International Labour Organization

Evaluation Office

i-eval Discovery

Zambia project: More and better jobs created for sustainable livelihood opportunities for youth and women and Zimbabwe project: Employment and decent work mainstreamed into national development plans and programmes

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Acronyms

BCC	Bulawayo City Council
BCSME	Bulawayo Chamber of Small and Medium Enterprises
DDCs	District Development Coordinators
EMCoZ	Employers Council of Zimbabwe
ILO	International Labour Organisation
ILS	International Labour Standards
MLSS	Ministry of Labour and Social Security
MoPSLSW	Ministry of Public Service, Labour and Social Welfare
MWACSMED	Ministry of Women Affairs, Community, Small and Medium Enterprises
NCC	National Council for Construction
NCCW	National Council of Construction Workers
NSSA	National Social Security Authority
PPS	Provincial Permanent Secretaries
RBSA	Regular Budget Supplementary Account
SDGs	Sustainable Development Goals
SEDCO	Small Enterprises Development Corporation
TEVETA	Technical Education, Vocational and Entrepreneurship Training Authority
UNDAF	United National Development Assistance Framework
ZCTU	Zambia Congress of Trade Unions
ZCTU	Zimbabwe Congress of Trade Unions
ZFTU	Zimbabwe Federation of Trade Unions
ZFE	Zambia Federation of Employers
ZIMRA	Zimbabwe Revenue Authority

Executive Summary

This report presents findings of the Independent final cluster evaluation of employment and decent work RBSA funded projects in Africa (Zambia and Zimbabwe), which were implemented by the International Labour Organisation (ILO) Country Offices in Lusaka and Harare. The report reflects findings from consultations with project stakeholders in Zimbabwe and Zambia, and review of project documents.

The cluster evaluation focused on two projects funded through the Regular Budget Supplementary Account (RBSA) in Zambia and Zimbabwe and implemented in partnerships between the ILO country Offices of Lusaka and Harare, the Governments of Zambia and Zimbabwe and social partners (labour and employers) as follows:

- Employment and decent work mainstreamed into national development plans and programmes;
- More and better jobs created for sustainable livelihood opportunities for youth and women

The Zimbabwe project focused on supporting informal enterprises with better working conditions, workspaces, and improved sustainability of enterprises. Both projects supported the enhancement of regulatory and policy framework for International Labour Standards (ILS).

While the projects were not based on a common theory for change, the evaluation team, based on the review of projects' design documents, reports and activities developed the following common theory of change:

"**If** labour and employment promotion legislation and policy framework are reviewed and aligned to ILS, supported by capacity of actors (government, social partners and their members) to implement, monitor and inspect them and improved availability and access of youth, women and men to relevant skills development and improved employment opportunities **then** there will be increased formalisation, decent work employment and entrepreneurship."

Key stakeholders for the project were the tripartite partners in both countries, other government ministries (higher and tertiary education, small and medium enterprises (SMEs), and infrastructure and housing), municipalities selected private sector companies.

The projects were implemented between the period1 December 2018 to 31 December 2021 (Zambia) and 1 February 2019 to 31 December 2021 (Zimbabwe). The Zimbabwe budget was US$987,876 while that for Zambia was US$1,000,000.

Purpose and objectives

The main purpose of the assignment was to undertake a clustered evaluation of the two projects in Zambia and Zimbabwe guided by the following specific objectives:

- Assess the extent to which the projects have achieved the stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the projects;
- Assess the extent to which the projects outcomes will be sustainable;
- Establish the relevance of the projects design and implementation strategy in relation to the ILO, UN and the national development frameworks;

- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further; and
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes

Methodology

The evaluation adopted a theory-based evaluation approach. This was premised on using the ToC to ascertain validity of design and contribution of the projects to observe results. Qualitative and quantitative methods were used in data collection. Quantitative information, which as collected from secondary data (extracted from project documents) assisted the evaluation in ascertaining achievement of indicators.

Secondary data review was an important component to 1) understand the projects' design; 2) determine progress in implementation and challenges experienced; 3) results achieved by the projects; and 4) lessons learned by implementers. Documents reviewed included the project design documents, their monitoring reports, activity reports, workplans, Monitoring and Evaluation (M&E) plans etc. Primary data was collected through qualitative methods which included: Key Informant Interviews (KIIs), and Focus Group Discussions (FGDs).

KIIs were conducted with purposively selected individuals with knowledge of the projects and selected from the cross section of stakeholders in the two countries. KIIs also included those of ILO in the Decent Work Country Team (DWT) in Pretoria and the ILO Regional Office for Africa (ILO ROAF). FGDs were conducted with youth (in Zambia) and informal business owners (in Zimbabwe). The number was kept to a maximum of 8 participants to allow for adequate social distancing. Separate discussions were held with males and females. These meetings were conducted in person in the projects' implementation sites with selected number of participants. The discussions explored the alignment of the project to beneficiary needs; the quality timelines and adequacy of support; the ability to fully integrate women and youth and those with disabilities in the activities (employment road projects, enhancing employability – Zambia; marketplaces in Zimbabwe); and sustainability of the benefits. It also explored additional support required by project participants to ensure the benefits of the projects are fully realised including the role that local stakeholder can play in the absence of the projects. FGDs were conducted in Bulawayo city in Zimbabwe and Mazabuka district in Zambia.

Data was collected by the evaluation team members (Team leader – Zimbabwe and the Zambia national consultant – Zambia). The findings were validated through a process of review of the evaluation report by ILO and its key project stakeholders, with their comments being used to finalise the findings and recommendations.

The data collected in each district was systematically analysed, triangulated and synthesised by the evaluation team. The Data Collection Plan, Annex 2, provided an analysis framework for gathering and synthesising data against the key evaluation questions. All primary data was anonymised to ensure confidentiality. Access to this data will remain with the evaluation team. Upon completion of the evaluation all data will be handed over to ILO as part of the consultant's contractual obligation.

Findings

<u>Relevance</u>

The RBSA projects were strongly aligned to the needs of the two countries. The projects were also relevant in supporting the priority work agenda of ILO within the country. Despite the positive

alignment of the project objectives to needs of beneficiaries there were some challenges with formalisation with beneficiaries in Zimbabwe having mixed feelings with formalization mainly due to increased costs of formalisation (rentals. tax consultants, registrations etc) and reduced competitiveness in a distorted monetary environment.

The two RBSA funded (herein RBSA projects) projects were aligned to ILO Programme and Budget (ILO P&B) outcomes for 2018-2019 and 2020-2021. These included outcomes related to enterprise development, skilling for transition in the labour market, international labour standards, strong tripartite constituents and influential social dialogue, youth employment, formalisation of the informal economy, and promoting safe work (especially through adaptations made by the projects to address safety and health during the peak of COVID-19).

There were collaborations between the RBSA projects and other ILO projects in-country. Such collaborations were stronger in Zambia than Zimbabwe. Several collaborations in Zambia included work with Zambia Federation of Employers (ZFE), collaborative support for the Action Plan for Empowerment and Employment under the Ministry of Youth among others. In Zimbabwe there were collaborations with UN Joint Programme on Safe Markets for Green on Occupational Safety and Health (OSH) and enterPRIZE programme on co-designing of the Start and Improve Your Business (SIYB) training. The RBSA projects also forged partnerships with other ILO Departments and Offices including Bureau for Workers' Activities (ACTRAV), Bureau for Employers' Activities (ACTEMP) and International Labour Standards Department (NORMES).

Private and Public Partnerships were the hallmark for delivering models for employment generation and promoting decent work. The partnerships took on innovative models that have been taken up by various actors in both countries.

While the objectives of the projects were ambitious and unachievable with the resources and time available, they were designed as catalysts, through either laying the foundation for interventions that could be implemented in the DWCPs of the countries or could be taken up by others. This aligned well with the purpose of the RBSA projects.

Validity of design

The projects theories of change (TOC) were clear and properly documented but poorly communicated to the partners and general stakeholders. In Zimbabwe, the theory of change was further developed as the project progressed with elaborated causal pathways and models for the delivery of the formalisation of enterprises component. the ToCs were however kept and only understood by the ILO project team. Interviews with stakeholders revealed lack of understanding as reflected by stakeholders' ignorance of the ToC and the full scale of interventions, in some cases.

While the causal linkages and pathway to change were clear, some assumptions did not hold. Challenges with shifting priorities among tripartite partners undermined progress on initiatives planned by the Zimbabwe project including operationalising the Tripartite Negotiation Forum (TNF) and progressing on ratification of Employment Policy Convention No. 122 Convention, in line with SADC International Labour Standards (ILS) policy, and C189 - Domestic Workers Convention. Another assumption was that informal business owners would be incentivised to transition to formal enterprises by new business opportunities that came with this transition. However, the increased costs of doing business (payment of taxes, employment of tax consultants, and increases in rentals) and the complications of running a formal business in a complex monetary and hyper inflationary environment were pushing these enterprises back into informality.

The projects had clearly defined outcomes and outputs with potential to effect positive impact to the labour market. However, for the most part the outcome targets were too ambitious for the scale of funding and project periods. This was made worse by the advent of the COVID-19 pandemic.

The RBSA projects were generally poor in defining monitoring and evaluation for the projects which led to poor implementation of monitoring systems. Furthermore, beyond sex disaggregated numbers and gender sensitive M&E plans for NELP in Zambia, there was very limited attention to gender in project implementation. Disability was recognised as important in both projects however, actions were very limited to do so primarily due to a limited clarity on what approaches would be effective to do so.

Lastly, the RBSA projects lacked written exit and sustainability strategies. There were assumed exit strategies and strategies for sustainability that were not documented, nor shared with the wide project stakeholders. It was clear that the project ran on an assumption of how gains from the project would be sustained beyond the project life span. For ILO staff it was clear that successful interventions would be naturally taken up by the implementing or benefiting institutions or through implementation of the DWCP. Though the assumption could hold in some cases, there was need to have properly spelt out strategies for exit and sustainability. Further, the strategies needed to be communicated and implemented as the project came to an end.

The RBSA projects design lacked clarity on how the catalytic nature of the RBSA fund would be realised especially answering the questions: what initiatives these projects will build on; how interventions/initiatives started under the RBSA projects will be supported post the RBSA project; and how will the broader ILO interventions in the country collaborate with the RBSA to increase depth and support continuity.

Progress and Effectiveness

Considerable achievement was made at output level as demonstrated by the number of interventions that were satisfactorily completed (above 80% in both countries). These achievements were particularly commendable given the challenges in implementation imposed by restrictions on movement and gatherings to contain COVID-19. The results at outcome level were limited as expected given the projects' timeframe and financial resources. Nonetheless there have been some notable achievements in both countries. In Zambia, the project supported the development of the National Productivity Policy, National Employment and Labour Market Policy (NELMP), its implementation plan and Monitoring and Evaluation framework. The RBSA project also supported the Ministry of Higher Education in the development and launch of the work-based learning framework with elements of the Employment Intensive and Investment Programme (EIIP) promoted by the project. One training syllabus in cobblestone paving has been mainstreamed and was being offered to students and small-scale contractors in the construction sector. The Zambia RBSA project also supported the revision of the Industrial and Labour Relations act, the repealing and replacing of the 1965 apprenticeship act, and the dissemination of the New Employment Code Act. 3 of 2019 to workers and employers.

In Zimbabwe, the project supported incorporation of a section on decent work in the National Development Strategy (NDS) (2021-2025) through enhancing capacity of tripartite constituents to prepare position papers that informed the NDS1 (2021-2025). The RBSA project also initiated the development of a formalisation strategy for the country and implementation of a concept for supporting transition of informal enterprises to formality. The latter has been adopted by the Bulawayo City Council (BCC) into its strategic plan with initiatives already underway at the time of the evaluation to expand the concept in the city. This result has been the flagship of the Zimbabwe RBSA project and represents promising practice for facilitation formalisation of informal enterprises and promoting improved working conditions and decent work in the informal sector.

There was some high degree of promoting gender equality in the projects. However, less attention was given to the disability and other vulnerable groups' inclusion in the project.

While COVID-19 slowed down interventions this had no material effect on the quality of interventions. However, in Zimbabwe specific challenges related to rapid change in the political, economic, and social context from design and during implementation undermined progress on initiatives that tripartite partners had initially committed to. This included progress on operationalising the TNF, steps in ratifying conventions C122 and C189. This change included a shift to prioritising salaries and working conditions by labour, arrest of labour representatives and the general mistrust between government and social partners.

The strong partnerships established by ILO COs in implementing the two RBSA projects enabled success. The PPPs established for the EIIP and formalisation of informal enterprises in Zambia and Zimbabwe respectively have demonstrated the effect that these could have at scale in improving employability of youth and promoting formalisation.

Efficiency

The projects utilized the allocated resources that included human resources, funds, time, and expertise efficiently. Resources, especially funds allocated to project activities, had guidelines on expenditure which were followed strictly during implementation, and this allowed allocated funds only to be utilized on project activities. Modifications to projects implementation modalities and activities ensured continued implementation during COVID-19 induced restrictions on movement and this helped the projects meet majority of its targets.

In Zimbabwe support of ILO Headquarters was sought in the construction of the SME space/industrial park which enhanced efficiency as the ILO CO had no prior experience with such construction work.

Fund disbursements were consistently timely and adequate and followed the funds disbursement mechanisms agreed upon with implementing partners in the Implementation Agreement (IA). However, there were some notable delays at the beginning during the setting up and adoption of fund disbursement mechanisms. In Zimbabwe specifically, there were delays in reaching an agreement on the annual workplan with the tripartite partners. This delayed implementation by more than 6 months.

The assessment found evidence of a good management which facilitated the implementation of interventions by managing partnerships and implementation agreements. However, the project lacked governance arrangement to provide oversight to management. No evidence of an advisory committee or a steering committee was found on the ground which meant that the projects neglected to establish a body that could have provide direction and oversight to the project management teams.

The projects received adequate support from ILO offices in Decent Work Team in Pretoria and from Headquarters.

In line with poor design of the monitoring framework, there was limited monitoring system – with data collected on ad hoc basis.

Impact orientation and sustainability

Sustainability of the RBSA projects results lie in the ability of their initiatives and results to be scaled up. For Zimbabwe, incorporation of the various initiatives of the project in NDS1 (2021-2025) provides a sound mechanism for government and social partners to continue. Second the uptake of the

formalisation concept by the BCC and government demonstrates the scalability potential of the concept. The labour market diagnostic study, gap analysis for C122 and the systems and procedures for operationalisation the TNF provide sufficient impetus for tripartite partners.

In Zambia, some immediate impacts were noticed in the job market that included the permanent employment of 25 young women and men who were part of the 35 interns that participated in the internship programme. The adoption and institutionalisation of the strategic compliance inspection in the labour market and the incorporation of the Employment Intensive Technologies into the syllabus for National Council for Construction (NCC) are some of the immediate wins of the project that might give required impact in the long term.

Lessons learned

Lesson 1: The need for adaptative and responsive project design is important. The advent of COVID-19 called for a quick project adaptation. The RBSA project in Zimbabwe was able to introduce quickly new ways of working and training informal traders including on WhatsApp. Leveraging the country portfolio also enhanced the ability of the RBSA project to deliver OSH to informal traders to mitigate the effects of COVID-19.

Lesson 2: Public Private Partnerships have a possibility for a cost effective and sustainable way for facilitating formalisation of informal enterprises and introducing high-cost interventions that provide job rich ventures. Working with the BCC and Old Mutual in improving the working space for informal enterprises provided motivation for formalisation as well as a basis for the public sector, BCC, to expand the concept across the city. OM has continued to support the facility as it is operated on a commercial basis ensuring its sustainability. In Zambia, the PPP model presents a cost-effective model of introducing a technology, implementing a high-cost project, and even scaling up working interventions for expanded reach since it comes with shared costs, risks, expertise, and responsibilities among involved parties. The labour-intensive road construction technology showcased very well how this model could be a tool for such and similar interventions. The project demonstrated a successful PPP model on the introduction of the labour-intensive road technology (cobble stone) in Mazabuka. The buy in from different parties was influenced by the assumed value each part was likely to accrue from a successful implementation of a project.

Recommendations

Finding	Recommendation	Responsibility	Priority	Level of resources required	Timeframe
For Zimbabwe: Enterprise owners in Zimbabwe found formalisation expensive and making them uncompetitive. The distortions in the monetary environment and high inflation were making this worse	**Recommendation 1:** Future projects focused on formalisation should provide incubation periods for this process that shields these enterprises from the initial high costs of formalisation	ILO CO Harare with MWACSMED	Medium	Medium	Medium to long term

Finding	Recommendation	Responsibility	Priority	Level of resources required	Timeframe
and informalisation more profitable.					
The RBSA projects had poorly designed and implemented monitoring and evaluation frameworks which affects project monitoring and reporting	**Recommendation 2:** RBSA projects should be accompanied by a monitoring and evaluation plan in the project proposal which should be reviewed during inception in line with any new realities.	ILO PROGRAM	High	Low	Medium term
The RBSA projects did not have formal plans of how initiatives started with the RBSA would be implemented. The linkages with the country ILO CO country portfolio were not clear to ensure a coherent approach to scaling up or sustain the initiatives. In most cases the link to sustainability was implied in the approach of implementation. However, this provides limitations for continuity.	**Recommendation 3:** RBSA project design documents should ensure ILO COs provide clarity in the project design how initiatives will be sustained or scaled up including linkages with the country portfolio.	ILO PROGRAM	High	Low	Medium term
For Zambia: Youths considered for skills development should also be supported not only with technical skills, but also with organisational, bid preparations, assignment management and communication skills among others. This	**Recommendation 4:** Assistance rendered to the youths should be comprehensive and should include all interrelated interventions that could fully support the achievement of the intended objective under consideration.	ILO CO Lusaka	Medium	Medium	Medium term

Finding	Recommendation	Responsibility	Priority	Level of resources required	Timeframe
will not only give them skills to do the required technical work but also an array of skills required to bid for work and professionally manage those assignments.					

1 Introduction

This report presents findings of the **Independent final cluster evaluation of employment and decent work RBSA projects in Africa (Zambia and Zimbabwe)**, which was implemented by the International Labour Organisation (ILO) Country Offices in Lusaka and Harare. The report reflects findings from consultations with project stakeholders in Zimbabwe and Zambia, and review of project documents.

1.1 Project description

The cluster evaluation focused on two projects funded through the Regular Budget Supplementary Account (RBSA) in Zambia and Zimbabwe and implemented in partnerships between the ILO country Offices of Lusaka and Harare, the Governments of Zambia and Zimbabwe and social partners (labour and employers) as follows:

- Employment and decent work mainstreamed into national development plans and programmes;
- More and better jobs created for sustainable livelihood opportunities for youth and women

Both projects focused on transition to formalisation and creation of opportunities for youth and women employment and support the enhancement of regulatory and policy framework for International Labour Standards (ILS).

The projects details are summarised in Table 1.

Table 1: Summary of cluster evaluation projects

Title	**More and better jobs created for sustainable livelihood opportunities for youth and women ZMB/18/01/RBS**	**Employment and decent work mainstreamed into national development plans and programmes ZWE/18/01/RBS**
Country	Zambia	Zimbabwe
Challenges being addressed	Slow Job creation, high poverty and inequality with low job-market absorption of particularly the youth who make up the greater percentage of the population	High levels of informalization, unemployment particularly of youth and women, under-employment and endemic poverty.
Timeline	December 2018 – 31 December 2021(ZMB/18/01/RBS)	February 2019 to 31 December 2021 (ZWE/18/01/RBS)
Budget	US$ 1,000,000 ZMB/18/01/RBS	US$ 987,876 ZWE/18/01/RBS
Target group	The target group included the Government of Zambia, Parliament, TEVET Institutions, youth including women and persons with disabilities, employers' and workers' associations, private sector (financial service providers) SMEs, and local communities	The target group of the project included Government of Zimbabwe, Workers associations, Informal Traders Associations, SIYB Trainers, Private sector, SMMEs, the youth working in informal sector and the youth who are unemployed, including women.
Milestones and major outputs	**Component 1:** Skills for young men and women developed National skills development strategy, training and programmes implemented **Component 2:** Employment Policy ➢ Gender responsive national employment policy and youth employment and empowerment action plan in place	**Component 1:** Employment Promotion ➢ Employment and decent work mainstreamed into national development plans and programmes ➢ Facilitate transition to formality **Component 2:** Social Dialogue and International Labour Standards ➢ Strengthened capacity of to ratify and apply international labour standards and to fulfil reporting obligations

Title	More and better jobs created for sustainable livelihood opportunities for youth and women ZMB/18/01/RBS	Employment and decent work mainstreamed into national development plans and programmes ZWE/18/01/RBS
	Component 3: Employment Intensive Investment Programme (EIIP) Capacity of Stakeholders and institutions to partner and implement EIIP developed **Component 4:** Labour Law Reforms and Application of ILS ➢ Labour laws and mechanisms adopted to improve industrial harmony and strengthen the protection of rights of workers.	➢ Strengthened capacity of social partners to use effective collective bargaining to promote decent work and economic growth
Theory of change	Upskill within an enabling environment for increased opportunities.	Transition to formalisation

At the time of the evaluation both projects had closed.

