as a way of addressing some of these challenges. The concept of equity and inclusion approach that values the diversity and differences in the strategic needs of both men and women will be

implemented.

A major purpose of the pilot has been to test and adapt the PPDP development model in the skills for renewable energy sub-sector approach to the local context. If successfully piloted, the PPDP model should through a new and follow-up project be up scaled to improve skills in the renewable energy and energy efficiency sub-sectors in the southern Africa region.

The Project design will contribute to the achievement of the following strategic frameworks: - Sweden's Strategy for Development Cooperation with Zambia 2018-2022, Sustainable Development Goals (SDGs), United Nations Sustainable Development Partnership Framework (UNSDPF), Vision 2030, 7th National Development Plan (7NDP), and the Decent Work Country Program (DWCP).

1. The intervention with KGRTC will contribute to the objective of the Strategy for Sweden's Development Cooperation with Zambia 2018 to 2022 that relates to increased access by the rural poor to renewable energy and improved energy efficiency in off-grid areas. The strategy emphasises that support for sustainable energy systems is also important for the strengthening of the private sector and economic development in the country, as well as for reduced deforestation.

2. <u>2030 Agenda for Sustainable Development</u>
   Zambia is mainstreaming and integrating the Sustainable Development Goals in its development agenda and is strongly committed towards their implementation. The proposed action will contribute to Zambia achieving directly or indirectly the following SDGs:
   - GOAL 4: Target 4.4 on Education: youths, skills development and job creation;
   - GOAL 5: Gender Equality;
   - GOAL 6: Clean Water and Sanitation;
   - GOAL 7: Affordable and Clean Energy;
   - GOAL 8: Decent Work and Economic Growth;
   - GOAL 11: Sustainable Cities and Communities and GOAL 13: Climate Action.

3. <u>7th National Development Plan – 7NDP (2017-2021)</u>
   The 7NDP, launched in 2017, is aligned with the objectives and goals of the 2030 Agenda for Sustainable Development and the African Union Agenda 2063. The SkiDRES project will contribute to strategies designed for outcome 4 "improved energy production and distribution for sustainable development" and in particular strategy 3 concerning the promotion of renewable and alternative energy. Additionally, the proposed action is aligned with outcome 9 on "enhanced decent job opportunities".

4. United Nations Sustainable Development Partnership Framework (UNSDPF) 2016-2021

   Under UNSDPF (2016-2021), the SkiDRES partnership will contribute to Pillar 2: Environmentally Sustainable and Inclusive Economic Development (Transformative Indicator of Success: % of youth (15-35 years) who state that they have viable choices for employment, as employers and as employees, and can make informed decisions about their future. Further, the Project responds directly to Outcome 2.1: By 2021, productive sectors expand income-earning opportunities that are decent and sustainable, especially for youths and women in the poorest areas and Outcome 2.2: By 2021, women, youth and other vulnerable groups are empowered to participate in economic opportunities that are decent and promote sustainable livelihoods.

5. The Zambia Decent Work Country Program (DWCP)

   The Zambia Decent Work Country Program (2017-2021) priorities reflect the constituents' priorities and ensure consistency with national development priorities whilst considering elements of the ILO's Decent Work Agenda for Africa. The DWCP has four priorities. The proposed action will contribute to the following priorities: Priority 2: Enhanced Economic Diversification to Create More and Better Job Opportunities for all. Especially Young People; - Outcome 2.1 on improved framework for development of skills that increase productivity and employability among youths especially in the informal economy.

6. KGRTC's Strategic Business Plan 2018 – 2022

   The KGRTC Strategic Business Plan 2018 – 2022 has four main strategic themes, with several objectives for different categories: The project will contribute to all these themes namely: Business Growth, Operational Excellence, Strategic Partnerships, and Effective Human Capital Development

Project Management Arrangement:

The Project is managed by a National Project Coordinator (NPC) based in the ILO Lusaka Office who reports to the ILO Country Office Director. The NPC is the principal staff responsible for Project implementation, supervision of staff, allocating Project budgets, preparing progress reports and maintaining Project relations with government and government institutional partners as well as the private sector employers and workers enterprises and organizations. The NPC is also responsible for managing the relations with the key implementing partner; Kafue Gorge Regional Training Centre (KGRTC) including elaborating the final Project document, establishing a monitoring and evaluation system and supporting the development of output based work plans in line with the log frame.

A National Professional Project Officer (NPO) and a Finance and Administration Assistant (FAA) support the NPC. Both Officers are located in the Project Office in ILO Lusaka.

At the local level, KGRTC primarily manages the activities and together with the ILO forms part of the Project Management Team. Other partner organizations, including the private and public sector actors manage different aspects of the interventions according to their mandates and the identified needs. The ILO Decent Work Support Team office in Pretoria provides technical support. The project has also drawn technical expertise from specialists at the ILO's the Lab, Small and Medium Enterprises Unit (SME) and Skills and Employability Branch (SKILLS) in Geneva.

Project Approach and Methodology of Delivery:

The project aims to apply two approaches to project implementation, both of which can be regarded as relatively innovative for all actors involved: Public-Private Development Partnerships (PPDP), as the major one, and the Market Systems or Market Systems Development (MSD) approach as a supportive one.

The PPDP is a modality for concrete cooperation between public partners and private sector actors to achieve development objectives. It encourages the private sector to contribute towards improving conditions for people in poverty and aim at maximizing the development value of private investments. Private sector partner(s) and the public partner(s) finance the project jointly. The driver of the project should be the partnering company, or a consortium of companies. A third party, e.g. an NGO or a UN agency, implements the project. The private partner(s) will normally be expected to cover at least 50% of the cost of a project, with the public partner(s)' contributions being complementary. The donor's role is catalytic but the ownership of the PPDP is with the private and public partners. The PPDP implementation model allows private companies to be implementing partners - not just donors -, which fosters sustainability, local ownership and exchange of expertise. The International Labour Organization (ILO) is playing the role of third party overall coordinator. The ILO has an overarching responsibility of supervising the project as a whole.

The Pilot PPDP is an opportunity for the private sector to provide expertise and innovative approaches to sustainable energy solutions. It will support skills development that will enable the Zambian and regional population benefit from job opportunities created through investments in renewable energy initiatives along value chains and market systems.

The PPDP will be based on a systemic approach to skills development that promotes analysis and action across the whole system of issues that affect skills development in the RE/EE sector. The systemic approach enables the PPDP to identify and influence key issues that affect behaviour over time to maximize impact by analysing

and addressing skills deficit and aiming at systemic change through improved supply, attitudes, practices, behaviours/compliance, etc. that will have long-term effects. The PPDP will thus be catalytic. As the partnership will have an iterative and flexible approach, it will further emphasize the systemic approach."

Moreover, as part of its strategy, the project adopts a Market Systems Approach to skills development, The MSD approach is designed to promote sustainable change, by identifying and addressing underlying root causes of the key problems, which in this case are skills gaps and skills mismatch on the RE/EE sectors. The MSD approach uses facilitation and adaptive management as key methods of implementation, which encourages local actors to drive change themselves and adapts to changes and new information in the context.

The key expected results for the pilot project include the following;

- Confirmation from private and public sector actors on commitments, roles and responsibilities in the forthcoming PPDP implementation, including in the region and in Sweden and other Nordic countries;
- A market systems analysis (MSA)/mapping of the RE and EE sub-sectors, and a gender-sensitive skills needs anticipation survey based on the needs and projections of actors engaged in RE/EE;
- A sustainability and capacity building plan for KGRTC as a Centre of Excellence on skills training in the RE and EE sector. The plan will include strategies for youth and women participation in RE/EE skill development interventions;
- Two pilot training programmes in renewable energy and energy efficiency technologies by KGRTC using the findings of the market systems analysis, and the skills needs anticipation survey; and
- A concept note (PPDP) for a continued skills development programme for renewable energy and energy efficiency, including, project budget estimate and a tentative implementation plan.

4. Purpose, scope and clients of the evaluation

Purpose

The independent evaluation serves the following purposes:

1. Assess the extent to which the project has achieved its expected results at output and outcome levels and its potential for impact, while identifying the supporting factors and constraints that have led to them;
2. Identify unexpected positive and negative results of the project
3. Assess strategies and implementation modalities chosen including partnership arrangements,
4. Assess the extent to which the project outcomes will be sustainable;
5. Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs and UNDAF);
6. Provide strategic and operational recommendations to improve performance and delivery of Project results in the scale-up phase after the pilot.
7. Document lessons and good practices on the PPDP approach.

Scope

The independent evaluation covers entire aspects of the project including the project environment, project organization, project relevance and efficiency of resource utilization and effectiveness from the start of it to the evaluation date.. Above all, sustainability and contribution to broader sectoral impact are crucial. The evaluation will assess all key results that are expected from the pilot project.

Clients

The primary clients of the evaluation are, the Government of Zambia as a recipient country, its social partners (including the private sector), Kafue Gorge Regional Training Centre (KGRTC) and the International Labour Organization (ILO) of the United Nations and Government of Sweden as the donor. All parties involved in the execution of the Project would use, as appropriate, the evaluation findings and lessons learnt.

5. Evaluation criteria and questions

The evaluation will follow the OECD-DAC framework and principles for evaluation. For all practical purposes, this ToR and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

The evaluation will have a strong focus on what worked, what not and why based on feedback against evidence.

The evaluation will integrate gender equality and no-discrimination, social dialogue and international labour standards as crosscutting concerns throughout its deliverables and process. It should be addressed in line with EVAL Guidance Note n° 4 for gender issues and Guidance Note n° 7 to ensure stakeholder participation.

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 norms[38] 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 evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.

Key Evaluation Questions

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project using the logical framework of the project as a central but not the only indicators.

The evaluation should address the questions below, especially on the why and how. Other aspects can be added as identified by the evaluator in accordance with the given purpose and in consultation with the evaluation manager. Any fundamental changes to the evaluation criteria and questions should be agreed between the evaluation manager and the evaluator, and reflected in the inception report.

1. Relevance and strategic fit,

- Is the project relevant to the achievements of the outcomes in the Revised National Development Plan, the National Energy Policy, the UNSPDF and the country assistance plans for the UN, such as the ILO DWCP and the SIDA with regards in particular to private sector development?
- How does the project complement and fit with other on-going ILO Projects and projects in the country?
- What links are established so far with other activities of the ILO, UN or non-UN international development aid organizations and private sector at local level?

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

- Has the project a strategic fit with the Swedish Development Cooperation Strategy and synergies with relevant Swedish supported initiatives and Projects including the Swedish Embassy in Lusaka, the Permanent Mission in Geneva and the Desk Officer in Stockholm.

2. Validity of design

- Is the project design logical and coherent? Do outputs causally link to the intended outcomes that in turn link to the broader development objective?
- Has the project identified and addressed as was need the required risks, considering the project major approaches (PPDP and MSA)?
- Has the Project carried out a proper participatory consultation process and involvement of the Government and its social partners including the private sector during planning, implementation and monitoring?
- Has the design clearly defined performance indicators?
- Has the Project integrated an appropriate strategy for sustainability?
- How have gender issues been addressed in the Project document and during the pilot implementation?
- Considering the results achieved so far, was the Project design realistic?
- To what extent have the PPDP and Market Systems approaches been applied and reconciled in the project design implemented? Are these approaches useful under the current skills market in Zambia, in particular in identifying and sustainably addressing root causes of skills gaps and mismatch?

3. Project effectiveness

- To what extent have the expected outputs and outcomes been achieved or are likely to be achieved, taking into consideration that this is a pilot project?
- Has the quantity and quality of these outputs been satisfactory?
- How do the stakeholders perceive them?
- Do the benefits accrue equally to men and women?
- How has the intended renewable energy & energy efficiency sectors benefited?
- How has the pilot project team responded to a more comprehensive understating of the renewable energy/energy efficiency landscape and potential areas where a PPDP with ILO/KGRTC could add value and where private sector actors can engage, regarding the evolution of the project in terms of adaptive management?
- Has the project process and results indicated that the project followed an adaptive approached and if so, was the adaptive approach useful towards the implementation of the forthcoming project?
- What internal and external factors have influenced the achievement of the project outcomes and targets?
- Are there any unintended results of the Project and what roles played in the project outcomes achievements?

4. Efficiency of resource use

- Have the available technical and financial resources adequate to fulfil the Project?
- Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader Project objectives?
- Are the project's activities/operations in line with the schedule of activities as defined by the Project team and work plans?
- How efficient was the Project in utilizing project resources to deliver the planned results?

5. Effectiveness of management arrangements

- Is the management and governance arrangement of the Project adequate for the project objectives? Is there a clear understanding of roles and responsibilities by all parties involved?
- Is the project receiving effective administrative, technical and political support from ILO (Pretoria DWT and Geneva)?
- How effective and coordinated is the ILO-internal management and collaboration between different ILO units, and are roles, responsibilities and leadership mandates sufficiently clear?
- Is the Project receiving the necessary political, technical and administrative support from its national partners and the donor (i.e. the Embassy and SIDA at HQ)
- Is the Project collaborating with other Projects and with other donors in the country/region to increase its effectiveness and impact?
- How effectively has the management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is the data disaggregated by sex (and by other relevant characteristics)?

6. Impact orientation and sustainability

- Is the Project strategy oriented towards impact and sustainability?
- Has the Project started building the capacity of people and national institutions and/strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?

7. Special issues

- Assess learning so far and prospectively on the way forward in the post-pilot forthcoming project, considering the planned strategy to be implemented through a PPDP and a Market Systems Development (MSD) approaches with involvement of various stakeholders.

6. Methodology

The evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures. The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the consultant in consultation with the Evaluation Manager.

The evaluation will apply a mix methods approach, including triangulation to increase the validity and rigor of the evaluation findings, engaging with key stakeholders of the project, as much as feasible, at all levels during the design, data collection and reporting stages.