Projects' Theory of Change (ToC)

While the projects were not based on a common theory for change, the evaluation team, based on the review of projects' design documents, reports and activities developed the following common theory of change:

> **"If** labour and employment promotion legislation and policy framework are reviewed and aligned to ILS, supported by capacity of actors (government, social partners and their members) to implement, monitor and inspect them and improved availability and access of youth, women and men to relevant skills development and improved employment opportunities **then** there will be increased formalisation, decent work employment and entrepreneurship."

This ToC formed the basis for cross project evaluation.

Both projects supported the transition to formalisation ToC which premised on that i) informality jeopardizes enterprise survival and growth, hence reduces the likelihood of decent work; ii) although formalization is one of the key vehicles for attaining business stability and allowing growth, it needs to be considered along with other measures; iii) the registration and/or incorporation of all enterprises with the economic and legal national framework maximizes the chance of decent work for all, leaving no one behind, and iv) a shift towards greater formalization can benefit societies as a whole. For independent workers, the formalisation of employment depends on whether their enterprises belong to the formal economy or not. For employees, transition to formality means providing them with adequate labour and social protection. Depending on the situation, this means realizing one or several of the following actions:

1) extending legal coverage to those excluded or insufficiently covered;
2) providing an adequate level of legal protection (e.g. no exclusion from social insurance because of a threshold regarding working time); and
3) ensuring an effective compliance with laws and regulations.

This concept is supported by addressing the normative framework for ILS, and productivity of micro, small and medium enterprises (SMEs), facilitating use of job rich approaches and technologies by large corporates (to increase employment) and capacity building of SMEs/youth/women for employability and entrepreneurship development. In both countries the projects aimed to strengthen the legal framework that aligns to ILS and measures that enhance their implementation (improved planning,

monitoring and supervision/inspection) including those that facilitate youth employment and entrepreneurship. Other supportive measures for transition to formality include enhancing employability and entrepreneurship. Strengthening of social dialogue is a particular aim in Zimbabwe focusing on formalising the Tripartite Negotiation Forum (TNF). In Zambia the focus is on strengthening the capacity of social partners: 1) on understanding ILS; 2) to influence review of legislation; and 3) to extend ILS to members in rural and informal economies.

The projects aimed to implement innovations for enhancing employment intensive operations although in different ways. The Zambia project focused on establishing a framework for enhancing skills of youth for job rich technologies through improved capacities of Technical Education, Vocational and Entrepreneurship Training (TEVET) institutions, support internship programmes to improve employability through partnerships between TEVET institutions and private sector companies[1], supporting roll out of job rich/employment intensive technologies in the construction sector. Private Public Partnerships (PPPs) were established to roll out employment intensive road construction technologies. These were in Chililabombwe and Mazabuka Municipalities with National Council for Construction (NCC) and Lubambe Copper Mine Limited and Zambia Sugar Plc. to showcase the cost effectiveness of such approaches.

In Zimbabwe, the project supported Start and Improve Your Business (SIYB) training programme targeting the informal economy with more than 2000 entrepreneurs trained through blended approaches (face to face; via WhatsApp and on national radio). The project employed a PPP partnership between Old Mutual, Bulawayo City Council (BBC), Bulawayo Chamber of SMEs (BSCMEs), to promote higher productivity and better working conditions at a workspace in central Bulawayo.

Key stakeholders

Stakeholders that were targeted or played a role in the implementation of the project are presented in Table 2.

Table 2: Key stakeholders of the projects

Category	Zambia	Zimbabwe
Implementer /Funder	ILO CO Lusaka, ROAF, DWT Pretoria, RPU	ILO CO Harare, ROAF, DWT Pretoria, RPU
Government and other State Actors	Ministry of Labour and Social Security (MLSS), Ministry of Education, Ministry of Infrastructure, Housing and Urban Development, Parliament, Judiciary, Technical Education, Vocational and Entrepreneurship Authority (TEVETA) , Chililabombwe Municipality and Mazabuka Municipality, Judiciary	Ministry of Public Service, Labour and Social Welfare, Ministry of Women Affairs, Community, Small and Medium Enterprises, Ministry of Local Government, Public Works, and National Housing (District Development Coordinators (DDCs) and Provincial Permanent Secretaries (PPS)), Zimbabwe Revenue Authority (ZIMRA), Registrar of companies, Small Enterprises Development Corporation (SEDCO), Empower Bank, National Social Security Authority (NSSA) Bulawayo City Council
Social partners	Zambia Congress of Trade Unions (ZCTU), Zambia Federation of	Zimbabwe Congress of Trade Unions (ZCTU), Zimbabwe Federation of Trade

[1] Lubambe Copper Mine Limited with NORTEC/Kafue Regional Training Center/pipeline, the University of Zambia, INDENI Oil Refinery with NORTEC, Mopani Copper Mine Limited with Mopani Training center and informally with Luanshya Technical and Business College.

Category	Zambia	Zimbabwe
	Employers (ZFU), National Council of Construction Workers	Unions, Employers Council of Zimbabwe (EMCoZ)
Private sector	Lubambe Copper Mine Limited, INDENI Oil Refinery, Mopani Copper Mine Limited, Zambia Sugar Plc	Old Mutual, Bulawayo Chamber of Small and Medium Enterprises (BCSME)
Training	NORTEC/Kafue Regional Training Center/pipeline, University of Zambia, Mopani Training center, Luanshya Technical and Business College	National University of Science and Technology (NUST), Midlands State University (MSU), University of Zimbabwe (UZ), Junior Achievement Zimbabwe (JAZ), Bulawayo Project Centre (BPC), Tech Village
Ultimate beneficiaries	Men and women general workers, Youth	Informal sector entrepreneurs and workers, general workers (both men and women)

1.2 Purpose and objectives of the evaluation

The main purpose of the assignment was to undertake a clustered evaluation of the two projects in Zambia and Zimbabwe guided by the specific objectives (Section 1.2.1) and the evaluation questions (Section 1.3). The evaluation period is the duration of the projects from February 2019 to December 2021.

1.2.1 Objectives of the evaluation

The cluster evaluation had the following objectives:

- Assess the extent to which the projects have achieved the stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the projects;
- Assess the extent to which the projects outcomes will be sustainable;
- Establish the relevance of the projects design and implementation strategy in relation to the ILO, UN and the national development frameworks;
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further; and
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

1.3 Evaluability assessment

The two projects were designed and implemented independently and therefore had no common results framework or theory of change (besides the attempt by the evaluators to harmonise the theory of change as in Section 1.1). However, they benefited from two common outcomes, strengthening international Labour Standards (ILS) and improving the policy framework for employment promotion. While all outcomes for the Zimbabwe project fall in this overlap, two outcomes for the Zambia project are distinct: Component 3: Skills development; and Component and 4: National Youth Employment Affirmative Action Programme. To address this issue, the differences were explored in the results achieved for the projects while maintaining the same questionnaires for both projects to ensure comparability of other evaluation criteria questions. The evaluation also retained a project distinct analysis for output results. On the theory of change, as discussed in Section 1.1, the evaluation team developed a retrospective ToC statement for both projects. The purpose of this was to determine the effectiveness of the different approaches used in the two countries to achieve the outcome. This will of course be undertaken with the acknowledgement of the different operating environments that influences causality. This formed the premise of the evaluation's theory based approach - see Section 2, Methodology.

The scope of questions presented in the Terms of Reference (ToR) provided a sound basis for undertaking the cluster evaluation and all questions were answered (with adjustments in the few questions presented below in table 3). The evaluation team reviewed the questions and found them to be comprehensive including addressing specific questions to be considered for cluster evaluation according to the Guidance Note 3.3. on Clustered Evaluations[2]. Table 3 describes how each of the additional cluster evaluation questions were addressed. Learning from crises was also a key feature of the evaluation questions focusing on how the COVID-19 crisis impacted project implementation, results and how similar projects can cope with such crises in the future.

Table 3: Review of evaluation questions for cluster evaluations

Evaluation criterion	Recommended cluster evaluation	Relevant question in ToR
Efficiency	What were the synergies among the interventions under review? How did they mutually reinforce each other?	This question is not relevant for this specific cluster evaluation as the two projects were independent. However, the question is considered within the country context focusing on synergies created with other ILO programmes in-country. *"How well the projects complement and fit with other ongoing ILO programmes and projects in the country and could have fed each other?" (Relevance criterion in the ToR)*
	To what extent did ILO's support in the targeted countries act as a catalyst? To what extent did ILO influence leverage additional resources in the country?	This was not presented in the TOR however can be considered to be partially addressed under: *"What links are established so far with other activities of the UN or non-UN international development aid organisations at local level and/ or Government partners?" (Relevance Criterion in the ToR)* This question is clearly inadequate to address this specific cluster evaluation question therefore the evaluation team has included this question in the evaluation framework under efficiency. This question can evaluate if the RBSA projects have fulfilled a major expected result of RBSA funded projects
Relevance	To what extent are the interventions relevant for the achievement of common objectives, the achievement of a thematic strategy or an ILO country programme?	This question is not fully covered in the ToR. They currently cover contribution of the RBSA projects to the country programme through this evaluation question: *"Are the projects relevant to the achievements of the governments' strategy, policy, and plan, the DWCPs as well as other relevant regional and global commitments such as the UNDAF, SDGs targets and ILO's strategic Objectives (Programme & Budget 2018-19 and 2020-21 as applicable)?".* However this

[2] https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746718.pdf

Evaluation criterion	Recommended cluster evaluation	Relevant question in ToR
		does not include the assessment of whether the RBSA projects are relevant for the achievement of common objectives. The evaluation team's interpretation of this part of the recommended cluster evaluation question is that it explores the commonality in intentions within the specific country contexts. Based on this, the evaluation team have added the following question under relevance: ***"To what extent are the interventions relevant for the achievement of common objectives within each country?"***
Project design	To what extent do the ILO interventions contribute in an integrated manner to central ILO issues such as labour norms or social dialogue?	Within the context of this evaluation the RBSA projects are considered individually and thus this question is fully addressed in the ToR with the following questions under validity of design: *"Have the projects integrated the International labour standards application?"* *"Were the ILO tripartite constituents involved in the design and implementation of the projects, including working through social dialogue?"* *"Have the projects addressed gender and disability inclusion, and of other vulnerable groups, related issues in the project document?*

1.4 Evaluation audience

The evaluation audience and interest are presented in Table 4.

Table 4: Evaluation audience

Category	Zambia	Zimbabwe	Interests
Government and other State Actors	Ministry of Labour and Social Security (MLSS), Ministry of Education, Ministry of Infrastructure, Housing and Urban Development, TEVETA, Parliament, Judiciary, Chililabombwe Municipality and Mazabuka Municipality	Ministry of Public Service, Labour and Social Welfare, Ministry of Women Affairs, Community, Small and Medium Enterprises, Ministry of Local Government, Public Works, and National Housing (District Development Coordinators (DDCs) and Provincial Permanent Secretaries (PPS)), Zimbabwe Revenue Authority (ZIMRA), Registrar of companies, Small Enterprises Development Corporation (SEDCO), Empower Bank, National Social Security Authority (NSSA) Bulawayo City Council	Performance of the project Lessons learned for future similar projects Ownerships and commitment
Social partners	Zambia Congress of Trade Unions (ZCTU), Zambia	Zimbabwe Congress of Trade Unions (ZCTU), Zimbabwe	Performance of the project

Category	Zambia	Zimbabwe	Interests
	Federation of Employers (ZFE), National Council of Construction Workers	Federation of Trade Unions, Employers Council of Zimbabwe (EMCoZ)	Recommendations for improving implementation Ownerships and commitment to scaling up of same intervention Lessons learned for design and implementation of future similar projects
Implementer	ILO CO Lusaka, project team	ILO CO Harare, project team	Performance of the project Recommendations for improving implementation Lessons learned for design and implementation of future similar projects
Backstopping offices and units	Technical backstopping offices (ILO DWT-Pretoria, ROAF/RPU), ACTRAV Bureau for Employers' Activities	Technical backstopping offices (ILO DWT-Pretoria, ROAF/RPU), ACTRAV Bureau for Employers' Activities	Lessons learned and good practices for design and implementation of similar projects
Private sector	Lubambe Copper Mine Limited, INDENI Oil Refinery, Mopani Copper Mine Limited, Zambia Sugar Plc	Old Mutual	Performance of the project. commitment to scaling up of same intervention Recommendations for improving implementation
Training	NORTEC/Kafue Regional Training Center/pipeline, University of Zambia, Mopani Training Center, Luanshya Technical and Business College	National University of Science and Technology (NUST), Midlands State University (MSU), University of Zimbabwe (UZ), Junior Achievement Zimbabwe (JAZ), Bulawayo Project Centre (BPC), Tech Village	Performance of the project Lessons learned for future similar projects commitment to scaling up of same intervention
Ultimate beneficiaries	General workers, Youth	Informal sector entrepreneurs and workers, general workers	Performance of the project

2 Approach and Methodology

2.1 Approach

The evaluation adopted a theory-based evaluation approach. This was premised on using the ToC to ascertain validity of design and contribution of the projects to observe results. It also adopted a cross-sectional evaluation design using mixed methods approaches. This was also used to examine the logical connection between levels of results and their alignment with the national policy frameworks, the ILO's strategic objectives and outcomes at global and national levels including their alignment with relevant Sustainable Development Goals (SDGs). The design allowed the evaluation team to gather and analyse data from multiple sources at the same time to fulfil the objectives of the evaluation, guided by the evaluation questions. This approach (theory-based evaluation) fit in well with the objective of clustered evaluations which seek to draw learning about innovative project implementation approaches.

Qualitative and quantitative methods were used in data collection. Quantitative information, which were collected from secondary data (extracted from project documents) assisted the evaluation in ascertaining achievement of indicators.

Qualitative information, which was gathered predominantly from primary data sources provided in-depth analysis of the evaluation objectives and answered the evaluation criteria questions. Across all evaluation criteria the evaluation explored the extent to which the project design mainstreamed gender equality, disability inclusion and other important cross-cutting issues such as social dialogue/tripartism, international labour standards and environmental sustainability.

Clustered approach: As discussed earlier, to allow for comparison in the clustered evaluation similar data was collected in both projects. using the tools presented in Annex 3.

Evaluation guidance: The evaluation was guided by the UNEG principles, and the ILO Evaluation Framework and Strategy as listed below:

a) Guidance Note 3.3. on Clustered Evaluations;
b) ILO policy guidelines for results-based evaluation; principles, rationale, planning and managing for evaluations (2020);
c) UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations (2014);
d) UNEG Ethical Guidelines for Evaluation (2008); and
e) UNEG Norms and Standards for Evaluation (2016).

Evaluation principles: Based on these guiding documents the evaluation adopted the following principles:

Independence, impartiality and credibility: External third-party evaluations are premised on impartiality, independence and credibility of findings. The external evaluators had no interest in the outcome of the evaluation but more critically, they would ensure that the whole approach is underpinned by independence from the programme under assessment, its funders and its beneficiaries, which is a defining condition for a quality evaluation output. Therefore, the findings represent an independent opinion. The evaluation team had no prior interaction with the project or interests during its implementation and therefore no conflict of interest.

To enhance credibility of findings, data collection and reporting was based on evidence obtained from the field as well as project documents. This evidence was triangulated between sources including a validation process with stakeholders of the project. Any divergence from the evaluation's view required support of evidence from those that do not concur with the findings. Where points of disagreement arose, project staff were requested to respond through a management response.

Transparency: the evaluation was conducted in a transparent manner ensuring that all stakeholders and beneficiaries understand the purpose and scope of this evaluation process and are engaged and committed to the review's success.

Quality: the evaluation team ensured that evaluation results were of high-quality based on a sound and tested methodology, which is comprehensive, evidence-based, uses a mix of qualitative and quantitative methods appropriate to this assignment, and includes participation of key stakeholders and beneficiaries. The strength of the analysis and assessment was based on asking the right questions and in a language familiar with study participants, speaking to relevant stakeholders, and collecting the required information, as well as extensive experience by evaluation team members, to reach sound and justifiable conclusions and recommendations to meet the needs of the evaluation's target audience. The structure and content of the report was strongly influenced by UNEG Norms and Standards for Evaluation and ILO policy guidelines for results-based evaluation.

Inclusiveness: all categories of beneficiaries of the project contributed to the evaluation. As described in the methodology section, this took into cognisance, disaggregation of age, gender, disability and other forms of vulnerabilities.

Fair power relations: the evaluation team ensured all voices are heard during the evaluation including by giving all eligible stakeholders an equal opportunity to give input into the process. Care was taken to understand the power relations between stakeholders and to ensure that such power relations did not influence the outcome of the evaluation. For example, majority of interviews were done with individuals rather than groups. The team ensured these interviews were conducted in spaces that ensured confidence and openness of respondents.

The evaluation process also ensured "no one voice" was emphasised over the other. Lastly, the evaluation team acknowledge that the status of an evaluator can bring overbearing power on those being interviewed resulting in biased responses. The team took note of this in the methodology – particularly using participatory methods that ensure the opinions of all participants are heard and noted.

Honesty and Integrity: All findings and conclusions were evidence-based. Where evidence was inconclusive this is highlighted in the findings.

Gender and social inclusion: Gender were incorporated in a variety of ways. First, the extent to which the project has made positive or negative influence on gender relations and women's empowerment. Second to assess gendered impacts of the projects, the analysis went beyond sex-disaggregated data but explored any differential benefits between men and women and how the projects are influencing these differences in benefits. Lastly, the evaluation explored the extent to which the projects are benefiting those excluded groups including people with disabilities and youth.

2.2 Methodology

This section presents details of the methodology used. Data was collected from secondary data review, and qualitative primary data collection. These are detailed in the sections that follow.

2.2.1 *Quantitative Secondary data collection*

Secondary data review was an important component to 1) understand the projects' design; 2) determine progress in implementation and challenges experienced; 3) results achieved by the projects; and 4) lessons learned by implementers. Table 5 provides details of the categories of literature reviewed and the corresponding issues.

Table 5: Document review list

Document category	Issues
Project documents	▪ Project design and approach ▪ Changes to the projects as a result of COVID-19 ▪ Stakeholders of the projects ▪ M&E Framework/System
M&E report, RBSA progress reports, final project reports	▪ Review of work plan ▪ Results achieved ▪ Challenges being experienced ▪ Lessons being learned ▪ Adjustments to projects' activities ▪ Changes in stakeholders ▪ Recommendations
Project budgets Financial Reports	▪ Budgetary information ▪ Delivery rates for the projects' activities
Activity reports	▪ Management and governance arrangements of the projects ▪ Scope of support/activities rendered to the projects ▪ Content of projects' activities ▪ Any challenge in implementing the activity
Other secondary literature on related to project outputs	▪ Study reports funded by the projects ▪ Legislation and policies supported by the projects

2.2.2 *Qualitative primary data collection*

As noted earlier primary data collection used qualitative methods which included: Key Informant Interviews (KIIs), and Focus Group Discussions (FGDs).

Key Informant Interviews

KIIs were held at regional/international, national and district levels. National level interviews were held with a cross-section of the projects' stakeholders using similar KII tools in both Zambia and Zimbabwe. Respondents were drawn from the stakeholders presented in Table 2 namely: Government Ministries, social partners, ILO COs (including the project managers), TEVETA, etc. Sub-national level interviews will be held in targeted municipalities in both countries, business associations (Zimbabwe), TVET institutions (Zambia), business development service providers (Zimbabwe), and district level responsible ministry officials (that participated in the projects' activities at this level - road construction in Zambia and market shelter in Zimbabwe). Regional level interviews were held with ILO's backstopping offices: ILO ROAF, and DWT Pretoria (including the gender specialist). The interviews were guided by the Key Informant tools in Annex 4.1. Key informants were purposively selected based on their knowledge of the project, its activities, and results. The interviews were conducted in person except for international interviews with ILO officials.