Due to the onset of the COVID-19 pandemic and its impact on the world of work, this evaluation will be conducted in the context of criteria and approaches outlined in the ILO internal guide: Implications of COVID-19 on evaluations in the ILO: An internal Guide on adapting to the situation[39]. The evaluation will be carried out remotely:

Desk review, including the following information sources:

- Project documents (logframe, budget, implementation plan, etc.)
- Progress reports and outputs
- Research and studies conducted by the Project
- Project finance documents and records
- Mission reports
- All other relevant document from the project

The desk review may suggest a number of preliminary findings that could be useful in reviewing or fine-tuning the evaluation questions. The desk review will include briefing interviews with the project team and the donor.

Online/email questionnaires and telephone and video interviews: due to travel restrictions and no possibility of face-to-face engagements with project staff and stakeholders, the evaluation will employ email/online questionnaires and especially virtual interviews as the main sources for information gathering – to replace field visits and face-to-face interviews.

An indicative list of persons to be interviewed will be prepared by the Project in consultation with the Evaluation Manager. The project will support closely logistically the organization of these interviews.

[39] http://www.ilo.ch/eval/WCMS_744068/lang--en/index.htm

This list will include:

- Implementing partners
- National and local Government officials
- Donor: Swedish embassy in Lusaka, the Permanent Mission in Geneva and the Desk Officer in Stockholm.
- Project staff
- ILO HQ (SME Unit/ENTERPRISES),
- ILO ROAF
- ICT Turin, (training division)
- ILO Country Office

The desk review may suggest a number of preliminary findings that could be useful in reviewing or fine-tuning the evaluation questions. The desk review will include briefing interviews with the project team and the development partners.

Online/email questionnaires and specially telephone and video interview with project staff and stakeholders will take place to replace field visits and face-to-face interviews. An indicative list of persons to be interviewed will be prepared by the Project in consultation with the Evaluation Manager.

A virtual stakeholders' workshop (if feasible) will be organized to validate findings and complete data gaps with key stakeholders, ILO staff and partners.

At the end of the data collection process the evaluator will develop the draft report (see below deliverables for details). The draft will be subject of a methodological review by the evaluation manager and upon the necessary adjustments will be circulated among the key stakeholders. Then, the evaluation manager will consolidate the comments and will be provided to the evaluator for develop the final version addressing the comments or explain the reason for not address any, if that would be the case.

Sources of information for the desk review:

- ILO Evaluation guidelines and templates
- Project documents
- Technical Progress reports
- Project deliverables
- Financial report
- Mission report

Consultations will be held with:

- Implementing partners
- National and local Government officials
- Donor: Swedish embassy in Lusaka, the Permanent Mission in Geneva and the Desk Officer in Stockholm.
- Project staff
- ILO HQ (SME Unit/ENTERPRISES),
- ILO ROAF
- ILO Country Office

Deliverables

1. Inception report (with detailed work plan and data collection instruments) following ILO EVAL Checklist 3, the report should include:
   - Description of the evaluation methodology and instruments to be used in sampling, data collection and analysis and the data collection plan mentioned above.
   - Guide questions for questionnaires and focus group discussions;
   - Detailed fieldwork plan should be developed in consultation with the Evaluation Manager and project manager
   - The proposed report outline structure.

2. A draft and a final versions of evaluation report in English (maximum 30 pages plus annexes) as per the following proposed structure:
   - Cover page with key project and evaluation data
   - Executive Summary
   - Acronyms
   - Description of the project
   - Purpose, scope and clients of the evaluation
   - Methodology and limitations
   - Clearly identified findings for each criterion or per objective
   - Conclusions
   - Recommendations (i.e. for the different key stakeholders)
   - Lessons learned and good practices
   - Annexes:
     - TOR
     -Inception report
     - List of people interviewed
     - Schedule of the fieldwork
     - Documents reviewed
     - Project outputs and unexpected results achieved versus planned as per the Project logical framework targets

3. ILO templates for the Executive summary, Lessons learned and Good practices completed.

All reports, including drafts, will be written in English.

All reports, including drafts, will be written in English. Ownership of data from the evaluation rests jointly with the ILO and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key

stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

7. Management arrangements, work plan & time frame

The evaluation will be implemented by an evaluation team or individual evaluator that will have responsibility for the evaluation report.

Evaluation Manager

The evaluator/team leader will report to the evaluation manager Ricardo Furman, (furman@ilo.org) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical support and services of the Zambia SkiDRES project, with the administrative support of the ILO Office in Lusaka.

Work plan & Time Frame

The total duration of the evaluation process is 21 working days for the sole evaluator or the evaluation team. If the work will be carry by an evaluation team, one of the two team members should be based in Lusaka.

The evaluation should take place in June-early July2020.

1. Desk Review: 29 June - 3 July
2. Data collection and stakeholders workshop: 6-20 July
3. Development of the draft report: 21-30 July
4. Development of the final report: 23 August

Evaluation Phases

The evaluation is foreseen to be undertaken in the following main phases.

Phase	Tasks	Responsible Person	Team leader consultant number of days	Team member consultant number of days
I	• Preparation of TOR, consultation with key stakeholders	Evaluation manager	0	0
II	• Identification of independent evaluator(s) • Entering into contracts and preparation of budgets and logistics	Evaluation manager and EVAL	0	0

III	• Telephone briefing with evaluation manager • Desk review of project related documents • Evaluation instrument designed based on desk review • Development of the Inception report	Consultant(s)	5	2
IV	• Consultations with ILO Project staff/management in Zambia, Pretoria, and ILO HQ Units • Consultations with Swedish Embassy in Lusaka • Interactions with national stakeholders • Debriefing and presentation of preliminary findings to stakeholders in Lusaka at the end of the data collection (virtual workshop)	Consultant(s) with logistical support by the Project	10	10
V	• Draft evaluation report provided to the evaluation manager for methodological review	Consultant(s)	5	1
VI	• Circulate draft evaluation report to key stakeholders during two weeks • Consolidate comments of stakeholders and send to evaluation team leader	Evaluation manager	0	0
VII	• Finalize the report including explanations if comments were not included	Consultant(s)	1	0
VIII	• Approval of report by EVAL	EVAL	0	0
IX	• Official submission to the Country office responsible officer	Evaluation manager	0	0
	Total		21	13

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

- The evaluator 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.
- EVAL sends the final report to the CO Lusaka for dissemination among stakeholders (including the donor and ILO relevant stakeholders).

Budget

A budget under the full control of the evaluation manager will cover:

For the evaluator/evaluation team:

- Fees for the team leader of the evaluation team for 21 days
- Fees for the team member of the evaluation team for 13 days
-

For the evaluation exercise as a whole:

- -Communications
- Any other miscellaneous costs

8. Key qualifications and experience of the evaluator/evaluation team

Team leader

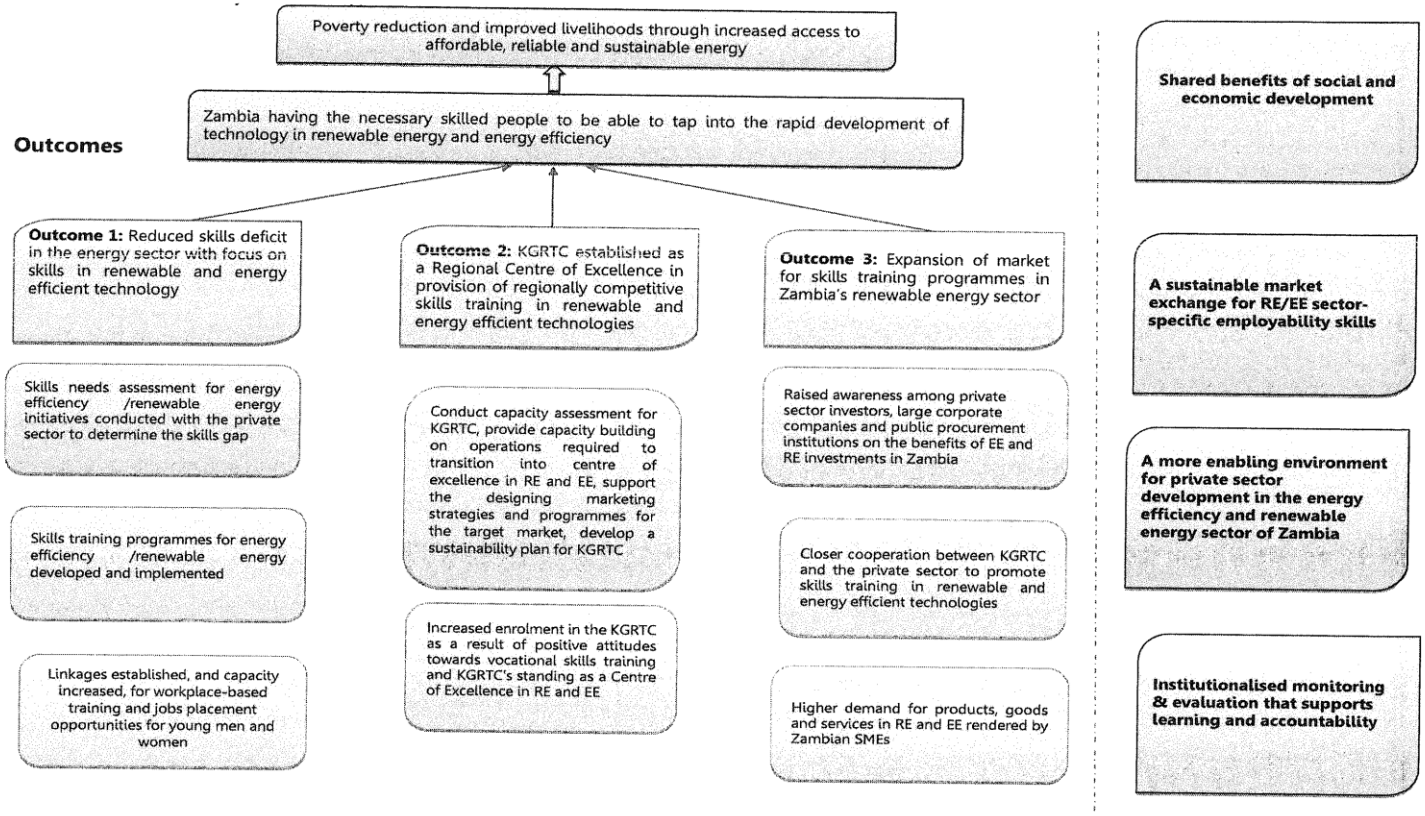
- Master degree in Business Management, Economics or related graduate qualifications
- A minimum of 7 years of professional experience specifically in evaluating international development initiatives in the area such as renewable energy, energy efficiency, green jobs, skills, employment, micro enterprises, entrepreneurship, business finance, policy and management of development projects, preferably in Africa (Zambia or Southern Africa will be an asset).
- Experience in evaluating projects integrating PPDP and/or Market System Development approaches in the areas such as skills development, investments, and/or infrastructure development, in different economic sectors would be an asset.
- 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 on the ILO and/ or UN agencies.

- Understanding of the development context of Zambia would be an asset.
- Excellent consultative, communication and interview skills.
- Excellent oral and written English skills.
- Demonstrated ability to deliver quality results within strict deadlines.

Team member

- Master degree in Business Management, Economics or Energy field or equivalent experience
- A minimum of 5 years of professional experience specifically in implementation and /or evaluation of development initiatives in Zambia in area such as renewable energy, energy efficiency, green jobs, skills, employment, micro enterprises, entrepreneurship, business finance, policy and management of development projects
- Experience in evaluating projects integrating PPDP and/or Market System Development approaches in the areas such as skills development, investments, and/or infrastructure development, in different economic sectors would be an asset.
- 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 on the ILO and/ or UN agencies.
- Understanding of the development context of Zambia.
- Excellent consultative, communication and interview skills in face-to-face and virtual environments.
- Good oral and written English skills.
- Demonstrated ability to deliver quality results within strict deadlines.

ANNEX A: Theory of Change for the PPDP



February 2019

Annex II. All relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
2. Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
3. Checklist 5 Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
4. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
5. Template for lessons learned and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
6. Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
7. Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
9. Template for evaluation summary: http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc

ANNEX II. EVALUATION SCHEDULE JULY 2020

	Organisation	Name of officials met	Date	Type of Meeting	Evaluators
1	Sida	Ms Magdalena Svensson	2-Jul-20	Virtual Meeting	Lotta
2	ILO	Ms M. Kashinga and Mr M. Makayi	8-Jul-20	Virtual Meeting	
		Mr Martin Clemensson	8-Jul-20	Virtual Meeting	Lotta & Mushiba
		Mr George Okutho	9-Jul-20	Virtual Meeting	Lotta & Mushiba
		Ms Gun Margaret Erickson	20-Jul-20	Virtual Meeting	Lotta
		Mr Jens Dyring Christensen	17-Jul-20	Virtual Meeting	
3	KGRTC	Eng. Kaela Siame Eng. Brian Makungo Eng. Mwaba Matimba Ms. Maureen M. Salimu Ms. Linda K. Nkhuwa	15-Jul-20	Physical Meeting **(FDG)**	Mushiba
4	ITC-ILO	Mr Karl Pfeffer	14-Jul-20	Virtual Meeting	Lotta
5	Ministry of Labour	Mr Moffat Bili	13-Jul-20	Virtual Meeting	Mushiba
6	Ministry of Energy	Ms Anna Banda Chandipo – DoE Mr Laurence Musalila	17-Jul-20	`Virtual Meeting **(FGD)**	Mushiba
7	Ministry of Higer Education/TEVETA	Mr Victor Nyirenda Ms Phyllis Kasonkomona	16-Jul-20	Virtual Meeting **(FGD)**	Mushiba
8	Zambia Federation of Employers (ZFE)	Mr. Hilary Hazele (former ZFE economist)	17-Jul-20	Virtual Meeting	Mushiba
10	Zambia Congress of Trade Unions	Mr Bonface Phiri	13-Jul-20	Virtual Meeting	Mushiba
11					
	Copperbelt University - Sch of Engineering	Dr. Dickson K. Chembe	14-Jul-20	Virtual Meeting	Mushiba
12	Private Sector				
	Zambia Renewable Energy Association & CIG	Mr Micheal Tarney	14-Jul-20	Virtual Meeting	Mushiba