Focus Group Discussions (FGDs)

FGDs were conducted with youth in Zambia, and informal business owners in Zimbabwe. The number was kept to a maximum of 8 participants to allow for adequate social distancing. Separate discussions were held with males and females. These meetings were conducted in person in the projects' implementation sites with selected number of participants. The discussions explored the alignment of the project to beneficiary needs; the quality timelines and adequacy of support; the ability to fully integrate women and youth and those with disabilities in the activities (employment road projects, enhancing employability – Zambia; marketplaces in Zimbabwe); and sustainability of the benefits. It also explored additional support required by project participants to ensure the benefits of the projects are fully realised including the role that local stakeholder can play in the absence of the projects.

2.2.3 Sampling

Sampling of respondents and sample sizes

While KII were purposively selected from based on their knowledge of the project from the list of stakeholders, FGDs were selected from list of beneficiaries with the help of stakeholders involved in implementation. In Zambia, these beneficiaries included the participants of internship programme, roads construction, graduates of new employment intensive technologies/approaches programme (whose source will be the TVET institutions supported). From Zimbabwe, members of the Bulawayo Chamber of Small and Medium Enterprises (BCSME) who benefited from the project were included in the sampling frame. Table 6 provides the numbers of interviews conducted in each country. This was in addition to KIIs held with ILO staff in DWT Pretoria (2), ILO ROAF (1).

Table 6: Sample size for the qualitative survey

Category	Zambia		Zimbabwe	
	KII	FGD	KII	FGD
ILO CO officials	2	0	3	0
National Government officials	3	0	2	0
Local Government officials or representatives	1	0	2	0
Parliament, Judiciary members	2	0	0	0
Government agencies Officials	2	0	5	0
Social partners representatives	2	0	3	0
Sector associations representatives	1	0	1	1
Private sector representatives	4	0	1	0
Training institutions officials/representatives	3	0	2	2
Youth (construction projects, graduates of project supported training programmes), and beneficiaries of market space development (equal male and females)	0	4	0	2
Total	21	4	19	5

Sampling of field visit locations

In Zambia field level project implementation activities were undertaken in two municipalities in addition to support for TVET institutions. About 140m of road were constructed using project promoted employment intensive technologies in Mazabuka Municipal Council of Southern Province in the Copperbelt. This was supported with training of chisellers, pavers and five local contractors in low volume sealed roads-cold asphalt, double surface sealing, cobblestone training. The training comprised of 20 students. Additional road construction was targeted for Chililabombwe Municipality in partnership with Lubambe Copper Mine Limited through its Corporate Social Responsibility (CSR) programme using the same technology for a stretch of 4km of road. However, this was significantly

delayed by the project end. The support also included construction of a Public Science School Laboratory which were all schedule for the year 2021 but as with the road construction it was delayed. As activities in Mazabuka Municipality were undertaken much earlier it provided the evaluation an opportunity to see uptake of technologies and effect of the training. The evaluation team therefore visited Mazabuka for the field observations.

In Zimbabwe, field level project implementation activities were undertaken only in Bulawayo City Council (BCC). Therefore, the evaluation team only visited the BCC for field level consultations/data collection.

2.2.4 Data collection

Data was collected by the evaluation team members. The Team Leader collected data in Zimbabwe but also participated in some key interviews in Zambia with ILO CO. The Zambia national evaluator was responsible for collecting data in Zambia under the guidance of the Team Leader. While a blended approach to interviews was used (online and in person) the first preference was for in person interviews. Online discussions were reserved for regional and international interviews as well as those that the team leader had to participate in Zambia. Online interviews were also considered for respondents that were not available in Lusaka during the period of data collection.

2.2.5 Data validation

Once data collection was completed, a draft report was prepared for review by ILO. Comments from the review were used to finalise the report.

2.2.6 Data analysis and reporting

Qualitative data: The data collected in each district was systematically analysed, triangulated and synthesised by the evaluation team. The Data Collection Plan, Annex 2, provided an analysis framework for gathering and synthesising data against the key evaluation questions.

All primary data was anonymised to ensure confidentiality. Access to this data will remain with the evaluation team. Upon completion of the evaluation all data will be handed over to ILO as part of the consultant's contractual obligation.

3 Findings

3.1 Relevance

Are the projects relevant to the felt needs of the beneficiaries?

Finding 1: The two projects were strongly aligned to needs of the two countries. The solutions had potential to be scaled up.

The RBSA projects in both countries were focused on enhancing employment promotion in particular youth and women employment, international labour standards, and strengthening social dialogue. The RBSA project in Zambia's focus on youth employment came at a time when the Government of Zambia was aggressively trying to resolve the issue of youth unemployment through several programmes e.g., Pave Zambia in the road construction sector, Youth and Women Empowerment Programmes and enterprise development promotions. In Zimbabwe, formalisation of the informal economy was a key priority for the Transitional Stabilisation Programme (2018-2020). In both countries the social partners appreciated the strengthening of social dialogue, fostering decent work agenda and protection of workers' rights among others. In Zambia the project interventions were seen to be directly addressing some pressing challenges in the labour sector including but not limited to application of International Labour Standards (ILS), harmonisation of labour frameworks and supporting the development of employment and productivity policies.

After the new government in Zimbabwe in 2018, there were renewed optimism for improvements in relations between government and social partners and particularly labour. Strengthening social dialogue through the Tripartite Negotiation Forum legislation became a priority for Government, social partners, and ILO. The project, by strengthening social dialogue, responded appropriately to this need.

The projects were also relevant in supporting the priority work agenda of ILO within the country. The broader scope of the project was strategic in supporting the key pillars of ILO work agenda in Zambia that included i) promotion of employment and employability, ii) promotion of International Labour Standards (ILS) and iii) promotion of enterprises development. For ILO, this project was also used to kick start and demonstrate workable interventions that could be taken up by the private sector or could be funded for scale. A good example was the Employment Intensive Technology for construction of low surface roads that was showcased in Mazabuka and Chililabombwe using a Public Private Partnership arrangement.

The technical and financial support given to conduct the skills supply and demand survey and labour force survey were timely as the government required evidence-based decision making for development of employment creation and skills development strategies. The work- based learning is another area which had been pending due to technical and financial challenges in the ministry of Science and Technology formally Ministry of Higher Education.

In addition to addressing the needs of beneficiaries in the two countries, the RBSA projects funded key models for informal sector formalisation and youth employment that have potential for scale up. The RBSA project in Zimbabwe demonstrated a model for formalisation of the informal sector through replicable public private partnerships[3]. The model also provides business management training and mentorship including social support to the SMEs including support for official registration and transitioning. Implementation models. This support was accompanied by support for the development of a strategy for formalisation of the informal sector.

[3] Included the involvement of the private sector, social partners and city authorities

Despite the positive alignment of the projects objectives to needs of beneficiaries there were some challenges. The beneficiaries in Zimbabwe who were operating informally before the project expressed mixed feelings with formalization. There was appreciation of the registration of their businesses, trainings received and the new renovated operating space which came with clean ablutions. However, the misgiving was on the presumed increased cost that came with formalization as they were now required to pay higher rentals, and costs for accountants and tax consultants in order to meet their tax and other statutory obligations. While the project prepared the enterprises for costs they would incur through interactions with various government agencies, it seems the businesses did not fully appreciate the full extent of the impact on their business operations. The private sector, whose space they were renting, increased the rentals by more than 100 percent without engaging them into some negotiation. The project did not provide for any mechanism to cushion SMEs against the seemingly increased cost of transitioning and but were left to fend for themselves with the hope that they would survive. Marketing of their merchandise was a challenge as they spent a lot of time in production.

In Zambia, despite receiving trainings in cobble stone chiselling and paving, the youths were left unorganised with no formal recognition or certification to show that they had the skills for stone chiselling and paving. Lack of formalisation and formal recognition of the skills they possessed could become an obstacle for accessing contract, job, or financial opportunities even from the market. The youths were not able to see other opportunities beyond what the project provided, and this could be due to the road construction focused approach that the intervention took, without exploring other uses where stone paving could be applied . There was also general lack of integration of business and entrepreneurship skills in the cobble stone chiselling and paving training.

Are the projects relevant to the achievements of the governments' strategy, policy, and plan, the DWCPs as well as other relevant regional and global commitments such as the UNDAF, SDGs targets and ILO's strategic Objectives (Programme & Budget 2018-19 and 2020-21 as applicable)?

Finding 2: The projects were aligned and contribute to the two governments' strategies and development plans including ILO's Decent Work Agenda and other global commitments.

In both countries the RBSA projects were aligned to the countries' development agenda – the 7th National Development Strategy for Zambia, the Transitional Stabilisation Programme (2018-2020) and the National Development Strategy (2021- 2025) in Zimbabwe. Table 7 provides priorities to which the RBSA projects contributed to. In Zambia the RBSA project directly supported the Government's agenda for your youth employability and employment, through the Intensive Intervention Programme (EIIP). These government programmes included the Pave Zambia Road Programme and the Affirmative Action Programme for Youths which all aimed among other issues to create business and employment opportunities for young men and women.

Box 1: What is Pave Zambia and Affirmative Action Programme for Youths

Pave Zambia 2000

The Pave Zambia 2000 project was officially launched in 2013 by the government of the Republic of Zambia. The project aimed at improving accessibility of rural and townships through building 2,000 km of all-weather roads in townships throughout the country. It also aimed at stimulating the economy and maximize on local employment creation. The project was later rescoped after the first 5 years to target 200 km in another 5 years with completion date set for 2023.

Affirmative Action Programme for Youths

The AAP was designed specifically to support young graduates with empowerment and employment in the transport and construction sectors under the Ministry of Transport and Communication. The programme aimed at addressing the rising youth unemployment by creatin

opportunities for skilled youths in the transport and communication sectors by targeting low risk transport and construction sector job opportunities and income to the young graduates.

Table 7: Alignment of the RBSA projects to national development priorities

Development strategy	Country	Provisions to which RBSA project is aligned
7th National Development Plan (7NDP)	Zambia	• National youth employment affirmative action programme • Skills development and employability of young women and men to enhance employability • Employment Intensive Investment Programme (EIIP)
Action plan for youth empowerment and employment	Zambia	• Employment Intensive Investment Programme (EIIP) • National youth employment affirmative action programme • Skills development and employability of young women and men to enhance employability
Transitional Stabilisation Programme Zimbabwe (TSP	Zimbabwe	• Formalisation of the informal economy • Financial & Economic Inclusion for Micro, Small and Medium Enterprises Development
National Development Strategy (2021- 2025)	Zimbabwe	• Decent work promotion; • Formalisation of the informal; • Operationalisation of the Tripartite Negotiating Forum; and • Labour policy, legal and regulatory framework review.

The RBSA projects were aligned to the Decent Work Country Programme of both countries. They responded to the priorities of i) promotion of employment and enterprise development, ii) promotion of social dialogue and iii) promotion of international labour. Specifically for Zimbabwe, the RBSA project had an additional focus on strengthening social dialogue in the country through legislation to institutionalise the TNF.

The RBSA projects were aligned to ILO Programme and Budget (ILO P&B) outcomes for 2018-2019 and 2020-2021. These included outcomes related to enterprise development, skilling for transition in the labour market, international labour standards, strong tripartite constituents and influential social dialogue, youth employment, formalisation of the informal economy, and promoting safe work (especially through adaptations made by the projects to address safety and health during the peak of COVID-19). Table 8 provides how the RBSA projects were aligned to the ILO P&B for the relevant periods.

Table 8: Alignment of the RBSA projects to ILO P&B 2018-19 and 2020-21

ILO P&B	Zimbabwe	Zambia
2018-2019	**Outcome 2:** Ratification and application of international labour standards	**Outcome 1:** More and better jobs for inclusive growth and improved

ILO P&B	Zimbabwe	Zambia
	Outcome 6: Formalization of the informal economy **Outcome 7:** Promoting safe work and workplace compliance including in global supply chains	youth employment prospects **Outcome 2:** Ratification and application of international labour standards **Outcome 7:** Promoting safe work and workplace compliance including in global supply chains
2020-2021	**Outcome 1**: Strong tripartite constituents and influential and inclusive social dialogue **Outcome 2**: International labour standards and authoritative and effective supervision **Outcome 4**: Sustainable enterprises as generators of employment and promoters of innovation and decent work *(specifically: capacity of member states to develop policies, legislation and other measures that are specifically aimed at facilitating the transition)*	**Outcome 2**: International labour standards and authoritative and effective supervision **Outcome 5**: Skills and lifelong learning to facilitate access to and transitions in the labour market

Source: ILO P&B for 2018-19; 2020-21[4]

In Zimbabwe the RBSA project, through its support for transitioning informal business units and jobs to the formal economy, directly contributed to the ILO Resolution R204 of 2015 where member states committed to:

a) facilitate the transition of workers and economic units from the informal to the formal economy, while respecting workers' fundamental rights and ensuring opportunities for income security, livelihoods and entrepreneurship;
b) promote the creation, preservation and sustainability of enterprises and decent jobs in the formal economy and the coherence of macroeconomic, employment, social protection, and other social policies; and
c) prevent the informalization of formal economy jobs.

Further, the project also directly contributed to the Sustainable Development Goals (SDGs) particularly SDG 8 on decent employment, SDG 9 on Infrastructure and SDG 17 on partnership for development. Indirectly, SDG 5 on gender equality was equally impacted by the project. This was a demonstration of the project's relevance to key global commitments under the United Nations under the United Nations Development Agreement Framework (UNDAF).

How well the projects complement and fit with other ongoing ILO programmes and projects in the country?

Finding 3: While there were collaborations between the RBSA projects and other ILO projects in-country, such collaborations were stronger in Zambia than Zimbabwe.
In Zambia the RBSA project built on the already existing international programme that was being implemented by the Zambia Federation of Employers (ZFE) and made it better. Through strategic

[4] https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/programme-and-budget/WCMS_565196/lang--en/index.htm

collaboration with ZFE, the internship program was expanded, and its quality enhanced with a total of 30 interns participating in the program. Due to the improvement of quality of the internship, the 25 of the 30 interns ended up getting permanently employment after the tenure of their internship. Another important program was the Action Plan for Empowerment and Employment under the Ministry of Youths which ILO had been supporting before the RBSA project. The two interventions collaborated on areas of enterprise development and skills development through TEVET.

In Zimbabwe technical experts trained by the National Social Security Agency (NSSA) under the RBSA project were also provided to the Safe Markets programme to train on Occupational Safety and Health (OSH). The presence of an Informal Economy expert within the Zimbabwe CO working across all projects supporting formalisation within the CO also enhanced synergies across the projects and transfers of lessons learned between them. The project also co-designed the Start and Improve Your Business (SIYB) programme with the Green enterPRIZE programme as well jointly developing a concept to support the Zimbabwe Gender Commission together with the Spotlight Initiative.

Finding 4: The RBSA projects formed partnerships and synergies beyond ILO's interventions with its traditional partners.

In both countries there were also specific synergies for the COVID-19 pandemic response where all projects under ILO including other strategic partners pooled emergency funds together to design, produce and disseminate education and communication materials on COVID-19 to all its target beneficiaries. In Zambia the awareness campaign on COVID-19 took a multi sectoral approach with the Ministry of Health providing guidelines in accordance with the international. In Zimbabwe strong collaborations of the RBSA project with the Provincial Government allowed ILO to successfully lobby for the granting of special permission for the SMEs to continue doing business at the trading facility constructed by the project in Bulawayo during the COVID-19 induced lockdowns. The Bulawayo City Council (BCC), a local government authority, Old Mutual (OM) and the project under the guidance of the ministry of Health worked together to enforce covid-19 protocols at the working/trading space for SMEs.

The project also influenced how other institutions viewed collaboration and partnerships including deepening these partnerships. the Ministry of Technology and Science had better and deeper engagement with the private sector enabling it to understand their skills needs. In Zimbabwe, the Bulawayo City Council (BCC) noted the need and was actively pursuing Public Private Partnerships (PPPs) for strengthening formalisation of the informal sector.

> "As a result of this project, we have been able to work very closely with the ministry of labour on the review of the old apprenticeship framework in view of the work-based learning and also with TEVETA on skills development that are important for the industry as well as for enterprise development. Let me also mention that this project also allowed us to engage more with the private sector to fully understand their skills needs" **KII with Government Official**

The projects also collaborated beyond the ILO programmes in the two countries including collaboration with non-traditional partners such as the private sector and government departments in the infrastructure and local councils. Synergies were built only in specific areas that provided mutual interest to both the project and the partner institutions/programmes. Within the ILO network, good collaboration took place with the HQ and DWT specialists on employment, enterprise development, skills and employability, gender equality, international labour standards, and social dialogue.

Partnerships were materialised between the project and the private sector as well as the also training institutions in addition to the non-traditional government departments. For instance, in Zambia the project implemented the Employment Intensive and Investment Programme (EIIP) through a Public Private Partnership (PPP) arrangement. The project entered into a PPP with Zambia Sugar Plc, National Council for Construction (NCC), Mazabuka Municipal Council, Road Development Agency (RDA) and a

local NGO on the labour-intensive road construction technologies. This partnership resulted in the transfer of skills and technology to local contractors and institutions and leveraged on technical, human and financial resources.

Similar model was used in Zimbabwe where the project through a PPP arrangement with OM and BCC set up and renovated the workspace for informal small and medium scale enterprises (SMEs) who were earmarked for formalisation. The model resulted in providing a safe and conducing working and trading environment for SMEs and by clustering them in one area, it was also easy to provide technical support in form of trainings and coaching.

What links are established so far with other activities of the UN or non-UN international development aid organisations at local level and/ or Government partners?

Finding 5: Relevant links were established with other UN agencies, government, and local organisations in the two countries as result of the RBSA projects.
In Zambia the project joined the UN platform called United Nations Youth Platform (UNYP) which allowed the project to tap into a network of youths of all backgrounds including strong linkage with the National Youth Development Council (NYDC) locally but also with other international like-minded organisations. At the local level, the project established links with non-traditional partners that included municipal councils in Mazabuka and Chililabombwe, local NGO and training institutions. Key government ministries and departments were at the core of implementing project activities either directly or in a public private partnership with other key players. The consultant established that a wide number of partners were involved in the project implementation starting with the ILO's traditional partners like MLSS, ZFE, ZCTU, TEVETA to non-traditional such as municipal authorities, RDA, NCC, Judiciary, Ministry of Science and Technology, Ministry of Infrastructure and Urban Development and the National Assembly of Zambia and private sector entities like Zambia Sugar Plc and Lubambe Coppermine Limited.

In Zimbabwe, the links were established with the United Nations Development Programme (UNDP) and this partnership resulted in UNDP co-financing the development of the formalisation strategy for the country. The creation of an industrial park for SMEs was born out of strategic partnerships the project established with the Private Sector (OM), Bulawayo City Council, Zimbabwe Revenue Authority (ZIMRA), Registrar of Companies, NSSA, Small Enterprise Development Cooperation (SEDCO), Empowerment Bank, and informal economy associations with the Bulawayo Chamber of SMEs being the apex body in Bulawayo. The value of these partnerships was evident from the works that had been continued even after the project closure.

The project however could have realised more value from partnerships such as the PPP in Zambia where the EIIP model was implemented. The management and structuring of the partnership could not have been sufficient to realise the full value. For instance, the 35km stretch of the road works were planned under this arrangement using the introduced employment intensive technologies in both Mazabuka and Lubambe townships. However, the only 140-meter demonstration stretch was completed using both the Cold Mix Asphalt and Double Seal Surface technologies. The value of job creation and business opportunities for local trained contractors was therefore not fully realised.

To what extent are the interventions relevant for the achievement of common objectives within each country?

Finding 6: The projects interventions were relevant and appropriate but not sufficient for the achievement of the set objectives. They were also over ambitious to be achieved within the short project life of 2 years.

The interventions were uniquely designed to apply to the different country contexts but relevant and logically appropriate to achieve the set objectives. However, the time frame could have been underestimated for some of the interventions. For instance, the implementation of EIIP in the road construction need much more time to cater for skills and technology transfer that happened using trainings and demonstration of the technologies, actual implementation of the road construction works and preparation of the participating local contractors and youths' groups into finding and management of own jobs. The youths group needed further support to be registered into a cooperative (formalised), trained in business and entrepreneurship and possibly mentorship in the application of the technical and business knowledge beyond the road sector.

Similarly, policy related interventions required time for completion in Zimbabwe such as those for the employment policy, formalisation strategy, operationalisation of the TNF secretariat and the interventions to formalise SMEs in Zimbabwe. Formalisation of SMEs was relevant and appropriate but required some period of incubation with associated coaching and mentorship. The transition from informal to formal required time and supportive interventions like lobbying government for some tax exemption for some agreed period of time and put in place a mechanism that would help them to avoid risks of exploitation in whichever form.