	Organisation	Name of officials met	Date	Type of Meeting	Evaluators
	Copperbelt Energy Corporation Plc	Mr B Daka	16-Jul-20	Virtual Meeting	Mushiba
	Lubambe Copper Mines	Eng. Elens Chikatulo Mr Rodgers Kayombo	14-Jul-20	Virtual Meeting **(FGD)**	Mushiba
	Africa GreenCo	Ms Ana Hadjuka	20-Jul-20	Virtual Meeting	Lotta
	Metrum of Sweden	Mr Ola Karlsson	10-Jul-20	Virtual Meeting	Lotta
	Siemens Energy AB	Mr Lekamere Kiwara		Virtual Meeting	Lotta
13	SADC Centre for Renewable Energy and Energy Efficiency (SACREEE)	Mr. Kudakwashe Ndhlukula Mr. Readlay Makaliki	21-Jul-20	Virtual Meeting **(FGD)**	Lotta

ANNEX III. DOCUMENTS CONSULTED

- Vision 2030: A prosperous Middle-Income Nation by 2030, Republic of Zambia, 2006, Lusaka
- Project document, SkiDRES
- Work plans and budgets
- Progress reports
- Project proposal, SESA
- Decent Work Country Programme (draft) for Zambia
- Institutional Capacity Assessment of the Kafue Gorge Regional Training Centre in Zambia, Commissioned by the ILO-SKIDRES project REPORT
- Marketing Systems Analysis report, SkiDRES
- Institutional Capacity Analysis report, SkiDRES
- Implications of COVID-19 on evaluations in the ILO Practical tips on adapting to the situation, 20 March 2020, an ILO EVAL publication, 2020.
- Energy Sector Report 2018, Lusaka, Energy Regulation Board, 2018
- Hypocrisy of the government in the power sector, News Diggers on-line newspaper, by Trever Simumba, 2020, https://diggers.news/editors-choice/2020/06/06/hypocrisy-of-govt-in-the-power-sector/

ANNEX IV. LEVEL OF COMPLETION OF PROJECT OUTPUTS

Level of completion of Project outputs. Source: Q2 and Q3 2020 Implementation Plan for the SkiDRES Pilot Project, dated 5/06/2020.

Project "Skills Development for the Renewable Energy Sector (SkiDRES)"				
Project outputs	**Completed**	**Remarks**	**Partially completed**	**Remarks**
Output 1: Agreements with private and public sector actors on commitments, roles and responsibilities in the forthcoming PPDP implementation, including in the region and in Sweden and other Nordic countries	X	Except for "Link Energy Transitions Course Action Plan to the implementation plan of the National Energy Policy, Media Training & SkiDRES Communication Plan"		
Output 2: A market systems analysis (MSA)/mapping of the renewable energy and energy efficiency sub-sectors, and a gender-sensitive skills needs anticipation survey based on the needs and projections of actors engaged in RE/EE	X	Except for printing the report, and the skills anticipation training		
Output 3: A Sustainability and capacity building plan for KGRTC as a Centre of Excellence on skills training in the RE and EE sector	X			
Output 4: Reports by KGRTC on at least two pilot training programmes in renewable energy and energy efficiency technologies. KGRTC will carry out training needs assessments, design and deliver the pilot training programmes, possibly with external technical expertise inputs, using the findings of the market systems analysis and the skills needs anticipation survey.			X	The very latest up-date for August is not available
Output 5: A proposal for a continued skills development programme for renewable energy and energy efficiency, including project budget estimate and a tentative implementation plan	X	Except for the very final SESA project proposal submission to the donor (2-3 versions had been submitted by July 2020)		
Output 6: PPDP project design validated by key stakeholders	X			

ANNEX V. EVALUATION MATRIX

Evaluation questions[40]	Sources of data	Data collection method used for the 34 questions
1.	Project Document, Revised NDP, other national policy documents, UNSDPF, CPD, DWCP, Sida strategy for Zambia development cooperation	Desk Review
2.	ILO project documents, ILO website, interviews	Desk Review
3.	Progress reports, briefs, interviews	Desk Review & interview
4.	Sida strategies for Zambia and region	Desk review
5.	Project Document including the LFA matrix, & Theory of Change matrix	Desk review
6.	Project Document, MSA, Capacity Assessment report, technical reports	Desk review
7.	Interviews, FGDs, progress report	Desk review, interview
8.	LFA	Desk review Interviews
9.	Sustainability strategy report, New project proposal SESA	Desk review
10.	Project document, progress report	Desk review
11.	Interviews, FGDs, Project document, assessment reports	Desk review, FGD, survey Interviews
12.	Project document, interviews, progress reports	Desk review, interviews, survey
13.	Progress reports, interviews	Desk review Interviews, survey, FGD
14.	Documents	Desk review Interviews, survey, FGD
15.	Ditto	Desk review Interviews, survey, FGD
16.	Ditto	Desk review Interviews, survey, FGD
17.	Ditto	Desk review Interviews, survey, FGD
18.	Ditto	Desk review Interviews, FGD

[40] The numbers in this column are the actual evaluation questions numbers, see section 2.5.

Evaluation questions[40]	Sources of data	Data collection method used for the 34 questions
19.	Progress reports, work plans	Desk review, interview
20.	Progress reports, work plans	Interviews, FGD
21.	Progress reports, work plans	Desk review Interviews, FGD
22.	Progress reports, work plans, national plans and documents	Desk review Interviews, FGD
23.	Progress reports, work plans	Desk review Interviews, FGD
24.	Progress reports, work plans	Desk review Interviews, FGD
25.	Progress reports, work plans	Desk review Interviews, FGD
26.	Progress reports, work plans	Desk review Interviews, FGD
27.	Progress reports, work plans	Desk review Interviews, FGD
28.	Progress reports, work plans	Desk review Interviews, FGD
29.	Expenditure statements, progress reports,	Desk review Interviews, FGD
30.	Progress reports, work plans	Desk review Interviews, FGD
31.	Expenditure statements Progress reports, work plans	Desk review Interviews, FGD
32.	Project Document, Progress reports, work plans	Desk review Interviews, FGD
33.	Progress reports, work plans	Desk review Interviews, FGD
34.	Progress reports, work plans, MSA and ICA reports, SESA project proposal	Desk review Interviews, FGD

ANNEX VI. DATA COLLECTION TOOLS

Questionnaire survey

The questions below were sent to SkiDRES Project staff members in e-mails and concern both the SkiDRES project and the planned SESA project:

1.The evaluation team has asked interviewees if they were involved in, or consulted, in the process of developing the ideas for the pilot SkiDRES project – and some have clearly stated they were not involved. If you have knowledge about this - kindly indicate (and explain below if you wish) the reasons that some were not consulted in the development of the SkiDRES project?

To implement a preparatory project there is less need (or resources) for consultations	It was more important that the pilot project would play the role of gauging the interest and possible commitment for the subsequent Project (SESA)	When developing the design there was not sufficient time to consult them	When developing the design there were not sufficient resources available for a consultation process

If none of the above are relevant (true), kindly give your views here (briefly):

……

2. From the interviews we understand that the pilot project had no Ministry anchor. With hindsight, should that be changed for the SESA Regional PPDP Project to ensure government ownership?

……

3. The evaluation team has also asked interviewees to what extent the ILO has consulted they key partners in the development of the new Project SESA. If you are aware, kindly indicate to what extent this has happened:

They were fully consulted	Some were fully consulted	Some were consulted to some extent	Only KGRTC was fully consulted

Feel free to give your comments on this (briefly):

……

4. To date, two and soon three, MoUs are signed for the involvement of the private sector in the SkiDRES skills development activities (KGRTC is one of them) but the agreements cease when the pilot ends 31 August. Keeping in mind the formal procedures and protocols of ILO - do you think that signing MoUs with ILO involvement is a necessary part of the strategy for the planned new project SESA to ensure commitment?

Kindly give your views about this (briefly):

……

5. The SkiDRES project is a Public Private Development Partnership (PPDP) that needs to balance the interests of both the public and private interests, representation and participation. The Project Steering Committee (through which such interests, representation and participation were to be balanced) was formed very late and only met once. We understand further that the person elected to

be the PSC Chairperson (at the end of the only PSC meeting held) has not chaired any PSC meeting whatsoever – nor has any working groups been formed.

What were the reasons for delayed convening of the PSC and holding a meeting only once for the entire 17 months duration of the Pilot Project? Kindly explain (briefly):

……

6.KGRTC was paid US$142,060.99 upfront by the Project for certain agreed-upon activities.

a) Has KGRTC, to date, adequately accounted for the funds received? Please explain.

……

b) If KGRTC has not adequately accounted for the resources, has the Project sought clarifications from them? Please explain.

……

c) Are there any outstanding transactions before the Pilot Project closes on 31 August 2020? Kindly provide some details

……

d) To what extent has, KGRTC, been transparent and accountable on this matter?

……

7. What is the budget "delivery rate" of the overall SkiDRES project and how much of the total budget funds have been spent to date?

……

8. How has the SkiDRES project gone about integrating gender equality, or raised awareness about the importance of gender issues in a predominantly engineering project?

Explain if you wish (be brief):

……

9. We understand that the pilot project mainly was developed/designed by a consultant - as was the proposal for the new project SESA.

a) To what extent have you had any inputs in the development of the SESA project proposal?

Large extent	Some extent	Very little	Not at all

b) Do you think that you should have had some inputs, or been asked to comment on the new project design?

……

10. How confident are you that the planned SESA project will not experience the same delays as the pilot project (recruitment, formation of PSC, training activities)?

Very confident	Quite confident	Not so confident	Not at all confident

11. How confident are you that the planned SESA project is anchored among the key stakeholders planned to be involved?

Very confident	Quite confident	Not so confident	Not at all confident

12. Can you draw any particular lessons or do you think anything should have been done differently if it could be done again? Pls be brief.

Regarding the Pilot SkiDRES project:
……

Regarding the planned new SESA Project:
……

Thank you! Your cooperation is very much appreciated.
Replies will be treated with discretion and if you prefer not to put your name on your replies – that is absolutely fine.

Lotta and Mushiba
SkiDRES project evaluation team

……..

KGRTC FOCUS GROUP DISCUSSION QUESTIONS

1. What role did KRGTC play in the design of SkiDRES Pilot Project?
2. Was your participation in the design of the Pilot Project adequate?
3. Who decided on the RE/EE focus of the Pilot Project – KGRTC, ILO or Sida or jointly?
4. Do you think Pilot Project design reflect Zambia's institutional and operational environments?
5. What are your views on the late start of the Pilot Project?
6. What has been your working relationship with the ILO Project Team in Lusaka? Has the working arrangements been satisfactory from KGRTC's perspective?
7. What is the focus of the RE/EE training interventions: direct TVET skills training for craft/technician levels or training of trainers for TEVETA registered training institutions teaching cadre? Kindly explain.
8. The MSA report is short on detailed RE/EE skills audit findings, how realistic is your proposed training for these skills?
9. The ITC – ILO capacity assessment report proposed a number of interventions to raise KGRTC's capacity and stature over the three years SESA PPDP project period, what are your views?
10. Overall, could you outline the factors that contributed positively and challenges faced by KGRTC during SkiDRES Pilot Project implementation period?
    a. How do you propose to address the challenges in SESA? (i.e. transition from traditional to competitive training institution.
    b. And on gender challenges (**i.e. registration criteria)**, what is your strategy?
11. How would you rate KGRTC's participation in the design/preparation of the successor SESA PPDP compared to the SkiDRES Pilot Project?
12. What would you say changed (i.e. key achievements) after SkiDRES Pilot Project interventions in renewable energy and energy efficiency training in particular and in the TVET training system in the country in general?
13. Are those changes likely to be scaled-up in the proposed regional SESA Public Private Development Partnership (PPDP) Project?
14. SkiDRES was largely a Zambia Pilot Project (with some regional outlook) but proposed SESA PPDP is largely regional, any views on this departure?
15. What are the key lessons, if any, from SkiDRES Pilot Project?
16. What are the best practices from SkiDRES Pilot Project?
17. With hindsight, what should be done differently with regard to SkiDRES interventions?
18. What should be avoided in future similar programmes?
19. Overall, how would you rate ILO and KGRTC as SkiDRES Pilot Project:
    a. In terms of relevance.
    b. In terms of performance.

QUESTIONS IN INTERVIEWS WITH KGRTC

To what extent has the Centre´s cooperation with the Project team in Lusaka been satisfactory according to you (very/quite/not very/not at all)? To what extent has your cooperation with ILO-ITC been satisfactory or valuable?
What drawback, or obstacles (if any) has the Centre faced that have slowed down implementation, or seriously impeded the progress? Please explain.
To what extent were you (or the Centre) involved in the a) design of the current pilot project, and b) design of the project proposal regarding the forthcoming Project?
According to you, how has the Project managed to undertake the activities - and produce intended results?
What factors (if any) have contributed to satisfactory achievements or results?
From your point of view – could you mention any lesson learnt from the programme?