The projects had similar objectives in the two respective countries such as formalisation, employment creation and application of international labour standards. The ILS, being core activity in the DWCP, had a set of relevant interventions that mainly included labour and policy reforms and development and capacity building for the institutions that are charged with the responsibility of coming up, inspecting, and enforcing labour laws. Other interventions were implemented for strategic reasons as they had the potential to influence government policy direction in the labour market. One such intervention was the training of the legislative wing of government in understanding ILS and its application in the country context.

How do these projects address the purpose of ILO RBSA projects in the context of the Country Offices work in the targeted countries?

Finding 7: In both countries the projects were deigned as catalysts for interventions that could have wider scale either through respective governments of the ILO country offices or could form the basis for transformations that require more time and resources.

Innovation and replicability for scale were at the core of the design and implementation of the projects. In both countries the project's scope was big and wide deliberately so to introduce a number of innovative interventions that could be later scaled up by implementing institutions or could get further funding for continued and scaled up implementation. A good example is the demonstration of the employment intensive road construction project under the EIIP with the involvement of private, government and local NGO partners. The partnership realised skills and technology transfer to local partners and demonstrated the application of the technology on designated sites. The NCC has since integrated the labour-intensive technology into its syllabus for continued training of local contractors. Another is the facilitate PPPs to establish an SME industrial park that support formalisation of informal enterprises in Zimbabwe which has now been adopted by the Bulawayo City Council for expansion to other locations. The RBSA project in Zambia also introduced an innovative labour compliance strategy in the Ministry of Labour and Social Security (MLSS) through which knowledge and skills were transferred to the labour inspectors. The strategic compliance inspection has been adopted and was being applied in the ministry whenever doing labour inspections.

Using the wide scale in outcomes, the ILO Zimbabwe CO intended use the RBSA project as a launchpad for implementation of the new Decent Work Country Programme aimed to coincide with the onset of the RBSA project. While there was a delay in the completion of the DWCP (including its extension from 2020 to 2022) the RBSA project still gave the CO initiatives to showcase for additional funding and

support under the new DWCP for the period 2022-2026. This included the completion of the labour market diagnostics analysis that took a blended approach to ILO's methodologies (blended with World Bank approach) for such studies. The study, combined with technical capacity building of the tripartite constituents on employment policy, lays the foundation for evidence-based work to reform the employment policy framework in the country.

The RBSA projects were also used to further ILO's mandate in the two countries of supporting government to adhere to all international protocols and conventions which they have signed. All member states now are required to report annually on the progress they are making on the application of labour standards and the projects supported capacity building of relevant institutions in the preparation of such reports.

Though the understanding from the project and ILO team was very clear about the purpose of the projects, there was a gap in understanding with the partners. Most partners were expecting (still expecting) to receive further support from ILO to continue with the interventions as the case of the EIIP in the two sites in Zambia and the SME industrial park in Bulawayo, Zimbabwe.

3.2 Validity of Design

Do the projects have a clear theory of change that outlines the causality?

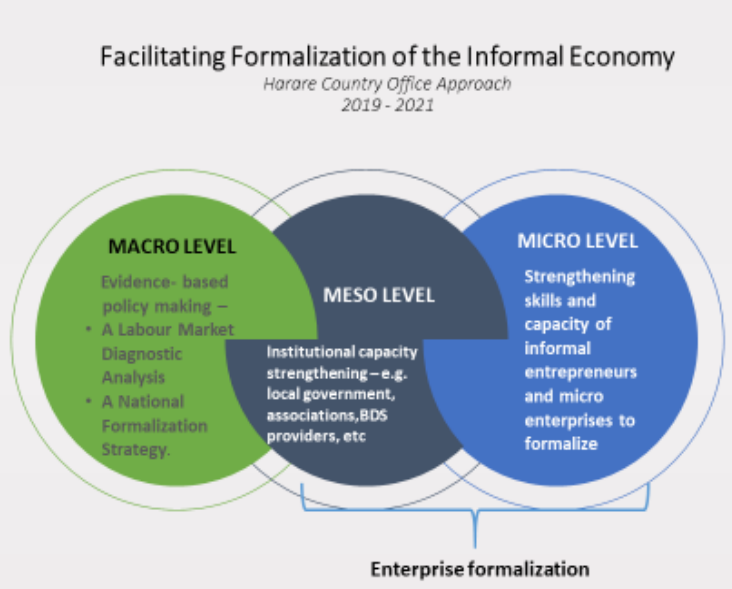
Finding 8: The projects theories of change (TOC) were clear and properly documented but poorly communicated to the partners and general stakeholders.

Both projects had clearly defined theories of change reflected in their project documents. In Zimbabwe, the theory of change was further developed as the project progressed with elaborated causal pathways and models for the delivery of the formalisation of enterprises component (see Box 2). In both countries, the ToCs were however kept and only understood by the ILO project team. Interviews with stakeholders revealed lack of understanding as reflected by stakeholders' ignorance of the ToC and the full scale of interventions, in some cases.

Box 2: Additional causal thinking on formalisation as addition to the Zimbabwe RBSA TOC

Levels of focus for formalisation

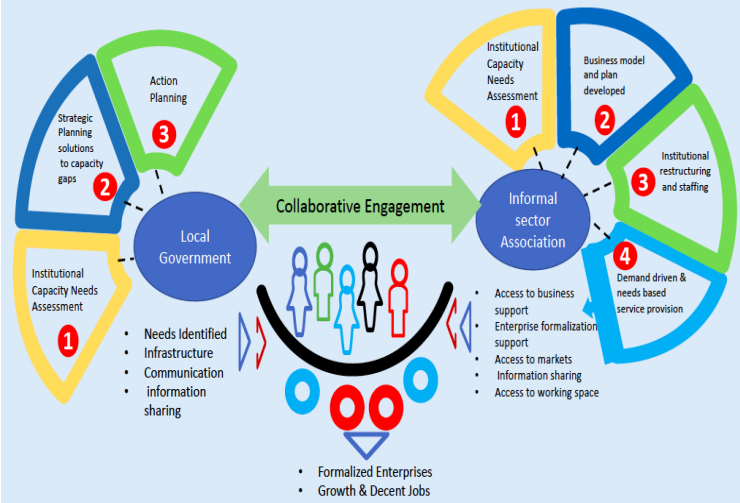
Facilitation of formalization of the informal economy approach focused at three levels: the macro level, meso level and micro level as illustrated below.



Box 2: Additional causal thinking on formalisation as addition to the Zimbabwe RBSA TOC

Institutional strengthening

The programme implemented intervention models designed to strengthen the capacity of its tripartite partners, implementing partners and business development service (BDS) providers to develop tools and processes to support formalization of the informal economy in Zimbabwe.



The project was not fully understood in its entirety by stakeholders including implementing partners. The interviews with tripartite partners showed lack of understanding of the entire project. In many cases the tripartite partners confused it with other ongoing projects. It was a case of each of the participating partners only understood the component of the project they were involved in and nothing more. In Zambia partners who worked on the EIIP reported that the project only focused on skills and technology transfer for employment intensive technologies, while partners who worked on labour reforms and application of ILS reported that the project was only supporting labour laws and policies in line with the ILS. This was the same scenario in Zimbabwe where partners who were involved in formalization of the informal sector viewed the project as only promoting the formalisation of the informal sector.

These findings were surprising, as tripartite partners were involved in the development of the annual workplans for the projects. Perhaps the challenge could have been the lack of structures, e.g. project steering committees, in both countries to update and allow collective oversight of the project by tripartite partners and ILO as is common with commonly referred to projects during consultations.

Finding 9: While the causal linkages and pathway to change were clear, some assumptions did not hold.

In Zimbabwe the objective of establishing a legislation and secretariat for the TNF was underpinned by the assumption that the tripartite constituents would be committed and collaborate. As noted earlier, at the time of the RBSA project application there was a renewed goodwill particularly between social partners and government. However, as inflation continued to rise, labour prioritised the issue of salaries as the most topical agenda. The pursuant stalemate on this and arrests of labour unions representatives on various charges further strained the relationship between social partners and government and with it, progress on establishing the TNF secretariat which was still to be operationalised.

While there was strong Zimbabwe government commitment to developing the informal sector formalisation strategy as evidenced by government taking lead in the facilitating the process. With

sound government commitment, it was assumed the process would move quick. However, the assumption underestimated the need for nation-wide consultations which meant the exercise became more costly and time consuming than originally envisaged and was completed after project closure, through resources from UNDP.

Another assumption was that informal business owners would be incentivised to transition to formal enterprises by new business opportunities that came with this transition. However, the increased costs of doing business (payment of taxes, employment of tax consultants, and increases in rentals) and the complications of running a formal business in a complex monetary and hyper inflationary environment were pushing back these enterprises back into informality (See Box 3).

Box 3: Complex monetary and hyper inflationary environment undermine formalisation
Zimbabwe operates a complex monetary policy where the Zimbabwe dollar is the main transacting currency with other currencies also allowed as legal tender. With inflation at above 300% per annum (for the Zimbabwe Dollar) at the time of the evaluation, transacting in the Zimbabwe Dollar was a challenge. The formal exchange rate for the Zimbabwe Dollar against major international currencies was 30-40% lower than the black market/informal foreign exchange market. Yet most formal transactions with government institutions and companies were in the Zimbabwe Dollar or United States Dollars converted at the official exchange rate. In informal markets only the United States Dollar a was the transacting currency which meant they could hedge the Zimbabwe Dollar inflation more effectively than those in the formal sector and could also afford to price more cheaply than their counterparts in the formal sector.

Have the projects design clearly defined achievable outcomes and outputs?

Finding 10: The projects had clearly defined outcomes and outputs with potential to effect positive impact to the labour market. However, for the most part the outcome targets were too ambitious for the scale of funding and project periods. This was made worse by the advent of the COVID-19 pandemic.

The RBSA projects focused on policy and legislative reform, strengthening capacity of tripartite partners for reporting, advocacy, and social dialogue, and introduction of innovative approaches for employment and formalisation (only in Zimbabwe). Results on strengthening capacity of tripartite partners and operationalisation of pilot projects, EIIP in Zambia and establishment of the small enterprise industrial park in Zimbabwe, were viewed as achievable objectives. Results on policy and legislative reporting and reporting on government commitments were viewed as unrealistic within the time frame and financial resources available to the projects. As discussed earlier, the interventions in these areas provided foundational activities that could be built on by the ILO COs through other DWCP funding. This was not clear in the concepts for the RBSA projects. For EIIP in Zambia especially, stakeholders thought the funds and timeframe was insufficient to meet the targets set by the project.

The outcomes and outputs were clearly defined in the project concepts. Interventions that contributed to each output were logical, showing clear contribution to the ultimate outcome results. There were inconsistencies in setting indicators and targets. While an M&E plan was developed for the Zambia project, this was not the case for Zimbabwe. Common in both projects was the absence of clear targets set for each specific output. The measurement of achievement was also not well defined.

With the outbreak of Covid-19 however, stakeholders generally agreed that the pandemic posed a time constraint on achieving the project results. This was mainly due to the lockdowns that resulted in delays for activity implementation. Most activities especially that involved interacting with beneficiaries were very difficult to adapt as such ended up postponed. The other activities involving

the private sector also received very little attention during the Covid-19 pandemic the private sector prioritised salvaging the own situation in house.

In Zambia, implementation also coincided with the general election in 2020. The general election however had no noticeable effect on the project. Only TEVETA reported of some husbands stopping their wives to attend meetings of the project because these were viewed as political meetings coming through government departments. The effect was however downplayed as this was an isolated case in the Copperbelt.

Have the projects planning included a useful monitoring and evaluation framework including outcomes indicators with baselines and targets?

Finding 11: The RBSA projects were generally poor in defining monitoring and evaluation for the projects which led to poor implementation of monitoring systems.

As noted under Finding 10, only the Zambia RBSA project had an M&E plan (Table showing indicators, targets and data sources, frequency of collection and baselines) but it lacked an M&E framework - the operational document that shows the data collection systems and tools, those involved among other issues. The M&E plan itself did not have baseline values as a baseline was not undertaken. Targets were also not measurable, making it difficult to gauge their achievement – a challenge also reflected in the assessment of effectiveness (See Section 3.2). Stakeholders in Zambia expressed ignorance on the existence of the M&E system and their involvement in data collection processes. All the stakeholders interviewed did not know about the existence of the M&E plan and could not recall having been involved in the data collection process.

Because the M&E function was not prioritised, both projects relied on reports for their monitoring, which were not standardised, making it difficult to consolidate project progress. The lack of an M&E framework also made the projects rely on individual staff for project knowledge which posed a serious risk for continuity if those staff left, as what happened in Zimbabwe.

Did the projects design include an exit strategy and a strategy for sustainability?

Finding 12: There were assumed exit strategies and strategies for sustainability that were not documented nor shared with the wide project stakeholders.

The RBSA projects lacked written exit and sustainability strategies. Analysis of the projects' documents and interviews with both stakeholders showed that there were no written strategies on how the exit was going to be done and how interventions or gains from project interventions would be sustained beyond the life of the projects. No meetings or any formal communication was made to the partners indicating the coming to an end of the project.

The ILO teams from both the Lusaka and Harare offices however, provided a detailed account of the strategies for sustainability. It was clear that the project ran on an assumption of how gains from the project would be sustained beyond the project life span. For them, it was clear that successful interventions would be naturally taken up by the implementing or benefiting institutions or through implementation of the CO DWCP.

Though the assumption could hold in some cases, there was need to have properly spelt out strategies for exit and sustainability. Further, the strategies were supposed to be communicated and implemented as the project came to an end. Exiting just like inception are very important project phases that require the same level of attention as given to implementation phase.

The RBSA projects design lacked clarity on how the catalytic nature of the RBSA fund would be realised especially answering the questions: what initiatives these projects will build on;

how interventions/initiatives started under the RBSA projects will be supported post the RBSA project; and how will the broader ILO interventions in the country collaborate with the RBSA project to increase depth and support continuity.

Were the implementation approaches valid and realistic? Have the projects adequately taken into account the risks of blockage?

Finding 13: The implementation approaches were positively perceived and thought to have been realistic, however there were no clearly defined risks and measure.

Full and meaningful stakeholder participation was the hallmark of implementation of the RBSA projects, which stakeholders and partners appreciated. This included co-designing interventions (for example, the designing of the industrial park in Zimbabwe, collaborative development of annual workplans and joint progress review of implementation for both projects in Zambia and Zimbabwe). The full involvement of partners and stakeholders in the implementation was viewed to be appropriate, valid, and realistic. The approach enabled transfer of skills from ILO specialist to local partners and also allowed the partners to own the interventions. The approach of having the partners lead the implementation of interventions in consultations with the project team was applauded. ILO in this case provided technical support internally or externally sourced, and financial support to ensure that interventions were conducted according to plan.

Using beneficiary institutions with requisite functions and technical skills also leveraged on the human resource requirement for the project team, considering the wide scope of the project. Some risks included anticipated changes in political priorities, economic crisis due to debt burden and the inertia from the private sector to take up interns. For these risks, mitigation measures were provided. However, there was little attention that was given to identifying operational risks especially with the approach of implementing through multiple partners. These risks were not accounted for at the planning stage but received attention as they arose during the implementation stage.

The PPPs were novel for the RBSA projects for the EIIP and the industrial park in Bulawayo. These partnerships laid the foundation for continued government and private sector partnerships to advance youth employability and employment and formalisation of the informal sector in Zambia and Zimbabwe respectively.

Have the projects addressed gender and disability inclusion, and of other vulnerable groups, related issues in the project document?

Finding 14: Beyond sex disaggregated numbers and gender sensitive M&E plans for NELP in Zambia, there was very limited attention to gender in project implementation. Disability was recognised as important in both projects however, actions were very limited to do so primarily due to a limited clarity on what approaches would be effective to do so.

There was no gender analysis nor was there a disability analysis and their respective strategies for interventions. The needs of women and the disabled were not known to establish the extent of their inclusion in the project. The project however supported some generic interventions on gender such as encouraging the participation of women and ensuring there was a minimal threshold for women's participation. In Zambia the threshold was at least 30% women in any project intervention. With this pronouncement, the project was able to achieve the minimum threshold of 30% women participation in trainings and had 49% of young women participating in the internship programme. At the construction site in Mazabuka, the project ensured that ablution blocks (toilets and showers) were

constructed for both women and men and that the recruitment of youth had special lens on the participation of women in the road works. This was the case with the internship program, trainings, and other interventions. Additionally, the project had some gender specific interventions such as training of selected TEVETA affiliated colleges in gender mainstreaming and also development of gender sensitive M&E strategy for the employment.

The project however did not deliberately include people with disability on any of the interventions. This finding could be supported from the interviews conducted as well as the review of project reports.

Have the projects integrated the international labour standards application?

Finding 15: There was considerable integration of International Labour Standards application in the two projects in both countries.

The application of International Labour Standards was a stand-alone and explicit for both countries. It involved labour law reforms to align with the ILS and capacity building interventions for strategic institutions and personnel. The interventions included capacity building of social partners in drafting of labour laws, review of labour laws in line with ILS, capacity building of National Assembly staff and that of the judiciary. The interventions were strategic looking at the institutions that were targeted.

Were the ILO tripartite constituents involved in the design and implementation of the projects, including working through social dialogue?

Finding 16: The two projects were drawn from negotiated DWCPs in which the tripartite constituents had been involved. Tripartite partners were engaged during implementation.

The tripartite constituents were not involved in the design of the RBSA projects in both countries. The underlying assumption especially in Zimbabwe was that since the RBSA project was to roll out, elements of the DWCP which were already agreed on with tripartite partners their involvement was redundant. In Zambia, the ILO project team claimed that the continuous interaction it had enjoyed with the tripartite constituent had provided sufficient challenges that the partners were facing and that required attention. The other reason for limited engagement with the tripartite during proposal development was due to the short timeframe given for submission of proposals. Tripartite partners were involved in the projects as beneficiaries of capacity building or implementers in the case of advocacy work or oversight during joint monitoring missions and annual work plan development.

3.3 Progress and Effectiveness

To what extent have the projects achieved their results at outcome and output levels, with particular attention to the project objectives?

Finding 17: Considerable achievement was made at output level as demonstrated by the number of interventions that were satisfactorily completed. The results at outcome level were however difficult to ascertain.

For Zambia, close to 80% of the activities were successfully completed during the project duration according to the project outcome indicators. Table 9 provides details of the extent of achievement of outputs by closure of the project. The project did well in delivering reviews of policies and legislation (Objectives 1, 2 and 4) which laid the foundation for effective advocacy for legislative and policy reform by ILO constituents. Under objective 3 several planned activities were never implemented (with 0% completion).

Table 9: More and better jobs created for sustainable livelihoods opportunities, Zambia

Output Summary		Completion Percentage
Immediate Objective 1: Skills for young men and women developed 98%		
1.1	Repealing and replacing the old apprenticeship act to a work-based learning act **(only review of the Act and recommendations done)**	90%
1.2	Conducting skills demand and supply survey in relevant sectors/geographic regions	100%
1.3	Assessment and capacity building for employers and workers` organisations to participate in skills levy systems	100%
1.4	Building capacity of stakeholders in implementing work-based learning programmes	100%
1.5	Identify implementing partners implementing internship and apprenticeship programs/projects and partner with them	100%
Immediate Objective 2: Employment Policy 75%		
2.1	Evaluation of Youth Empowerment and Employment Action Plan	100%
2.2	Launch of Pro Employment Policies	100%
2.3	Development of gender sensitive Monitoring and Evaluation plan and implementation strategy for launched policies	100%
2.4	Implementation of National Employment Forum and Skills and Employment week	0%
Immediate Objective 3: National Youth Employment Affirmative Action Programme 50%		
3.1	Selected interventions of the compressive bankable project document for the AAP implemented	0%
3.2	Transparent and inclusive procurement systems developed for use on AAP projects	50%
3.3	Technical and managerial tools developed to facilitate capacity building of ILO constituents, TEVET institutions and youth owned SMEs involved in AAP	0%
3.4	Innovative and employment intensive paving technologies mainstreamed in the NCC technical training centre using the SSTC approach	100%
3.5	Selected staff of TEVET colleges trained in mainstreaming gender, women's social empowerment and on Employment Intensive approach and contract management/ administration including for waste management	100%
Immediate Objective 4: Labour Law Reforms and Application of ILS 93%		
4.1	Capacity of ZCTU and ZFE to influence drafting of labour laws in line with the supervisory body comments on Conventions Nos. 87 and 98 strengthened	100%
4.2	Labour laws reviewed in line with international labour standards as guided by the comments of the ILO supervisory bodies on the application of the fundamental Conventions ratified by Zambia and the issues paper recommending legislative revisions to address issues related to minimum wages, conditions of employment and collective bargaining (Labour laws disseminated by ZCTU and ZFE)	100%
4.3	Capacity of National Assembly Staff on ILS strengthened	100%
4.4	Capacity of Judiciary staff on ILS strengthened	100%
4.5	Capacity of social partners on ILS, collective bargaining (negotiation and mutual gains) strengthened	100%
4.6	Capacity of law enforcement agencies, including labour inspectors, to monitor sound application of ILS, with an emphasis on the core Conventions, with attention to forced labour (Promote the ratification of protocol to forced labour convention no. 29 a and carry out sensitization activities to relevant stakeholders)	100%

Output Summary		Completion Percentage
4.7	Social partners strategies and/or service packages for mobilizing membership in the rural economy and/or informal economy developed and/or piloted to facilitate application of ILS including the comments of the Committee on Application of Standards concerning the application of Convention No. 141 by Zambia	50%

Source: Final project report for RBSA ZMB126

Notably at outcome level achievement for Zambia was the realisation of decent employment by the 25 out of the 35 interns who participated in the project internship intervention. These young women and men were awarded permanent employment after their tenure of internship came to an end In Zambia, the project supported the development of the National Employment and Labour Market Policy (NELMP), its implementation plan and Monitoring and Evaluation framework. The RBSA project also supported the Ministry of Higher Education in the development and launch of the work-based learning framework with elements of the Employment Intensive and Investment Programme (EIIP) promoted by the project. One training syllabus in cobblestone paving has been mainstreamed and was being offered to students and small-scale contractors in the construction sector. The Zambia RBSA project also supported the revision of the Industrial and Labour Relations act, the repealing and replacing of the 1965 apprenticeship act, and the dissemination of the New Employment Code Act. 3 of 2019 to workers and employers.

It is however important to mention that ascertaining progress at outcome and impact levels for some interventions was difficult particularly because it involved changes of systems. For example, the adoption of the cobblestone training in the curriculum for NCC in Zambia was systems issue which also required testing, approval and validation of the course material by the regulator TEVETA and the Ministry of Science and Technology. This also applies to the intervention that supported ZFE to design a new website with advanced features such as e-learning.

For Zimbabwe, more than 80% of the outputs were completed successfully as shown in Table 10. As noted earlier several initiatives related to reform or development of policies, legislation and strategies were not fully completed by the time of the evaluation. This was due to a combination of the impact of COVID-19 which slowed implementation for a greater part of the project implementation period (one and a half of years of the three) and generally slower multi-stakeholder processes as well challenges in relationship between government and social partners. the performance of the project to deliver over 80% of the planned outputs was an significant achievement.

Table 10: Employment promotion and labour market governance, Zimbabwe

Output Summary		Completion Status
Outcome 1: Government takes action towards ratification of the Employment Policy Convention, 1964 (No. 122) and takes action to address implementation gaps in consultation with the social partners		
1.1	Government takes action towards ratification of the Employment Policy Convention, 1964 (No. 122) and takes action to address implementation gaps in consultation with the social partners	Partially completed
1.2	A comprehensive employment diagnostic is undertaken and findings are widely disseminated	Partially Completed
1.3	Employment targets are integrating employment goals and targets in national development frameworks is presented to government for adoption	Completed
1.4	Dialogue facilitated on the importance of inclusive and sustainable economic growth, employment and decent work	Completed

Output Summary		Completion Status
1.5	Constituents supported to mainstream employment and decent work in national development frameworks, and capacity increased to establish pro-employment (macro) economic, sectoral and investment policy making, as well as implementation	Completed
Outcome 2: Facilitate transition to formality in Zimbabwe		
2.1	National strategy towards the formalization of the informal economy formulated based on a national diagnostic and an inclusive formulation process	Incomplete
2.2	Strengthen capacity of employer's organisations to enable them participate effectively in implementation of extension of coverage and formalization agenda	Incomplete
2.3	Strengthen capacity of workers organisations to enable them participate effectively in implementation of extension of coverage and formalization agenda	Incomplete
2.4	Government supported to develop a coordination mechanism to ensure streamlined and coordinated efforts across Ministries and Government institutions operationalized	Completed
2.5	Promote higher productivity and better working conditions in the informal economy	Completed
Outcome 3: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations		
3.1	Validation and implementation of an Action Plan to implement ratified ILO Conventions in line with CEACR comments and the International Labour Conference (ILC) Committee on the Application of Standards (CAS) High Level Mission	Completed
3.2	Sensitization activities to support actions towards the ratification of Conventions 89, 122, 151, 156, 183, 187 and 189 as well as Protocol 029	Discontinued
3.3	Strengthened capacity of social partners to submit Article 19 and Article 23 Reporting	Completed
3.4	Tripartite consensus built on the Labour Law Reform Bill; Public Service amendment Bill and Health Services Bill	Completed
Outcome 4: Strengthened capacity of social partners to use effective collective bargaining to promote decent work and economic growth		
4.1	A capacity building programme on social dialogue is designed and delivered for senior officials in government, workers and employers' organisations	Completed
4.2	Strengthening the capacity of social dialogue and collective bargaining institutions in both private and public sectors to pursue decent work policies through nationally sustainable development strategies	Completed
4.3	Facilitate the effective participation of employers' and workers' organisations in social dialogue	Completed
4.4	Strengthening the capacity of employers and workers organisations in promoting Gender Equality and mainstreaming gender as an economic growth imperative	Dropped

As with the Zambia RBSA project there were some achievements of note by the project. These are detailed below.

Zimbabwe Objective 1: Government takes action towards ratification of the Employment Policy Convention, 1964 (No. 122) and takes action to address implementation gaps in consultation with the social partners

A labour market diagnostic study was undertaken to provide evidence and policy recommendations for promoting decent jobs and sustainable job rich growth. This evidence is likely to be used in the formulation of a new Employment Policy for the country for which the ILO had already received a request from Government to support its development. It has also been reflected in the NDS1 2021-2025, ensuring it remains on the government development agenda.

The programme supported incorporation of a section on decent work in the NDS1 2021-2025. The section was largely based on the RBSA project document results, strategies and work plan including other decent work objectives in the areas of ILS; social dialogue and tripartism. These inputs were based on the project support to employers, labour, and ministry of labour to develop policy position papers. This will ensure that a significant number of initiatives, that started under the project, continue to be supported by providing ILO constituents, a firm grounding for pursuing the decent work agenda in the country.

> *"The project made a significant contribution to inclusion of decent work in the NDS1. The chapter in the NDS was taken from the project word for word. The project's results and strategy are copied into the NDS1."* **Interview with ILO staff**

Zimbabwe Objective 2: Facilitate transition to formality in Zimbabwe

Two key achievements were recorded by the project under this objective: initiating the development of a formalisation strategy for the country and implementation of a concept for supporting transition of informal enterprises to formality. The formalisation strategy was still to be completed by the time of the evaluation for reasons discussed in Section 3.2. Nonetheless, commitments were already in place from UNDP and from ILO's core funding to support completion of the process. The strategic thinking of the strategy, while based on a large extent on the consultations with informal sector players, it was also expected to draw significantly from the results and recommendations of the labour market diagnostic study.

The project was successful in demonstrating a concept that can deliver improved working conditions, productivity, and formalisation of informal sector enterprises. The concept centred on establishing a public sector (Bulawayo City Council) and private (Old Mutual) sector partnership (PPP) to improve working space, and policies to enhance working conditions and productivity. This was buttressed by:

1. supporting capacity building of informal enterprise owners using the Start and Improve Your Business (SIYB) course, training on Occupational Safety and Health (OSH);
2. strengthening the ecosystem for support to informal enterprises. This included strengthening capacity of Business Development Service (BDS) providers, informal sector associations and specifically supporting operationalisation of the Bulawayo Chamber of SMEs by supporting establishment of a turnaround strategy and a functioning secretariat;
3. Establishing the PPP to support construction and operationalisation of a working space or industrial park for informal enterprises; and
4. enabling transition to formalisation through strengthening interactions between informal sector players and relevant government departments and agencies to enhance knowledge of requirements, benefits and clarify misconceptions about formalisation.

The support led to 2,000 informal sector enterprises being trained on SIYB via various platforms: physical interaction and on WhatsApp. The support improved business knowledge for informal enterprise owners, the improved working space constructed by the project through the PPP improved the quality and number of customers that the enterprises were now selling to. In discussions with enterprise owners, it was clear that the project had a profound effect on their personal capacities and the viability of their businesses. While not all enterprises formalised (registered their business including for taxes

> *"Before the trainings our business was not registered it was informal. But now I have managed to formalise it as I have managed to register it.... We didn't do record keeping, costing before the training. But after the training we have managed to put our books in order.... People look at where you are operating from. Before the project the place was not conducive/ attractive for customers – after renovation we are seeing that our customers are free and comfortable. Because of the change in the quality of the building customers are now attracted to buying."* **Discussions with male businesses owners.**

etc.) there was an increase in the number of business owners that did so[5]. However, significant challenges still remain for full formalisation as per discussion in 3.2. At the time of the evaluation the Bulawayo City Council (BCC) was in the process of exploring the same model used by the project to expand improved working condition for informal enterprises and support them to formalise. The new strategy for the city also promotes formalisation of informal enterprises in a way promoted by the project – improving working conditions and supporting formalisation and access to BDS. Not only is the project concept being taken up and expanded by the BCC, the ministry responsible for SMEs, MWACSMED, has also been supporting its other provincial offices to learn from the industrial park and how they can replicate the sane model.

Staff from the MWACSMED and BDS providers noted how the training on SIYB and financial literacy and management had helped to enhance their training skills. It provided them with a different perspective to training SMEs.

"I became more confident and to see how to train from a different perspective and different standards from the one used to." Interview with BDS provider

The secretariat for the Bulawayo Chamber of SMEs was now entrenched, with SMEs receiving various support for their enterprises – which never used to happen before. This included engagements with the BCC for training of members on tender procedures, negotiating with micro-finance institutions to offer support to members, and engaging the BCC to support informal sector enterprises including specific support for roll out of the model across the city.

Zimbabwe Objective 3: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations

Several achievements were recorded under this objective including:

1. facilitating tripartite partners, with support for ACTRAV, ACTEMP and NORMES, to develop an action plan and recommendations to respond to the 2009 International Labour Conference for Zimbabwe;
2. supporting development of a Case Management System design for handling labour issues. While the CMS itself was not developed by the end of the project, there was government commitments to fund it, either from the fiscus or through engagement with development partners. The automated system would help reduce the backlog in resolving labour issues;
3. supporting Zimbabwe to submit 25 reports on the following Conventions 14,19,26,29,81,99,105,129,130,150, 155,161,162,170,174,176,182 (in 2020) and Conventions 26,87,99,100 & 111(in 2021);

While the project had intended to support ratifications of several conventions: Employment Policy Convention No. 122 (C122), and the Domestic Workers Convention C189 (C189), based on the goodwill and commitments of the tripartite constituents during preparation of the project document, the subsequent shift in priorities to salaries, made it a difficult to re-engage on these issues. However, ILO, through the project, managed to facilitate commitments on the C122 among tripartite partners with a gap analysis planned to be undertaken at the time of the evaluation.

Zimbabwe Objective 4: Strengthened capacity of social partners to use effective collective bargaining to promote decent work and economic growth

The Zimbabwe project supported tripartite constituents to participate in several national and reginal meetings and trainings to promote their capacity on social dialogue. This included a national workshop on social dialogue, a trip to SADC secretariat convened meeting on the role of social dialogue and tripartism and its institutions as critical instruments for promoting inclusive growth and sustainable

[5] No data on this was available but discussions with the informal enterprise owners showed this was happening.

development for representatives of the tripartite; and a training National Joint Negotiation Council (public sector platform for working conditions in the public sector) on the various models that can be employed for effective social dialogue in the public sector. One the outputs of these meetings was the reaffirmation of the design to operationalise the TNF. In 2020, the TNF was allocated a budget for the first time.

The Zimbabwe project also supported social partners, employers, and workers separately, with support and cost sharing with LO's Bureau for Employers' Activities (ACTEMP), and Bureau for Workers' Activities (ACTRAV). Through a consultant, discussions were held, and the Business Member Organisations (BMOs) reached consensus on the main areas to focus on at the TNF and the main areas to submit into the process to develop the National Development Strategy. Workers were engaged through an "All Labour Conference" (featuring only workers' representatives) that discussed prevailing challenge for labour in the country and developed a declaration and a road map on how to strengthen the voice of workers in key national processes.

Through this objective the Zimbabwe project also supported foundational work for the TNF by financially and technically supporting the establishment of operating procedure, systems and organisational structure for the TNF that operationalise the TNF Act.

What have been the main contributing and challenging factors towards projects' success in attaining their targets?

Finding 18: The alignment of the project with partner priorities, full stakeholder involvement during the implementation and timely disbursement of funds from the project were key factors identified to have greatly contributed to the success of the project.

The alignment of the projects with partner priorities made it easy for stakeholders to get a buy in and also to own the interventions. This was the case with partners from government, social partners as well as the private sector. This was complemented by the full involvement of partners in the implementation process. In both countries the projects teams were lean and had limited skill sets to cover the wide scope of the projects, but the full involvement of partners leveraged on human resources and technical skills required to implement all project interventions.

Additionally, the development and signing of implementation agreements allowed for smooth and timely disbursement of funds to the project implementing partner. At the same time, the agreements ensured that controls were in place on expenditure which resulted in partners accounting for funds at every stage of the implementation process. The projects also adequately supported partners in many technical areas by bringing experts from ILO's regional office and at times sourcing technical experts from the market.

There was also flexibility and agility built into the implementation arrangement. The project held joint planning for activities and allowed for consensus building in the process. This process provided flexibility in the manner activities were undertaken and allowed for justifiable changes to be made to the activities. This simply shows that the projects management style was quite robust and had the interest of the project

What, if any, unintended results of the project have been identified or perceived?

Unintended results (positive and negative) of the project (at institutional, organisational and individual level)

Finding 19: There were no significant unintended effects of the two projects observed in the two countries.

One unintended effect in Zimbabwe was the private sector's increase of rentals after refurbishment of the SME space by the project in Bulawayo. Rentals have double from pre-renovation times which

has constrained recovery of the enterprises from the effects of COVID-19. There was a feeling among enterprises that the private company was beginning to profiter. However, the company cited increased costs of maintenance as the reason for increasing rentals.

Did the projects effectively use opportunities to promote gender equality and disability and other vulnerable groups' inclusion within the project's result areas?

Finding 19: There was some high degree of promoting gender equality in the projects. However, less attention was given to the disability and other vulnerable groups' inclusion in the project.

There was some attention that were given to gender equality as demonstrated by the generic gender interventions and reporting. The project used project interventions to encourage and promote gender equality and this was seen by the formulation of gender sensitive policy and M&E system for employment and empowerment, participation of both women and men in project interventions, capacity building of key stakeholders in gender and the provision of gender sensitive facilities at the contraction site such as separate ablutions for women and men. This was observed across the two countries where the RBSA projects were implemented.

However, there was no trace of any activity or intentions to promote the inclusion of persons living with disability in project activities. Even when it came to reporting, there was no evidence of reporting on efforts the projects were making to promote inclusion of these vulnerable groups.

To what extent has the COVID-19 Pandemic influenced projects results and effectiveness and how the projects have addressed this influence?

Finding 20: Project activities were affected by COVID-19 though its effect on the quality of output and overall achievement at the end of the project was minimal.

The findings from the field were that implementation of project activities delayed especially during the peak of the covid-19 pandemic when countries put in place restrictions on the movement of people and gatherings. The most affected were trainings and works that required gathering of people like road construction and works implemented under PPP arrangements. The effects of these delays were however downplayed due to the fact that the project secured extensions and, in some cases, special permission to carry out some activities during the pandemic.

Do the (adapted) intervention models used in the projects suggest an intervention model for similar crisis response to the COVID 19 one?

Finding 21: There were some innovations that could be applied in other projects

The major innovation that was undertaken by the projects was the designing and implementation of micro-SMEs productivity intervention that supported selected SMEs with adaptive management under changing environments. Trainings aimed at keeping SMEs in business even during pandemics like COVID-19 were delivered. ILO also supported the drafting and distribution of COVID 19 guidelines and PPEs to its partners.

For meetings and some trainings, virtual platforms became the ideal model for conducting such activities. In other instances, gathering in smaller groups while fully complying with all the introduced Covid 19 protocols by the relevant ministries were utilized.

Of course, virtual platforms could be utilized for meetings and trainings in an event of a similar crisis that does not allow for gatherings and free movement of people. The flexibility nature of the project was very important in supporting SMEs with additional knowledge that can help them survive the difficulty period of humankind.

3.4 Efficiency

How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader projects objectives?

Finding 22: The projects utilized the allocated resources that included human resources, funds, time, and expertise efficiently as evidenced by the submission of stakeholders during the interviews.

Resources, especially funds allocated to project activities, had guidelines on expenditure which were followed strictly during implementation. The project also leveraged on human resources and expertise of implementing partners who in most cases were experts in the specific field in which the project interventions had focused. The project further efficiently utilized the technical expertise of the ILO regional and HQ offices who supported specialised technical areas where local capacity was not inadequate.

Concern was raised on the slow start especially with regards to acquisition and placement of project teams, and also towards the end of the projects. The project teams prematurely left the project without attending to its final closure making the project exit haphazardly. The area of concern was with the M&E officers of the projects which appeared to have been neglected or not given adequate attention with regards to resourcing and expertise.

To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why? Has the project implementation been on track as per log frame/workplans?

Finding 23: Fund disbursements were consistently timely and adequate and followed the funds disbursement mechanisms agreed upon with implementing partners in the Implementation Agreement (IA). However, there were some notable delays at the beginning during the setting up and adoption of fund disbursement mechanisms.

The projects generally disbursed the funds timely and consistently in accordance with the agreed disbursement arrangements with the implementing stakeholder. The feedback from stakeholders was that funds were released on time and according to agreed activity budgets. Each of the IA was accompanied by a workplan and budget with guidelines on expenditure and retirement.

Apart from the reported delays caused by slow start and covid-19, there was no evidence of implementation delays attributed to delayed disbursement or non-disbursement of funding from the project. It was clear that the project had a strict regime of managing the release of committed funds to all its implementing partners. Some slight delays were experienced due to untimely submission of expenses by the partner in charge of activity implementation.

The mechanism used to disburse funds overall was effective and supported the timely disbursement of funds while maintaining accountability in the manager funds were utilized. Though the project teams were lean, the strategy of tapping into the human resource of the implementing partners as well as outsourcing specialised expertise from ILO's regional office and at times from the labour market.

Have the projects created good relationship and cooperation with relevant national, regional, and local level government authorities and other relevant stakeholders to implement the project?

Finding 24: As a result of the project, valuable partnerships and cooperation with relevant stakeholders at various levels were realised as demonstrated by the successful PPPs that were formed.

The projects created good relationships and cooperation through its partners resulting in sourcing for additional resources and sharing of costs in areas where Public Private Partnership arrangements were used. As a result of good relationships, the projects leveraged on partners for additional human and financial resources. An example that demonstrates the value of these relationships and cooperation

include the creation of the industrial park and its accompanied services that were provided to the SMEs. Additional funds were raised from other departments such as 1.3 million USD from department of ACTRAV, 70,000 USD from the Bureau for Workers and 420,000 USD from ACTEP Employers.

The good relationships and cooperation also resulted in the successful implementation of the industrial park where different partners contributed human resources and funds to renovate the space and train the SMEs who were earmarked for formalization. Similarly, in Zambia the EIIP was implemented with great contribution in terms of resources and funds from partners. The evidence presented shows that the projects managed its relationships very well to foster the implementation of interventions.

Other positive effects realised as results of good relationships and cooperation especially with government were the granting of special permission to the projects to continue with activities during the covid -19 lockdown. Governments provided a waiver to the project to continue trading at the SME facility and also move to conduct activities while following strict covid-19 health guidelines such as masking, social distancing and frequent sanitizing. The good relationships also improved social dialogue among partners which was bult on respect and mutual trust for all parties involved.

There were also challenges with creating strong partnerships with tripartite partners in Zimbabwe. The context of tripartism in the country, characterised by mistrust and hostilities towards the other, made progress on various issues slow and difficult to navigate. For example, it took more than 6 months for the tripartite to approve the annual work plan for the project with insistence of labour that only salaries should be the agenda for the tripartite. At the same time various workers representatives were being arrested or harassed.