OTHER STAKEHOLDERS' INTERVIEW QUESTIONS

1. What role did your institution play in the design and subsequent implementation of SkiDRES Pilot Project?
2. Do you feel you were sufficiently consulted in the formulation of the SESA PPDP Project?
3. What is the role of the Project Steering Committee?
4. Does the Steering Committee have formal terms of reference?
5. What is your view on the Steering Committee meeting once since the Pilot Project started?
6. How active has your institution been in promoting the Pilot Project objective and its results within your institution?
7. What would you say changed (i.e. key achievements) after SkiDRES Pilot Project interventions in renewable energy and energy efficiency training in particular and in the TVET training system in the country in general?
8. Are those changes likely to be scaled-up in the proposed main Public Private Development Partnership (PPDP) Skills for Energy in Southern Africa (SESA) Project?
9. To what extent do you think SkiDRES Pilot Project has prepared the main SESA PPDP? Please explain.
10. What are the key lessons, if any, from SkiDRES Pilot Project?
11. What are the best practices from SkiDRES Pilot Project?
12. With hindsight, what should be done differently with regard to SkiDRES interventions?
13. What should be avoided in future similar programmes?
14. Overall, how would you rate ILO and KGRTC as SkiDRES Pilot Project:
    a. In terms of relevance.
    b. In terms of performance.

ANNEX VII. LESSONS LEARNED

Lesson learned No 1.

Project Title: Skills Development for the Renewable Energy Sector (SkiDRES) Public-Private Development Partnership Project
TC/SYMBOL: ZMB/18/02/SWE
Name of Evaluator: Lotta Nycander **Date: 03/08/2020**
The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	**Local participation in project development and planning:** In the case that a project idea has not sprung from a national organization/agency, or been developed as project proposal *locally*, it is very important that the key stakeholders become engaged from the start, not only the key implementing agency (in this case the KGRTC). It is clearly not adequate to discuss or present a project idea/proposal individually and/or ask for comments in a meeting or two. It mostly requires active participation in a workshop – or even a series of workshops - where all stakeholders are brought together around the same table in the deliberations and provided with tools to enable them to participate in the strategic planning process. After decades of working on technical assistance this is not a new lesson to be learnt, neither for ILO, nor Sida.
Context and any related preconditions	This lesson has a universal applicability and is highly relevant to most development/technical assistance projects and programmes – and the level of success in implementation may even depend on whether or not a Project applies the learning of adhering to the principles of participation and empowering stakeholders.
Targeted users / Beneficiaries	The users and direct "beneficiaries" are the key stakeholders of the project and the indirect beneficiaries in this case are the populations that are benefitting from the fact that there exists skilled expertise in the country/regional required for the transformation to RE/EE.
Challenges /negative lessons - Causal factors	The challenges of local participation in planning of a project, in this context, are that workshops may be costly; some stakeholders are "fatigued" and therefore less involved.
Success / Positive Issues - Causal factors	The positive effects of participation in project development and planning can be great for both the implementing organizations and the key stakeholders - such as sense of ownership and responsibility to contribute towards shared objectives and learning.

ILO Administrative Issues (staff, resources, design, implementation)	

Lesson learned no 2:

Project Title: Skills Development for the Renewable Energy Sector (SkiDRES) Public-Private Development Partnership Project
Project TC/SYMBOL: ZMB/18/02/SWE

Name of Evaluator: Lotta Nycander **Date:** 2 Sept 2020

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	**The importance of a Project Steering Committee/Project Advisory Committee** The forming of the Project Steering Committee (PSC) or a Project Advisory Committee (PAC) should be the number one priority in ILO projects, soon followed by the forming of working groups.
Context and any related preconditions	The advantage of having the PSC (apart from the participatory aspect) early on, is that decisions are *minuted* – which can be very important as a security and/or "damage control" for the project/s as it is not unusual that e.g. ministries put pressure on projects to make changes in the implementation, midway.. The fact that not all stakeholders are on board from the start should not delay the set-up of the committee – as flexibility can be ensured through making this clear in the ToR and persons with technical expertise can be invited to specific (thematic) meetings if need be (e.g. on observer basis) which also should be clearly spelled out in the ToR.
Targeted users / Beneficiaries	The direct beneficiaries are the key stakeholders, the relevant government ministries ILO the social partners (Employers and Workers). Representatives of Civil Society may also be beneficiaries and can be invited to take part in the deliberations/meetings.
Challenges /negative lessons - Causal factors	Projects sometimes face challenges if governments want to have too much control over the project and see their role more as a steering role, than advisory role. Other challenges are situations where government changes result in change of committee members and continuity is lost due.
Success / Positive Issues - Causal factors	The key advantage is linked to stakeholders´ ownership of the project which should not be underestimated as it relates to sustainability.

ILO Administrative Issues (staff, resources, design, implementation)	Holding 4 PSCs per year have some implications on the budget as the meetings mostly provide members with lunches.

ANNEX VIII. EMERGING GOOD PRACTICE

ILO Emerging Good Practice Template

Project Title: : Skills Development for the Renewable Energy Sector (SkiDRES) Public-Private Development Partnership Project

Project TC/SYMBOL: ZMB/18/02/SWE

Name of Evaluator: Lotta Nycander **Date: 03/08/2020**

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	**ILO can play a facilitative linkages role between organizations in the North and the South through partnerships for joint work**, such as KGRTC and the ITC-ILO (an independent body from ILO). To transform KGRTC to become more self-reliant and less dependent on one state-owned company (in this case ZESCO) would require a lot of sustained partnership efforts. ITC-ILO was in a good position to assume an advisory role vis-à-vis KGRTC. The SkiDRES project played an important role in facilitating the close and fruitful cooperation between the two institutions. This cooperation was a spin-off from the ILO Green Jobs Programme and started with a "scan" to get an idea about how the institution was performing, followed by the institutional assessment analysis study (a baseline study of sorts), and a process involving the business plan for KGRTC, and technical assistance in relation to E-learning training courses. A clear advantage was also that the ITC-ILO Director was familiar with the region, Zambia and the subject.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The good practice is applicable in many circumstances where technical assistance is provided where it is most needed and where institutions can share experiences and learn from each other. There was a good match in this case as both institutions have faced/face challenges in becoming more self-reliant financially.
Establish a clear cause-effect relationship	ITC-ILO providing technical assistance for an institutional assessment study; a new business plan and working on developing E-learning training courses – which KGRTC benefits from in the coming years when working on more self-reliance and providing courses on RE/EE in particular.
Indicate measurable impact and targeted beneficiaries	The impact will be shown in quantitative terms through the number of paid-for courses KGRTC can/will organize, and the increase in numbers of young female and male course participants, and the resources the private sector actors will/can provide in the coming years. Qualitatively, the impact will be measured by the rise in standard (of the capacity development events) and the increased RE/EE-oriented knowledge offered in the years to come.
Potential for replication and by whom	This good practice of one international training institution providing technical assistance to a regional (or national) training institution can be replicated in other ILO and Sida TA projects/programmes where conditions are similar.

Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	P&B Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects
Other documents or relevant comments	

ANNEX IX. LIST OF PERSONS CONSULTED

Organization	Persons Met
Sida	Ms Magdalena Svensson, Program Manager - Energy
ILO	Ms M. Kashinga SkiDRES Project Coordinator Mr Mpulu Makayi
	Mr Martin Clemensson – SkiDRES Consultant
	Mr George Okutho – ILO Country Office Director, Lusaka
	Ms Gun Margaret Erickson, ILO HQs
	Mr Jens Dyring Christensen
KGRTC	Eng. Kaela K. Siame, Director Eng. Brian HM Makungo, Head- Training and Consultancy Eng. Mwaba Matimba, Consultant/SkiDRES Focal Point Person Ms Maureen Mwanza Salimu, Head Administration Ms Linda K. Mukuwa, Head Audit and Risk
ITC-ILO	Mr Karl Pfeffer
Ministry of Labour	Mr Moffat Bili, Director Planning and Research
Ministry of Energy	Ms. Anna Chandipo Banda, Principal Energy Officer – Energy Management, Department of Energy Mr. Laurence Musalila, Senior Energy Officer - Electrification, Department of Energy
Ministry of Higher Education/TEVETA	Mr Victor Nyirenda, Manager, Skills Development Fund, TEVETA Ms Phyllis Kasonkomona, Director, Development Division, TEVETA
Zambia Federation of Employers (ZFE)	Mr Hilary Hazele (former ZFE Economist)
Zambia Congress of Trade Unions	Mr Bonface Phiri, Director - Research
Copperbelt University – School of Engineering	Dr. Dickson K. Chembe - Lecturer
Zambia Renewable Energy Association	Mr Micheal Tarney
Copperbelt Energy Corporation	Mr. Brian Daka, Manager – Talent and Organization Development
Lubambe Copper Mines	Mr. Rodgers Kayombo, Superintendent, Training; Eng. Elens Chikatulo
Africa GreenCo	Ms Ana Hadjuka
Metrum of Sweden	Mr Ola Karlsson
SADC Centre for Renewable Energy and Energy Efficiency (SACREEE)	Mr. Kudakwashe Ndhlukula Mr. Readlay Makaliki

ANNEX X. LOGICAL FRAMEWORK ANALYSIS MATRIX, SKIDRES PROJECT[41]

Direct recipients: Kafue Gorge Regional Training Centre (KGRTC), public and private sector actors in the RE/EE sub-sectors, Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA)			
Project title: Skills Development for the Renewable Energy Sector (SkiDRES) – pilot project for a Public-Private Development Partnership		**Project duration: March 2019 – February 2020** **Project budget: USD 803,762**	
Project structure	**Indicators**	**Means of verification**	**Assumptions, hypothesis and Risks**
Development Objectives / Expected Impact Poverty reduction and improved livelihoods through access to affordable, reliable and sustainable energy			
Immediate Objective / Outcome Test and prepare for further skills development for the Renewable Energy and Energy Efficiency sector, which is relevant for the Zambian context and has strong ownership by key stakeholders	# of private and public sector institutions that have contributed to and participated in KGRTC's new training programmes in RE/EE	Validated PPDP project document	The possibility of the Government withdrawing the RE/EE promotion policies and the associated effect on the private sector's willingness to invest in RE/EE in Zambia
	# and % of participating institutions that assess that the test courses are relevant to their demand	Survey result	The possibility of social unrest due to political and security deterioration, with the associated effect on the project's ability to operate
Outputs and Activities **Output 1: Agreements with private and public sector actors on commitments, roles and responsibilities in the forthcoming PPDP implementation, including in the region and in Sweden and other Nordic countries:** 1.1 Establish institutional linkages and networks with social partners, public and private sector actors in the RE/EE sector, and seek to determine their contributions to the partnership 1.2 Carry out exploratory meetings in the SADC region to determine whether to include a regional dimension to the PPDP with	# of preliminary agreements Nature of projected contributions: financial, equipment, curriculum development, lecturers, etc.	Evidence of preliminary agreements	The possibility of the Zambian private sector not willing to contribute in cash or in kind to the PPDP, with the associated effect that there will be no PPDP – or seek overseas private partners, e.g. in Sweden

[41] Source: SkiDRES Project Document, Annex B.

corresponding inputs from Swedish and Nordic public and private partners			
Output 2: A market systems analysis (MSA)/mapping of the renewable energy and energy efficiency sub-sectors, and a gender-sensitive skills needs anticipation survey based on the needs and projections of actors engaged in RE/EE 2.1 ILO CO-Lusaka, ILO Geneva LAB and SKILLS with KGRTC to develop ToRs and recruit consultant 2.2 Conduct a MSA and skills needs anticipation survey, based on the needs and projections of private and public actors engaged in the renewable energy and energy efficiency sector (incl. ZESCO, CEC, mini-grid developers and operators), off-grid energy providers (e.g. solar, wind, bio-energy, geothermal), transport/fuel sector, energy-intensive industries etc.	Market systems analysis (MSA), skills audit and training needs assessment conducted Findings from the MSA, skills audit and training needs assessment will inform the PPDP project design	MSA report	Continued Government commitment and support to growth of RE/EE sector Buy-in from public and private sector actors engaged in the renewable energy and energy efficiency sector
Output 3: A Sustainability and capacity building plan for KGRTC as a Centre of Excellence on skills training in the RE and EE sector 3.1 ITCILO to carry out an institutional capacity audit for KGRTC for delivering RE and EE training programmes sustainably. The report will include strategies for attracting youth and women to RE/EE training programmes 3.2 ITCILO to develop a strategy for KGRTC to transition into a centre of excellence in provision of RE and EE training in the region	Sustainability and capacity development plan for KGRTC developed	Strategy document in place	Retention of trained staff by KGRTC Uptake and appreciation of renewable energy innovations
Output 4: Reports by KGRTC on at least two pilot training programmes in renewable energy and energy efficiency technologies. KGRTC will carry out training needs assessments, design and deliver the pilot training programmes, possibly with external technical expertise inputs, using the findings of the market systems analysis, and the skills needs anticipation survey	# of training reports produced on pilot training programmes	Reports	Uptake and appreciation of renewable energy innovations

4.1 Based on the training needs assessments for RE and EE, design at least two training programmes in consultation with public and private sector actors 4.2 Promote training programmes to the intended target group 4.3 Conduct the training programmes 4.4 Follow-up on trainees 4.5 Report on the pilot training in a selected RE/EE technology conducted by KGRTC with full involvement of private and public sector actors			
Output 5: A proposal for a continued skills development programme for renewable energy and energy efficiency, including project budget estimate and a tentative implementation plan 5.1 Consultations with potential PPDP partners 5.2 PPDP document development, including problem analysis, market analysis, strategy and logical framework with performance indicators, theory of change, a matrix of partners' contributions, and budget and revenue estimates for the PPDP	Project document for PPDP, including project budget estimate and implementation plan produced	Project document	Buy-in from public and private sector actors engaged in the renewable energy and energy efficiency sector
Output 6: PPDP project design validated by key stakeholders 6.1 Conduct validation workshop with public and private sector participants re the MSA, skills audit, gender audit and youth strategy 6.2 ITCILO to conduct a validation Workshop re the KGRTC Sustainability and capacity building plan 6.3 Validation meeting re the full PPDP project document and its implementation plan	# and diversity of stakeholders attending workshop and validating PPDP project design	Validation meeting report	Buy in from public and private sector actors engaged in the renewable energy and energy efficiency sector