Have the management and governance arrangement of the projects facilitated project results? Was there a clear understanding of roles and responsibilities by all parties involved into implementation and monitoring?

Finding 25: The assessment found evidence of a good management which facilitated the implementation of interventions by managing partnerships and implementation agreements. However, the project lacked governance arrangement to provide oversight to management.

The projects teams supported by ILO Country offices programme management were responsible for managing the implementation of the projects in accordance with the provision of them. They ensured that guidelines, policies, and ILO standards communicated, applied, and enforced in required by ILO. They also supported the acquisition of required resources according to the provision of the projects and that all necessary administrative requirements for the smooth operation of the project provided.

The roles of projects and partners especially those involved in the implementation were defined and all shared the good understanding of these roles. Apart from providing specialist technical and financial resources, the projects also provided overall guidance on resource management and reporting and also managed stakeholder relationships. On the other hand, the implementing partners were mainly in charge of executing the projects activities in accordance with the terms of the implementation agreements or set in the memorandum of understandings that were signed by the parties.

There was however no governance arrangement that provided oversight on the management. No evidence of advisory committees or steering committees was found on the ground which meant that the projects neglected to establish a body that could have provide direction and oversight on the project management teams. In Zimbabwe, in principle as these were projects to kickstart the

DWCP they fell under the governance of the DWCP Steering Committee which became complex to convene for oversight purposes given the context of tripartism discussed earlier (See Finding 24)

Have the monitoring & evaluation strategies been in place relevant, including collecting and using data disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other disadvantaged groups the project might have identified)?

Finding 26: The M&E plans though developed at the design stage did little to contribute to the collection data and supporting the management of the projects.

There was evidence of M&E plans after the review of the projects documents, but it lacked the operational monitoring system that could have provided for data collection tools, frequency of data collection and specified data collections items. The reports from partners were the main progress track tool. Though the reports had data disaggregated by sex there was no evidence of the project capturing and reporting on project's inclusion efforts with regards to persons living with disability or other disadvantaged groups whom the project could have identified.

Though the stakeholders were involved in the implementation, there were no reports of their involvement in the M&E processes. The ILO country offices also admitted to not having the right skills to implement the M&E plan that was initially developed due to lack of capacity. Matters of inclusion and other project weakness could have been identified early and corrected, had the project thoroughly implemented the M&E plan. Targets could have been defined and well tracked in addition to development of the quantifiable outcome indicators that could have objectively helped the assessment of projects achievements.

Have the projects received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Country Offices, Decent Work Teams, Regional Office, and HQ)?

Finding 27: The findings of the evaluation indicate that adequate and timely technical support was received from the ILO's regional and global offices.

There was evidence to show that key capacity building trainings were conducted by ILO experts from the Pretoria DWT office. For other specialised assignments, ILO mobilized required technical skills from its network of consultants to provide the services. The scopes of the projects were big and required the combination of different skills and expertise to accomplish the delivery. ILO mobilized these specialised skills using its international presence and networks in addition to tapping into its own pool of experts within the ILO network. Key specialised technical expertise covered areas of employment intensive technologies, enterprise development, employment promotions, International Labour Standards (ILS) and governance of the labour market.

There was also mention of stakeholders receiving administrative support during the implementation phase. The key supported rendered included but not limited to booking of venues for workshops, sending invites to participants whenever there is a training and sometime paying of allowances to participants. The level of technical or administrative support rendered was based on the specific need of the activity.

To what extent did ILO's support in the targeted countries act as a catalyst? To what extent did ILO influence leverage additional resources in the country?

Finding 28: The RBSA projects had catalytic effect on the countries' employment promotion, labour market governance and the application of ILS.

The projects kick-started several interventions with a stimulating effect on governments and private sector stakeholders to continue. The model of setting up of an industrial park that provided a

conducive trading environment for SMEs, the demonstration of employment intensive technology for road construction and a lot of other interventions were started primarily to catalyse and galvanise the interest and efforts of government and private stakeholders to continue with the interventions. These interventions were promoting good labour market governance, application ILS, formalisation of the informal sector and promotion of employment and skills development among others.

The projects were on course in influencing the government and private stakeholders to take up the initiated interventions in the realm of ILO aligned agenda in the two countries. With this effort, ILO also managed to leverage on resources from other funding agencies as earlier established from department of ACTRAV, Bureau for Workers and ACTEP Employers among others.

3.5 Impact orientation and sustainability

To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries? Positive changes noted by beneficiaries (youth, private sector, TVET institutions etc)
Long term impact is likely to come from appropriate use of policy documents in the labour market by governments who already indicated to have started using the content of these policies in planning and directing the programmes in the labour market. Some immediate impacts were noticed in the job market included the permanent employment of 25 young women and men who were part of the 35 interns that participated in the internship programme. Additionally, the formalisation of the informal sector has showed very promising impact in the transformation of the informal sector with the model showing replicability.

The adoption and institutionalisation of the strategic compliance inspection in the labour market and the incorporation of the Employment Intensive Technologies into the National Council for Constructions (NCC) Syllabus are some of the immediate wins of the project that might give required impact in the long term.

Strategic institutions were fully involved, and capacity built in the application of ILS and alignment of the current labour laws with the ILS. The impact may not be seen immediately but could come in the long term.

What are the specific contributions of the project to the ILO's and other development frameworks? Has the intervention made a difference to specific SDGs and other frameworks that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)
Finding 28: The broader scope of the projects and interventions types had covered a lot of ILO's pillars of focus including the United Nations' Sustainable Development Goals (SDGs).
A thorough review of the project's interventions established that the projects were contributing quite significantly to the ILO Agenda in the region. Specific pillars of ILO in the region that were adequately covered by the projects included but not limited to i) Application of International Labour Standards, ii) Formalisation of the Informal Sector, iii) Enterprise Development and iv) Promotion of employment and employability and v) Promotion of Social Dialogue. A good number of activities that were implemented contributed directly or indirectly to these areas of ILO interest.

The assessment also established that some of the interventions that were implemented under the RBSA projects directly or indirectly contributed to the globally set UN SDGs. The key SGDs which the project contributed included SDG 5 on gender equality, SDG on decent work and economic growth, SDG 9 on industry, innovation and infrastructure development, and SDG 17 on partnership for development. The degree of contribution could not be categorically ascertained in view of the limited data.

What concrete steps have been/should have been taken to ensure sustainability?

Finding 29: The projects were passive on taken any deliberate steps in ensuring that interventions and positive outcomes are sustained beyond the project life span. However, some interventions and outcomes would be naturally sustained owing to their value in the organisations they were implemented.

The projects were very weak on areas of sustainability and exit strategies to the extent that no strategy document was developed and communicated to the stakeholders. Even at the point of projects closure, some stakeholders were not even formally informed of the project closure and no way forward was given to the uncompleted interventions.

There were no deliberate steps that were developed or taken by the projects to ensure sustainability. This meant that sustaining project outcomes and interventions would be a game of luck. The weakness of the project to put in place a sustainability strategy would definitely weaken the effectiveness of those interventions that are likely to be taken up by various stakeholders.

This could be considered as a missed opportunity for the project to provide a way in which positive outcomes could be documented, harnessed, and sustained by the stakeholders. Notwithstanding, the fact that some of the interventions and outcomes would be taken up naturally, their effectiveness would most likely be affected because of lack of concrete steps to guide the sustainability.

What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crisis, such as the COVID-19 pandemic?

Finding 30: The major gaps identified in the sustainability strategy is lack of it in general. The projects did not develop or adopt any sustainability strategy which could have been communicated to the project's stakeholders.

The non-existence of the sustainability strategy left stakeholders expectant of ILO's continued support for the project especially that even at the point of exit, the communication was not done. With no strategy in place, it meant no deliberate direction was given to participating partners/stakeholders regarding the ownership or continuing of interventions beyond the project closure. Areas of attracting further investment to support the interventions as well as generating or allocating own funding could have been ably presented in the sustainability strategy.

4 Conclusions, Lessons Learned and Recommendations

4.1 Conclusion

The RBSA projects were appropriate to the needs of the countries and ultimate beneficiaries. Their alignment to national priorities garnered strong stakeholder involvement and commitment which ensured their success. In line with the concept of RBSA projects, they were structured as start-up vehicles – ensuring initiatives could be scaled up or taken up by other subsequent funding pipelines. However, implementation of the latter could have benefited from a clear strategy on how this would be achieved.

In both countries the projects made progress in promoting ILS, improving conditions for social dialogue and promoting decent work. EIIP model has been a success and is being mainstreamed in TVET college curriculum in Zimbabwe the model for formalisation of informal enterprises was recognised by the government, BCC and other stakeholders as a cost effective way of supporting transition to formalisation. Work on NELMP in Zambia and review of the Industrial and Labour Relations act, the repealing and replacing of the 1965 apprenticeship act, and the dissemination of the New Employment Code Act. 3 of 2019 to workers and employers support decent work as well as employability of young people.

Several weaknesses were observed by the evaluation. Both projects had very weak monitoring systems emanating from the lack of defined indicators and monitoring plan from the proposal stage. Beyond sex disaggregated numbers and gender sensitive M&E plans for NELP in Zambia, there was very limited attention to gender in project implementation. Disability was recognised as important in both projects however, actions were very limited to do so primarily due to a limited clarity on what approaches would be effective to do so. In Zambia, despite receiving trainings in cobble stone chiselling and paving, the youths were left unorganised with no formal recognition or certification to show that they had the skills for stone chiselling and paving. Lack of formalisation and formal recognition of the skills they possessed could become an obstacle for accessing contract, job, or financial opportunities even from the market. The concept of RBSA projects still needs to be understood by partners – they are catalytic funds aimed at innovation or initiatives that can be scaled up by ILO Cos or other stakeholders. This clarity is important to guide engagement and discussions on the orientation of interventions funded through RBSA projects. The projects were over ambitious with outcome targets unachievable with resources, scale and timeframe available. While COID-19 limitations made this worse, the already ambitious targets were a challenge for the projects to meet. In Zimbabwe the complications of tripartism in the country added another layer of challenges to advance the ambitious objectives.

4.2 Lessons learned

Lesson 1: The need for adaptative and responsive project design is important. The More and better jobs created for sustainable livelihood project was very responsive to the changing environment in the implementation. It heavily relied on approaches that were suitable to the implementing organisation/institution. Secondly, the project also had a built-in mechanism that allowed implementing organisation to propose changes in the activities and an approval process for such changes and implementing partners reported having proposed changes to their initial activities considered.

The COVID 19 changed the environment in which the project was being implemented and due to the adaptable nature of the project, new ways of interfacing with partners during the partial lockdown.

Other programmes were moved on radio programmes and added to these were awareness creation on covid 19. The virtual platform became an obvious option for working especially with partners though it was challenging to extend this working model to the target beneficiaries/communities who had limitations in access to the technology, tools and sometimes network limitations.

The adaptiveness and responsiveness of the project allowed for spending on Personal Protective Equipment (PPEs), printing of communication materials and supporting the sensitization of partners and beneficiaries on the pandemic. These were all aimed at safeguarding the lives of the people. The project was able to respond favourably to the emerging but unexpected needs and changes in the working environment.

Lesson 2: Public Private Partnerships have a possibility for a cost effective and sustainable way for facilitating formalisation of informal enterprises and introducing high-cost interventions that provide job rich ventures. The PPP model presents a cost-effective model of introducing a technology, implementing a high-cost project and even scaling up working interventions for expanded reach since it comes with shared costs, risks, expertise and responsibilities among involved parties. The labour-intensive road construction technology showcased very well how this model could be a tool for such and similar interventions. The project demonstrated a successful PPP model on the introduction of the labour-intensive road technology (cobble stone) in Mazabuka. The buy in from different parties was influenced by the assumed value each part was likely to accrue from a successful implementation of a project.

In Zimbabwe, the PPP arrangement was based on the merging interests of parties and the commercial returns the enterprise had for the private partner. For the public sector, the ability to scalability of the model and their ability to gain increased returns from such developments strengthened their resolve in the partnership.

The PPP arrangement for the Lubombo Road construction in Mazabuka where the cobble stone technology was done ideally demonstrated value for all the stakeholders that were part of the arrangement. For instance, Zambia Sugar has the corporate social responsibility to the community and at the same time uses part of this road for sugarcane haulage and the local municipal council is the government department with the constitutional mandate to maintain local road networks of this nature. ILO as a social partners facilitated and supported the functioning of the PPP with an interest of supporting government with initiatives to promote skills development and employment creation especially for young men and women.

4.3 Recommendations

Finding	Recommendation	Responsibility	Priority	Level of resources required	Timeframe
For Zimbabwe: Enterprise owners in Zimbabwe found formalisation expensive and making them uncompetitive. The distortions in the monetary	**Recommendation 1:** Future projects focused on formalisation should provide incubation periods for this process that shields these enterprises from the initial high	ILO CO Harare with MWACSMED	Medium	Medium	Medium to long term

Finding	Recommendation	Responsibility	Priority	Level of resources required	Timeframe
environment and high inflation were making this worse and informalisation more profitable.	costs of formalisation				
The RBSA projects had poorly designed and implemented monitoring and evaluation frameworks which affects project monitoring and reporting	**Recommendation 2:** RBSA projects should be accompanied by a monitoring and evaluation plan in the project proposal which should be reviewed during inception in line with any new realities.	ILO PROGRAM	High	Low	Medium term
The RBSA projects did not have formal plans of how initiatives started with the RBSA would be implemented. The linkages with the country ILO CO country portfolio were not clear to ensure a coherent approach to scaling up or sustain the initiatives. In most cases the link to sustainability was implied in the approach of implementation. However, this provides limitations for continuity.	**Recommendation 3:** RBSA project design documents should ensure ILO COs provide clarity in the project design how initiatives will be sustained or scaled up including linkages with the country portfolio.	ILO PROGRAM	High	Low	Medium term
For Zambia: Youths considered for skills development should also be supported not only with technical skills, but also with organisational, bid preparations, assignment	**Recommendation 4:** Assistance rendered to the youths should be comprehensive and should include all interrelated interventions that could fully support the achievement of the intended	ILO CO Lusaka	Medium	Medium	Medium term

Finding	Recommendation	Responsibility	Priority	Level of resources required	Timeframe
management and communication skills among others. This will not only give them skills to do the required technical work but also an array of skills required to bid for work and professionally manage those assignments.	objective under consideration.				

Annexes

Annex 1: Terms of Reference

Terms of Reference
the independent final cluster evaluation of employment and decent work RBSA projects in Africa (Zambia and Zimbabwe)

Project titles and codes	Project 1: More and better jobs created for sustainable livelihood opportunities for youth and women ZMB/18/01/RBS Project 2: Employment and decent work mainstreamed into national development plans and programmes ZWE/18/01/RBS
ILO P&B Outcome (2018-19)	**Outcome 1:** More and better jobs for inclusive growth and improved youth employment prospects
ILO P&B Outcome (2020-21)	**Outcome 3:** Economic, social, and environmental transitions for full, productive and freely chosen employment and decent work for all **Outcome 4:** Sustainable enterprises as generators of employment and promoters of innovation and decent work
Implementer	ILO Country Offices Lusaka and Harare
Backstopping units	ILO Decent Work Teams Pretoria, DEVINVEST Geneva
Funding	ILO Regular Budget Supplementary Account (RBSA).
Budget	1. US$ 1,000,000 ZMB/18/01/RBS 2. US$ 987,876 ZWE/18/01/RBS;
Projects' duration	1. December 2018 – 31 December 2021(ZMB/18/01/RBS) 2. February 2019 to 31 December 2021 (ZWE/18/01/RBS)
Type of Evaluation	Independent final
Evaluation timing	June 2022 - September 2022
Evaluation Manager	Tahmid Arif

I. Introduction

In ILO, crucial and important areas of work in Africa are to generate productive and decent jobs for young women and men and promotion of an enabling environment for entrepreneurship and sustainable enterprises, particularly regarding micro, small and medium-sized enterprises. This is specifically pointed out in the ILO Programme and Budget (P&B) 2018-2019 and P&B 2020-21. For P&B 2018-19, Outcome 1 refers to more and better jobs for inclusive growth and improved youth employment prospects and for P&B 2020-21 Outcome 3 refers to economic, social, and environmental transitions for full productive and freely chosen employment and decent work for all, and Outcome 4 refers to sustainable enterprises as generators of employment and promoters of innovation and decent work.

In this context, ILO have implemented between 2018 and 2021 two projects towards results in these areas in Zambia and Zimbabwe which are funded under the ILO Regular Budget Supplementary Account (RBSA). Both the projects focused on youth employment and relevant policy level strategic support towards it. These projects were built on the continuation of some of the previous successful works which have potential to contribute to improved employment policies in the targeted countries.

The RBSA funding is an account established in ILO based on the voluntary contributions of Member States, in addition to their contributions to the regular budget. It is directed to the implementation of decent work priorities selected in dialogue with tripartite constituents in Member States.

These two projects are subjected to a final independent evaluation as per ILO evaluation policy. They will be subjected of a cluster evaluation that integrate them along their common themes of employment promotion and enterprises development under a decent work approach.

II. The projects background

Project 1: More and better jobs created for sustainable livelihood opportunities for youth and women (ZMB/18/01/RBS)

Towards more and better jobs created for sustainable livelihood opportunities for youth and women, considering especially that half of the Zambia population are young women and men under low-level job market absorption, the government of Zambia has prioritized youth employment as one of the main endeavors for increasing its economic growth. In this context, ILO has worked in supporting capacity building of related institutes regarding skills development of the Technical, Enterprise and Vocational Education and Training (TEVET) sector and relevant policy formulations. ILO Zambia implemented a RBSA funded project aligned to the 7th National Development Plan of the country.

The strategy focused on strengthening skills to improve the employability of youth and to increase competencies in enterprise development, as well as to facilitate access to finance and markets. Interventions were implemented in the formal, informal, and rural economies of job-rich sectors with a human rights-based approach, promoting gender equality and non-discrimination and including persons with disabilities. To ensure that skills are appropriate to the relevant industries, the strategy promoted private sector participation in work-based learning, including internships, apprenticeships, industrial attachments and learnerships. The intervention also included the review of labour laws to ensure alignment to international labour standards, the provision of advice on employment and active labour market policies, the promotion of employment intensive investment programmes, and the development of the institutional capacity of the Government and the social partners.

Milestones and major outputs

Milestone 1: Labour laws and mechanisms adopted to improve industrial harmony and strengthen the protection of rights of workers.

Major Outputs:

1.1 Labour laws reviewed in line with international labour standards as guided by the comments of the ILO supervisory bodies on the application of the fundamental Conventions ratified by Zambia.
1.2 Capacity of Parliamentarians on ILS strengthened.
1.3 Capacity of law enforcement agencies, including labour inspectors, to monitor sound application of ILS, with an emphasis on the core Conventions, with attention to forced labour.
1.4 Capacity of social partners on ILS strengthened.
1.5 Capacity of Zambia Congress of Trade Unions (ZCTU) and Zambia Federation of Employers (ZFE) to influence drafting of labour laws in line with the supervisory body comments on Conventions Nos. 87 and 98 strengthened.
1.6 Labour laws disseminated by ZCTU and ZFE
1.7 Social partners strategies and/or service packages for mobilizing membership in the rural economy and/or informal economy developed and/or piloted to facilitate application of ILS including the comments of the Committee on Application of Standards concerning the application of Convention No. 138 by Zambia
1.8 Capacity of Judiciary on ILS strengthened

Milestone 2: Gender responsive national employment policy and youth employment and empowerment action plan in place:

- A gender sensitive National Employment and Labour Market Policy (NELMP) and implementation strategy and M&E plan aligned to nationally selected SDGs resubmitted for approval by Cabinet.
- Evaluation of the Action Plan on Youth Empowerment and Employment conducted (to incorporate Employment Intensive Infrastructure Programme (EIIP) and employment creation in solid waste value chain.

Major Outputs:

2.1 NELMP incorporates comments by the CEACR under Conventions Nos. 111 on Discrimination in Employment and on 138 on Minimum Age to ILS.
2.2 Gender sensitive NELMP revised, in line with NDP7 and 'Industrialization and Job Creation Strategy' and based on ratified ILO Conventions No. 122 and 111 and submitted to Cabinet for approval.
2.3 A gender and child labour sensitive NELMP implementation strategy including a Monitoring and Evaluation plan that integrates a gender audit is developed and implemented.
2.4 National Employment Forum (RBTC) implemented.
2.5 Action Plan on Youth Empowerment and Employment revised.

Milestone 3: National skills development strategy, training and programmes implemented

Major Outputs:

3.1 Review of gap analysis in line with relevant ILS and tripartite validation workshop of the analysis.
3.2 Gender responsive National Work-based Training guidelines developed
3.3 Skills demand and supply survey conducted in relevant sectors/geographic regions.
3.4 Capacity of stakeholders to implement work-based learning programmes strengthened.
3.5 A project document for pilot work-based learning programmes developed.
3.6 Work-based training programmes implemented to increase work experience and facilitate transitions to decent jobs for young women and men implemented in priority sectors.
3.7 The "We Skill Zambia" internship programme launched and implemented in partnership with the private sector.
3.8 Capacity of employers and workers organizations to participate in skills levy systems assessed and strengthened.

Milestone 4: Capacity of Stakeholders and institutions to partner and implement EIIP developed:

- Capacity of stakeholders and institutions to apply EIIP tools, methodologies and strategies enhanced.
- Capacity in mainstreaming gender and in advocacy for women workers rights of the Inter-Agency Network on Youth Development strengthened.
- Procurement systems, procedures and legal frameworks at national and local level reviewed/developed to ensure increased participation of small-scale enterprises, contractors, and local communities in infrastructure delivery, including waste management.

- Innovative EI technology options for rural and urban infrastructure development mainstreamed in vocational training and sector-based technical training institutions to improve cost efficiencies and implementation effectiveness.
- Public-private and public-community partnerships promoted to improve rural infrastructure delivery and job creation.
- Zambian constituents are supported towards establishing pro-employment macroeconomic policies which are also gender sensitive.

Major Outputs

4.1 Selected interventions of the compressive bankable project document for the Affirmative Action Programme (AAP) implemented.
4.2 Transparent and inclusive procurement systems developed for use on AAP projects.
4.3 Technical and managerial tools developed to facilitate capacity building of ILO constituents, TEVET institutions and youth owned SMEs involved in AAP.
4.4 Selected staff of TEVET colleges trained in mainstreaming gender, women's social empowerment and on Employment Intensive approach and contract management/ administration including for waste management.
4.5 Innovative and employment intensive paving technologies mainstreamed in the National Council for Construction (NCC) technical training center using the South-South and triangular cooperation (SSTC) approach.

Timeframe and target groups

The project was implemented from December 2018 – 31 December 2021. The target group included the Government of Zambia, youth including women and persons with disabilities, employers' and workers' associations, private sector (financial service providers) SMEs, and local communities

Project 2: Employment and decent work mainstreamed into national development plans and programmes (ZWE/18/01/RBS)

The "Employment and decent work mainstreamed into national development plans and programmes" project has been implemented under a partnership of the Government of Zimbabwe, Employers' Confederation of Zimbabwe, and the Zimbabwe Congress of Trade Unions with ILO. It has been designed to contribute to the implementation of the Zimbabwe Decent Work Country Programme, focusing on two priority areas: a) supporting employment promotion through the formulation of a comprehensive national employment policy as well as mainstreaming employment targets into policies and programmes; and b) contributing to strengthening social dialogue institutions through building capacities of social partners to engage in bipartite and tripartite dialogue. The overall aim of the programme is to contribute to the country's efforts to achieve SDG 8 targets.

The project developed an assessment of the enabling environment for SMEs and informal businesses, to inform a business policy position towards transitioning informal enterprises towards formal businesses, and encouraging entrepreneurs to expand, innovate, and generate decent employment. It ended up developing a demonstrative strategy to facilitate the formalization of the informal economy and institutionalize social dialogue to promote more and better jobs for inclusive growth and improved youth employment in Zimbabwe.

Components, milestones, and outputs

Component 1: Employment Promotion

Milestone 1.1: Employment and decent work is mainstreamed into national development plans and programmes

Major outputs:

1.1.1 Government takes action towards ratification of the Employment Policy Convention, 1964 (No. 122) and takes action to address implementation gaps in consultation with the social partners.
1.1.2 A comprehensive employment diagnostic is undertaken, and findings are widely disseminated.
1.1.3 Dialogue facilitated on the importance of inclusive and sustainable economic growth, employment, and decent work for all.
1.1.4 A revised National Employment Policy Framework fully integrating employment goals and targets in national development frameworks is presented to government for adoption.
1.1.5 Constituents supported to mainstream employment and decent work in national development frameworks, and capacity increased to establish pro-employment (macro) economic, sectoral and investment policy making, as well as implementation.

Milestone 1.2 Facilitate transition to formality in Zimbabwe

Major outputs:

1.2.1 National strategy towards the formalization of the informal economy formulated based on a national diagnostic and an inclusive formulation process.
1.2.2 An enhanced gender responsive monitoring and evaluation framework to assess progress towards formalization developed in line with the DWCP.
1.2.3 Strengthen capacity of employers' organisations to enable them to participate effectively in implementation of extension of coverage and formalization agenda.
1.2.4 Strengthen capacity of workers' organisations to enable them to participate effectively in implementation of extension of coverage and formalization agenda.

1.2.5 Government supported to develop a coordination mechanism to ensure streamlined and coordinated efforts across Ministries and Government institutions operationalized.
1.2.6 Promote higher productivity and better working conditions in the informal economy.

Component 2: Social Dialogue and International Labour Standards

Milestone 2.1: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations

Major outputs:

2.1.1 Validation of the gap analysis on the implementation of ILO Supervisory comments.
2.1.2 Validation and implementation of an Action Plan to implement ratified ILO Conventions in line with CEACR comments and the International Labour Conference (ILC) Committee on the Application of Standards (CAS) High Level Mission.
2.1.3 Sensitization activities to support actions towards the ratification of Conventions 89, 122, 151, 156, 183, 187 and 189 as well as Protocol 029
2.1.4 Strengthened capacity of social partners to submit Article 19 and Article 23 Reporting.
2.1.5 Tripartite consensus built on the Labour Law Reform Bill and TNF Bill for presentation to Cabinet.

Milestone 2.2: Strengthened capacity of social partners to use effective collective bargaining to promote decent work and economic growth

Major outputs:

2.2.1 A capacity building programme on social dialogue is designed and delivered for senior officials in government, workers' and employers' organisations.
2.2.2 Strengthening the capacity of social dialogue and collective bargaining institutions in both private and public sectors to pursue decent work policies through nationally sustainable development strategies.
2.2.3 Facilitate the effective participation of employers' and workers' organisations in social dialogue.
2.2.4 Strengthening the capacity of employers and workers organisations in promoting Gender Equality and mainstreaming gender as an economic growth imperative.

Period and target groups

The time frame of the project has been from February 2019 to 31 December 2021. The ultimate target group of the project included the youth working in informal sector and the youth who are unemployed, including women.

III. Evaluation Background

As per ILO evaluation policy, the RBSA-funded projects with budget of US$ 800,000 and over are subjected to an independent final evaluation for accountability, learning, planning, and building knowledge. It should be conducted in the context of criteria and approaches for international development assistance as established by the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

The evaluation is managed by an evaluation manager not linked with the projects or the Country offices covering the project and implemented by an evaluation team. The evaluation follows the same standard valid for independent evaluation of Development Cooperation projects.

This evaluation will adopt a "cluster approach"[6] which means that the evaluation will examine a cluster of the two projects located in Africa that address employment, skills development, and enterprises development, even though the projects were not planned as a cluster. This approach will allow greater opportunities for feedback on the strategies on related subjects as well as mutual learning across project locations, including being the two projects formulated and funded under the same scheme (RBSA). In addition, the clustered approach is likely to be more cost and time efficient compared to individual project evaluations. It will apply a scope, purpose, and methodology comparable to what would be used for an individual project evaluation.

IV. Objectives of the Evaluation

This cluster final independent evaluation has the following objectives to:

- Assess the extent to which the projects have achieved the stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the projects;
- Assess the extent to which the projects outcomes will be sustainable;
- Establish the relevance of the projects design and implementation strategy in relation to the ILO, UN and the national development frameworks;
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

V. Scope of the Evaluation

[6] See the Guidance note on Strategic clustered evaluations to gather evaluative information more effectively https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746718.pdf

The scope of the evaluation covers the entire projects period from the start of their implementation to their ends and all projects' objectives and results focusing not only on what has been achieved but especially how and why.

The evaluation should be carried out in adherence with the relevant parts of the ILO Evaluation Framework and Strategy; ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations and UNEG Principles. 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 integrate gender equality and non-discrimination as a crosscutting concern throughout its deliverables and process, with special attention to women. It should be addressed in line with EVAL guidance note no. 4 and Guidance Note no. 7 to ensure stakeholder participation. Furthermore, it should pay attention to issues related to social dialogue, international labour standards and fair environmental transition. Moreover, the impact of the COVID19 in the completion of the projects will be taken into account.

VI. Clients

The primary clients of the evaluation are the ILO constituents in the targeted countries, ILO Country Offices, Regional Office for Africa/Regional Program Unit and relevant DWTs and HQ Departments.

VII. Evaluation criteria and questions

The evaluation will cover the following evaluation criteria

i) Relevance, coherence, and strategic fit,
ii) Validity of design,
iii) Effectiveness,
iv) Efficiency,
v) Impact orientation and sustainability (as defined in ILO policy guidelines for results-based evaluation).

Analysis of gender-related concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September 2007). The evaluation will be conducted following UN evaluation standards and norms and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC).

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analyzing results through addressing key questions related to the

evaluation criteria and the achievement of the outcomes/objectives of the project using the indicators in the Project document.

The evaluation should address the questions bellow. 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 team of evaluation consultants and reflected in the inception report.

Key Evaluation Questions

The evaluator shall examine the following key issues:

1. Relevance, coherence, and strategic fit,
    - Are the projects relevant to the achievements of the governments' strategy, policy, and plan, the DWCPs as well as other relevant regional and global commitments such as the UNDAF, SDGs targets and ILO's strategic Objectives (Programme & Budget 2018-19 and 2020-21 as applicable)?
    - Are the projects relevant to the felt needs of the beneficiaries?
    - How well the projects complement and fit with other ongoing ILO programmes and projects in the country?
    - What links are established so far with other activities of the UN or non-UN international development aid organisations at local level and/ or Government partners?
    - How do these projects address the purpose of ILO RBSA projects in the context of the Country Offices work in the targeted countries?

2. Validity of design
    - Do the projects have a clear theory of change that outlines the causality?
    - Have the projects design clearly defined achievable outcomes and outputs?
    - Have the projects planning included a useful monitoring and evaluation framework including outcomes indicators with baselines and targets?
    - Did the projects design include an exit strategy and a strategy for sustainability?
    - Were the implementation approaches valid and realistic? Have the projects adequately taken into account the risks of blockage?
    - Have the projects addressed gender and disability inclusion, and of other vulnerable groups, related issues in the project document?
    - Have the projects integrated the International labour standards application?
    - Were the ILO tripartite constituents involved in the design and implementation of the projects, including working through social dialogue?

3. Project effectiveness
    - To what extent have the projects achieved their results at outcome and output levels, with particular attention to the project objectives?
    - What, if any, unintended results of the projects have been identified or perceived?
    - What have been the main contributing and challenging factors towards projects' success in attaining their targets?
    - Did the projects effectively use opportunities to promote gender equality and disability and other vulnerable groups' inclusion within the project's result areas?
    - To what extend is the COVID-19 Pandemic have influenced projects results and effectiveness and how the projects have addressed this influence?
    - Do the (adapted) intervention models used in the projects suggest an intervention model for similar crisis response to the COVID 19 one?

4. Efficiency
    - How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader projects objectives?
    - To what extent have the disbursements and projects expenditures been in line with expected budgetary plans? Why?
    - Have the management and governance arrangement of the projects facilitated project results? Was there a clear understanding of roles and responsibilities by all parties involved into implementation and monitoring?
    - Have the monitoring & evaluation strategies been in place relevant, including collecting and using data disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other disadvantaged groups the project might have identified)?
    - Have the projects created good relationship and cooperation with relevant national, regional, and local level government authorities and other relevant stakeholders to implement the project?
    - Have the projects received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Country Offices, Decent Work Teams, Regional Office, and HQ)?

5. Impact orientation and sustainability
    - To what extent there is evidence of positive changes in the lives of the ultimate project beneficiaries?
    - What are the specific contributions of the project to the ILO's and other development frameworks?
    - What concrete steps were or should have been taken to ensure sustainability?
    - Identify and discuss gaps in the sustainability strategy and how the stakeholders, including other ILO projects support, could address these, taking into consideration potential changes in the country due to the COVID 19 pandemic.

VIII. Methodology

The evaluation should be carried out in adherence with the relevant parts of the ILO Evaluation Framework and Strategy; ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations and UNEG Principles.

In particular this evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 "Preparing the inception report"; Checklist 4 "Validating methodologies"; Checklist 5 "Preparing the evaluation report" and Checklist "6 Rating the quality of evaluation report".

Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to all stakeholders on how they can address them, indicating in each one to whom is directed, Priority, Resources required and timeframe (long, medium, or short).

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 (version March 25, 2020 here)

A team of evaluation consultants consists of a team leader and two national consultants for Zambia and Zimbabwe will conduct the evaluation. The evaluation may follow blended approach of virtual interviews and in-person visits, considering the COVID 19 situation.

The evaluation will be carried out through a desk review and field visits (if COVID 19 situation allows). Interviews and consultations will take place with implementing partners, beneficiaries, the ILO and other key stakeholders.

The draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked for 10 working days. The evaluation team will seek to apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, and observation during the field data collection through blended approach as applicable. Triangulation of sources and techniques should be central.

Desk review

The Desk review will include the following information sources:

- Projects' documents
- Work plans
- Progress reports
- Project budget and related financial reports
- Reports from various activities (including trainings, workshops, task force meetings, research reports, publications, etc.)
- Others as required

All documents will be made available by the Evaluation manager in coordination with Country Offices, at the start of the evaluation. In addition, the evaluation team will conduct initial interviews with the COs officers that have led the projects. The objective of the consultation is to reach a common understanding regarding expectations and available data sources.

The inception report will cover status of logistical arrangements, project background and materials, key evaluation questions and evaluation indicators, evaluation matrix, detailed work plan, list of stakeholders to be interviewed, and of the final report, and all data collection tools following EVAL Checklist 3 (see Annex 1). The Inception report that will operationalize the ToRs and should be approved by the evaluation manager before moving to data collection at field level.

The Evaluation team leader will receive a list of key stakeholders by project by the EM. If the Evaluator requires contacting other stakeholders, beyond the list, this can be discussed during the preparation of the Inception report.

Data collection/field work
The data collection, as well as field mission if feasible, may follow blended approach (in-person and virtual) considering the prevailing COVID-19 pandemic restrictions of mobility for Zambia and Zimbabwe to undertake group and/or individual discussions where necessary.

The Country offices will provide all their support in organizing these virtual and face-to-face interviews to the best extent possible. In projects in Zambia and Zimbabwe a national consultant supporting the team leader may be practical for data collection. The evaluation team will ensure that opinions and perceptions of women and other vulnerable groups are equally reflected in the interviews and that gender-specific questions are included.

Moreover, the evaluation team can propose alternative mechanism or techniques for the data collection phase. These will be discussed with the project and the evaluation manager at the Inception phase. Any alternative should be reflected in the Inception report.

Interviews with ILO Staff
A first meeting will be held with the ILO CO Directors and the Program unit officers of the two COs. The evaluation team will also interview project staff of other ILO related projects, and ILO staff responsible for financial, administrative, and technical backstopping of the project. Moreover, the evaluation team leader will interview the Regional Office for Africa/Regional Program Unit (ROAF/RPU) Chief and relevant officers considering their key role in RBSA formulation and oversight. An indicative list of persons to be interviewed will be prepared and proposed by Evaluation Manager in consultation with the COs Programme Units.

Interviews with Key Stakeholders the project sites
The evaluation team will meet relevant stakeholders including, project beneficiaries and regional, sub-regional and local level government officials and experts to examine the delivery of outcomes and outputs at country and local level. List of beneficiaries will be provided by the projects for selection of appropriate sample respondents by the evaluators. The evaluation team will select the field visit locations (based on COVID 19 situation). The criteria and locations of data collection should be reflected in the inception report mentioned above.

Report Writing Phase
Based on the inputs from discussions and interviews with key stakeholders, the evaluation team leader, with inputs for the national consultants, will draft the evaluation report. The draft report will be sent to the Evaluation Manager for a methodological review, who will share with key stakeholders for their inputs/comments after methodological issues have been addressed by the evaluation team leader.

The evaluation team leader will finalize the report, taking into consideration the stakeholders' comments and submit the final version to the evaluation manager for approval by the Regional evaluation official and EVAL. One evaluation report integrating analysis from the two projects is expected. This means that specific areas of the projects should be considered only to provide enough arguments for the analysis. An annex will present a table by project to summarize what each project has achieved at outcome and output level and brief comments per each one as relevant.

IX. Deliverables

The main report and deliverables will be in English (draft and final version)

1. Inception report (with detailed work plan and data collection instruments following EVAL Checklist 3 – see annex)
2. A presentation in a virtual workshop in English of the cluster evaluation preliminary initial findings including conclusions, recommendations, lessons, lessons to learn and good practices mostly applicable beyond each project (i.e., PowerPoint presentation). The target audience will be the COs and ROAF (i.e., RPU), focal points and key national stakeholders.
3. A draft and final Evaluation Reports (maximum 30-40 pages plus annexes and following EVAL Checklists 5 & 6 - see Annex) as per following proposed structure:
   - Cover page with key project and evaluation data (using ILO EVAL template)
   - Executive Summary
   - Acronyms
   - Description of the projects
   - Purpose, scope, and clients of the evaluation
   - Methodology and limitations
   - Clearly identified findings for each criterion (looking at the three projects in an integrated manner)
   - Conclusions

- Recommendations
- Lessons learned and good practices (briefly in the main report and a detailed in ILO EVAL template, annexed to the report)
- Annexes:
  - TOR of the evaluation
  - Evaluation questions matrix
  - Data Table on Project Progress in achieving its targets by indicators with comments
  - Evaluation schedule
  - List Documents reviewed
  - List of people interviewed
  - Lessons learned and good practices (using ILO-EVAL template)
  - Any other relevant documents

4. Evaluation Summary using the ILO template.

All draft and final outputs should be provided to the evaluation manager in electronic version compatible with Word for Windows

X. Work plan & Time Frame

The total duration of the evaluation process is estimated to 47 working days for the team leader and 12 for each team members from respective countries as an overall estimation as the contract is output-based.

Sl. No.	Activity	Responsible	Team leader[7] No days	Team member[8] No days per each consultant	Dates
1	Publish Call for expression of interest of evaluators	EM	0	0	February 2022
2	Selection of team leader and team members	EM	0	0	June 2022
3	Contract of team leader and national evaluator	CTA/Project/ Country Offices	0	0	June, 2022
4	Launch the Evaluation and Briefing to the team leader and the team members	CTA/Project/EM	0.5	0.5	4 July, 2022
5	Desk-review phase and Inception report (including approval by EM)	Evaluators	9.5	1.5	18 July, 2022
6	Data collection, virtual and field visits	Evaluators	20	7	19- July
7	Preliminary findings presentation	Evaluators	1	1	5 August

[7] For the overall evaluation
[8] For Zambia and Zimbabwe only

Sl. No.	Activity	Responsible	Team leader[7] No days	Team member[8] No days per each consultant	Dates
8	Draft report development and submission to Evaluation manager	Evaluators	7	1	22 August, 2022
9	Methodological review of the draft before circulation Approval of the draft report by EM	EM	0	0	25 August, 2022
10	Circulate the draft report to project team and stakeholders	EM	0	0	26 August, 2022
11	Consolidate comments from stakeholders, incorporate and share with the Evaluator	EM	0	0	8 September, 2022
12	Incorporate comments from project team and stakeholders and final submission of the complete evaluation report	Evaluators	3	1	14 September, 2022
13	Approval by EM, SMEO and EVAL	EM, SMEO and EVAL	0	0	17 October, 2022
	Total number of days for evaluators		**38**	**12**	

XI. Evaluation team

Evaluation team leader responsibilities

a. Briefing with ILO/ Evaluation Manager
b. Desk review of programme documents
c. Preliminary interviews with the ROAF/RPU, CO Directors and related officials
d. Development of the Inception report including the evaluation instrument
e. Undertake interviews in Zimbabwe (in person) with all selected stakeholders through field visits where possible.
f. Preliminary findings presentation workshop Development of draft evaluation report
g. Development of the Draft and final evaluation report

Evaluation team members responsibilities (only of Zambia)

a. Support the desk review of programme documents
b. Undertake interviews with stakeholders in respective countries, jointly with the team leader (Blended: In-person and online, telephone, or similar means)
c. Field visits (if COVID 19 situation allows)
d. Participate in the stakeholders' workshop
e. Provide inputs in compiling information for draft and final evaluation report versions

XII. Management arrangements

The Team leader for the evaluation assignment will report to the evaluation manager, Tahmid Arif (arift@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 of the Country offices in Harare and Lusaka. The evaluation contract will be administratively managed by the Regional Office for Africa/Regional Program Unit (ROAF/RPU).

Annex 1 Relevant documents and tools on the ILO Evaluation Policy

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 2: Evaluation Framework

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
Relevance, coherence and strategic fit	Are the projects relevant to the felt needs of the beneficiaries?	Problem faced by youth in securing sustainable livelihood opportunities (disaggregated by female and male youths); activities that align with beneficiaries needs (government, social partners, TEVET institutions; youth and private sector);	Project documents; National Employment Statistics; Youth; Private Sector; Government, Employers, and Workers' representatives	Literature review, FGDs, KIIs	The evaluation team	Once	N/A	Evaluation team
	Are the projects relevant to the achievements of the governments' strategy, policy, and plan, the DWCPs as well as other relevant regional and global commitments such as the UNDAF, SDGs targets and ILO's strategic Objectives (Programme & Budget 2018-19 and 2020-21 as applicable)?	National priorities to which project contributes; SDGs addressed by the project; alignment with UNDAF, and DWCPs	Zimbabwe and Zambia Country strategy papers (for Zimbabwe includes the TSP and 7th NDP for Zambia), DWCP, policies and programmes of sectoral ministries; Government, Employers, and Workers representatives	Literature review, KIIs	The evaluation team	once	N/A	Evaluation team
	How well the projects complement and fit with other ongoing ILO programmes and projects in the country?	Specific collaborations between other ILO interventions in the respective countries and the RBSA projects; added advantage of the collaboration	ILO CO Harare and Lusaka; Government and Social Partners; project progress reports	KIIs, Literature Review	The evaluation team	once	N/a	Evaluation team
	How do these projects address the purpose of ILO RBSA projects in the context of the Country Offices work in the targeted countries?	Links with RBSA priorities for country offices; Links with other RBSA projects in country;	Project design documents; progress reports; ILO CO Harare and Lusaka	Literature review, KIIs	The evaluation team	once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
	What links are established so far with other activities of the UN or non-UN international development aid organisations at local level and/ or Government partners?	Links established with other UN agencies or development cooperation agencies (e.g. UNFPA in Zambia); value of the links and partnerships	Project progress reports; project stakeholders (ILO, government, social partners, TEVETA/TVET)	Literature review, KIIs.	The evaluation team	once	N/A	Evaluation team
	To what extent are the interventions relevant for the achievement of common objectives within each country?	Similarities in objectives between the RBSA projects	Project design document; progress reports	Literature review	The evaluation team	once	N/A	Evaluation team
Validity of Design	Do the projects have a clear theory of change that outlines the causality?	Theory of change with causal links; links are clear demonstrating plausible logic with evidence supporting logic	Project document; ILO CO/DWT/ROAF staff, Government, Social partners	literature review, KIIs	The evaluation team	Once	N/A	Evaluation team
	Have the projects design clearly defined achievable outcomes and outputs?	Perceptions of stakeholders on achievability of outcomes and outputs; targets versus scale of funding and time; context factors with potential to affect (positive and negative) achievement of outcomes and outputs (e.g. COVID-19; elections and changing government priorities etc.);	Project design document; progress reports; project stakeholders (ILO CO/DWT/ROAF, Government, social partners, TEVETA/TVET, Private sector	Literature review, KIIs.	The evaluation team	Once	N/A	Evaluation team
	Have the projects planning included a useful monitoring and evaluation framework including outcomes indicators with baselines and targets?	Presence of a monitoring and evaluation framework; relevance of outcome and output indicators; Perceptions	Project design document; progress reports; project stakeholders (ILO CO/DWT, government, Social partners)	Literature review, KII	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
		on appropriateness of the M&E framework						
	Did the projects design include an exit strategy and a strategy for sustainability?	Exit strategy and sustainability strategy in the project document; Perceptions on the adequacy and appropriateness of the exit and sustainability strategy	Project design document; progress reports; project stakeholders (ILO CO/DWT/ROAF, Government, Social Partners, TEVETA/TVET institutions, Private sector)	Literature review, KI.	The evaluation team	Once	N/A	Evaluation team
	Were the implementation approaches valid and realistic? Have the projects adequately taken into account the risks of blockage?	Perceptions on the validity of the implementation approach; risks to the project; risks accounted for in project planning and implementation and effectiveness of mitigation approaches	Project design document; progress reports; project stakeholders (ILO CO/DWT/ROAF, Government, Social Partners, TEVETA/TVET, Private sector)	Literature review, FGDs, Key informant interviews.	The evaluation team	Once	N/A	Evaluation team
	Have the projects addressed gender and disability inclusion, and of other vulnerable groups, related issues in the project document?	Gender equality, disability and non-discrimination issues addressed in project design; perceptions of stakeholders on the appropriateness of project design to address gender equality, inclusion of people with disabilities and other non-discrimination, international labour standards, tripartism and environmental sustainability issues;	Project design document; progress reports; project stakeholders (ILO CO/DWT, Government, Social Partners, Private Sector, TVEVETA/TVET institutions, Youth)	Literature review, FGDs, KIIs	The evaluation team	Once	N/A	Evaluation team
	Have the projects integrated the International labour standards application?	Measures to integrate ILS; challenges and successes in integrating ILS; How the projects integrated ILS application; challenges experienced	Project design document; progress reports; project stakeholders (ILO CO/DWT, Government, Social Partners, Private Sector, TVEVETA/TVET institutions)	Literature review, KIIs	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
	Were the ILO tripartite constituents involved in the design and implementation of the projects, including working through social dialogue?	Perceptions of tripartite constituents on involvement in the project design;	ILO CO, Government, Social Partners	KIIs	The evaluation team	Once	N/A	Evaluation team
Progress and Effectiveness	To what extent have the projects achieved their results at outcome and output levels, with particular attention to the project objectives?	Percent achievement of output and outcome targets	RBSA Progress reports	Literature review, data extraction form	The evaluation team	Once	N/A	Evaluation team
	What have been the main contributing and challenging factors towards projects' success in attaining their targets?	Factors for project success Perceptions on challenges faced by the project; perceptions on project management's handling of challenges,	Project design document; progress reports; (ILO CO/DWT, Government, Social Partners, Private Sector, TVEVETA/TVET institutions, Youth)	Literature review, KII, FGD	The evaluation team	Once	N/A	Evaluation team
	What, if any, unintended results of the project have been identified or perceived?	Unintended results (positive and negative) of the project (at institutional, organisational and individual level)	Project design document; progress reports; (ILO CO/DWT, Government, Social Partners, Private Sector, TVEVETA/TVET institutions, Youth)	Literature review, KII, FGD	The evaluation team	Once	N/A	Evaluation team
	Did the projects effectively use opportunities to promote gender equality and disability and other vulnerable groups' inclusion within the project's result areas?	Benefits of the project on promoting gender equality (enhanced gender in ILS, Youth employment informal sector etc); examples of achievements in disability inclusion, adherence to international labour standards e.g. decent working conditions, freedom of association, elimination/absence of child labour elimination of all forms of discrimination in respect to employment and occupation, right to collective bargaining etc;	Project design document; progress reports; ILO CO/DWT, Government, Social Partners, Private Sector, TVEVETA/TVET institutions, Youth	Literature review, KIIs, FGDs	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
	To what extent has the COVID-19 Pandemic influenced projects results and effectiveness and how the projects have addressed this influence?	Project activities affected by COVID-19; Perceptions on the effects of COVID-19 on project results	Project design document; progress reports; ILO CO/DWT, Government, Social Partners, Private Sector, TVEVETA/TVET institutions	Literature review, KIIs	The evaluation team	Once	N/A	Evaluation team
	Do the (adapted) intervention models used in the projects suggest an intervention model for similar crisis response to the COVID 19 one?	Change in approach and results following intervention	Project design document; progress reports; ILO CO/DWT, Government, Social Partners, Private Sector, TVEVETA/TVET institutions	Literature review, KIIs	The evaluation team	Once	N/A	Evaluation team
Efficiency	How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader projects objectives?	Timelines in project delivery; quality of project activities; adequacy of support and resources; Perceptions of project's cost effectiveness of the project by stakeholders	RBSA project progress reports, financial reports ILO CO/DWT, Government, Social Partners, Private Sector, TVEVETA/TVET institutions	Literature review, Key informant interviews,	The evaluation team	Once	N/A	Evaluation team
	To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why? Has the project implementation been on track as per log frame/workplans?	Disbursement rates, proportion of activities on track annually; reasons for delays or low disbursement rates	Project design document; progress reports; financial reports; ILO CO/DWT/ROAF, Government, Social Partners, TVEVETA/TVET institutions	Literature review, Key informant interviews	The evaluation team	Once	N/A	Evaluation team
	Have the projects created good relationship and cooperation with relevant national, regional, and local level government authorities and other relevant stakeholders to implement the project?	Partnerships established; benefits of partnerships for project implementation and beneficiaries Perceptions on relationships between the project local stakeholders	Project stakeholders (ILO CO/DWT/ROAF, Government, Social Partners)	Key informant interviews,	The evaluation team	Once	N/A	Evaluation team
	Have the management and governance arrangement of the projects facilitated project results? Was there a clear understanding of roles and responsibilities by all	Perceptions on the adequacy of the governance arrangements; Perceptions on management arrangements; Perceptions on	Project stakeholders (ILO CO/DWT/ROAF, Government, Social Partners)	Literature review, Key informant interviews	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
	parties involved into implementation and monitoring?	the roles and responsibilities by all partners						
	Have the monitoring & evaluation strategies been in place relevant, including collecting and using data disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other disadvantaged groups the project might have identified)?	Perceptions on effectiveness of the monitoring system; information collected by the monitoring system; Perceptions on relevance of the Monitoring system for project management	Project stakeholders (ILO CO/DWT/ROAF, Government, Social Partners, TEVETA/TVET institutions)	Literature review, Key informant interviews	The evaluation team	Once	N/A	Evaluation team
	Have the projects received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Country Offices, Decent Work Teams, Regional Office, and HQ)?	Perceptions on support received from ILO CO, DWT-Pretoria, and ILO Regional Office/ROAF; support provided by ILO COs, DWT-Pretoria, and ILO Regional Office/ROAF; frequency and quality of support	Project stakeholders (ILO CO/DWT/ROAF, Government, Social Partners) Progress reports, project design document,	Literature review, Key informant interviews,	The evaluation team	Once	N/A	Evaluation team
	To what extent did ILO's support in the targeted countries act as a catalyst? To what extent did ILO influence leverage additional resources in the country?	Additional support or actions as a result of the support from ILO; collaborations with other funding lines in the CO or other agencies	Project stakeholders (ILO CO/DWT/ROAF, Government, Social Partners) Progress reports, project design document,	Literature review, Key informant interviews,	The evaluation team	Once	N/A	Evaluation team
Impact orientation and sustainability	To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries?	Positive changes noted by beneficiaries (youth, private sector, TVET institutions etc)	Project design document; progress reports; project stakeholders (ILO CO/DWT/ROAF, Government, Social Partners, TEVETA/TVET institutions, private sector),	Literature review, Key informant interviews	The evaluation team	Once	N/A	Evaluation team
	What are the specific contributions of the project to the ILO's and other development frameworks? Has the intervention made a difference to specific SDGs and	Contribution of the project to SDGs and other development frameworks; Perceptions on how the project has made the difference	Project design document; progress reports; project stakeholders (ILO CO/DWT/ROAF, Government, Social	Literature review, Key informant interviews	The evaluation team	Once	N/A	Evaluation team

Evaluation Criterion	Evaluation questions	Indicators	Sources of data	Methods	Who will Collect	How Often	Cost	Who will analyse
	other frameworks that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)		Partners, TEVETA/TVET institutions, private sector)					
	What concrete steps have been/should have been taken to ensure sustainability?	Steps taken to ensure sustainability; sustainability dividends from steps taken; Perceptions of stakeholders on the effectiveness of sustainability actions	Project design document; progress reports; project stakeholders (ILO CO/DWT/ROAF, Government, Social Partners, TEVETA/TVET institutions, private sector)	Literature review, Key informant interviews	The evaluation team	Once	N/A	Evaluation team
	What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crisis, such as the COVID-19 pandemic?	Gaps in the sustainability strategy; Perceptions of stakeholders on how gaps in sustainability strategy could be addressed; Recommendations of sustainability strategies in the context of COVID-19	Project design document; progress reports; project stakeholders (ILO CO/DWT/ROAF, Government, Social Partners, TEVETA/TVET institutions, private sector)	Literature review, Key informant interviews	The evaluation team	Once	N/A	Evaluation team

Annex 3: List of people interviewed

Zimbabwe

Name	Organisation / Institution	Position
Chinomwe Adolphus	ILO CO-Harare	Snr Programmes Officer
Nester Mukwehwa	EMCOZ	Executive Director Designate
Japhet Moyo	ZCTU	Secretary General
Kennias Shamuyarira	ZFTU	Secretary General
Francis Gondo	Ministry of Women Affairs, Community, Small and Medium Enterprises Development	Director
Kim Bikwa	Ministry of Women Affairs, Community, Small and Medium Enterprises Development	Business and Cooperatives Development Officer
Tariro Jongwe	Ministry of Public Service, Labour and Social Welfare	
Nketha Dlamini	Bulawayo Chamber of SMEs	Coordinator
Dictor Khumalo	Bulawayo City Council	Director of Housing
John Kennedy	Junior Achievement Zimbabwe	Programmes Coordinator
Emmanuel S. Mutava	Old Mutual Investment Group	Portfolio Manager
Simbarashe Sibanda	UNDP	Programme Analyst-Inclusive Growth & former NPC
Slyvester Mkandhla	NUST	Lecturer
Muzi Muzite	National Economic Consultative Forum	Chief Director

Zambia

Name	Organisation / Institution	Position
Gerald Tembo	ILO CO Lusaka	Senior Programme Officer
Cyprian Mayamba	Ministry of Labour and Social Security	Director Productivity department
Khadija Mvula	Ministry of Technology and Science	Assistant Director – (Entrepreneurship)
Gabriel Konayuma	Ministry of Technology and Science	Enterprise Specialist
Boniface Phiri	Zambia Congress of Trade Union	Director – Research
Kenneth Sichinga	TEVETA	Curriculum Specialist
Martin Daka	National Council for Construction	Training Officer
Masheke Kakuwa	National Youth Development Council	Youth Focal Point Ministry of Youth – Cooperating partners
Julius Kampamba	Parliament	

Name	Organisation / Institution	Position
Mr. Kaindama	Ministry of Labour and Social Security	Principal Labour Inspector
Mr Risher Mudenda	NUPAAW	General Secretary
Harrington Chibanda	Zambia Federation of Employers	Executive Director
Benjamin	Mazabuka Municipal Council	Engineer
Mulenga Chileshe	Zambia Sugar	Civil Engineer
Hephzibah Beyani	Zambia Sugar	Cooperate Affairs Manager
Dominic Mwape	Contractor - Domus Enterprises	Director
Leonard Kaselo	Contractor - Hannex Engineering	Director
Humphrey	Contractor - Felhum Construction	Director
Sylvester Mumba	Contractor - Mycra Enterprise	Supervisor
Malanga Kabemba	Youths_Mazabuka	Youth member
Lomthunzi Mbewe	Lubambe Copper Mine	Community & Stakeholder Relations Manager
Rhoda Daka	Lubambe Copper Mine	Supritendent CRS
Davey Phiri	Lubambe Copper Mine	Civil Engineer

ILO DWT Pretoria and Regional Office for Africa

Name	Organisation / Institution	Position
Bernd Mueller	DWT/CO-Pretoria	Employment Specialist
Kidanu Asfaw	DWT/CO-Pretoria	Sr Specialist - Employment Intensive Investment
Annamarie Kiaga	DWT/CO-Pretoria (based in Harare)	Informal Economy Specialist
Na Pahimi Baizebbe	ROAF	Programme Analyst

Annex 4: Data collection tools

Annex 4.1: Key Informant Interview Guide ILO COs

Relevance Coherence and Strategic Fit

1. What problems was the project aiming to address?

2. Did project objectives approaches address these problems? **Explore: partnerships, approaches to legislative review, capacity building, social partners capacity, skills**
    a. Why do you say so?

3. What are the government priorities (Strategy, policies and plans) that the project is aligned to?
    a. SGDs?
    b. DCWP?
    c. UNDAF?
    d. LO's strategic Objectives (Programme & Budget 2018-19 and 2020-21 as applicable)

4. How did the project align with other ILO programmes in the country?

5. What synergies and complementarities were realised? PROBE: Specific examples and value of the complementarity.

6. How do these projects address the purpose of ILO RBSA projects in the context of the Country Offices work in the targeted countries?

7. What links were established with other activities of the UN or non-UN international development aid organisations at local level and/ or Government partners?

8. What value did these links provide for the project's objectives?

Validity of Design

9. What assumptions underpinned the theory of change?

10. Looking back are there areas of the design you would have changed? Why?

11. Looking back how achievable were the outcomes set by the project? **Explore: scope, resources available, conditions of beneficiaries (complexities in achieving change not anticipated at design) and any changes in the context that could have affected the appropriateness of targets)**

12. Did the project have a monitoring and evaluation framework that defined the indicators, and data collection systems?
    a. How useful was the monitoring and evaluation framework?
    b. What systems were put in place to involve beneficiaries and social partners in the monitoring and evaluation?
    c. What mechanisms were put in place to use data from the M&E to inform project decisions?

13. Did the project design include an exit strategy and a strategy for sustainability?
    a. Was this shared?
14. Were the implementation approaches valid and realistic?
    a. Were there alternatives, which ones and why?

15. Did the project adequately take into account the risks of blockage? **Explore: risks that emerged and not accounted for at design.**
    a. What mitigation measures were put in place and where these adequate?

16. How did the project address the following: (a) gender; (b) disability inclusion; (c) other vulnerable groups; (d) tripartism; and (e) environmental sustainability.

17. How were ILS application integrated into the project? Explore: sufficiency of measures; challenges faced and possible solutions.

18. Were the ILO tripartite constituents involved in the design of the project, how? Were specific successes or challenges for their involvement?

19. How were the tripartite partners involved in implementation of the projects, including working through social dialogue?

Progress and effectiveness

20. What key results were achieved by the project?
    a. Were these in line with the project design?
    b. Are there results that were challenging to achieve?
    c. Which ones and why?

21. What were the main contributing factors to results and why?

22. What bottlenecks or challenges did you face in achieving results?
    a. How were these overcome or could be overcome in the future?
    b. Did the project management team handle these challenges well?

23. Were there any positive and negative unintended results from the project's activities?

24. What were the benefits of the project in promoting gender equality? **PROBE: (enhanced gender in ILS, Youth employment informal sector etc)**
    a. What about disability inclusion? Provide specific examples.

25. What results were achieved in supporting adherence to international labour standards e.g. decent working conditions, freedom of association, elimination/absence of child labour elimination of all forms of discrimination in respect to employment and occupation, right to collective bargaining etc? **Provide specific examples**

26. What activities were affected by COVID-19? How were these affected? What were their effect on the results of the project?
    a. What adaptations were made to project activities to respond to the challenges imposed by COVID-19?
    b. How successful were these?

27. In your opinion could this be replicated in a similar crisis?
    a. Why do you say so?

Efficiency

28. Were project expenditures in line with budget plans? Why?

a. Were there any delays in disbursements? Did these affect activities in any way? How?

29. Was the project implementation on track?

30. Were the resources adequate for the activities and results planned?

31. In general, do you think the project represented good value for money? Why do you say so?

32. Did the projects create good relationship and cooperation with relevant national, regional, and local level government authorities and other relevant stakeholders to implement the project? **Explore: partnerships established; benefits of partnerships for project implementation and beneficiaries; Perceptions on relationships between the project and local stakeholders**

33. What governance arrangements were in place for the project?
    a. Were these adequate?
    b. Why?

34. What management arrangements were in place for the project?
    a. Were these adequate? Why?

35. When you consider the roles and responsibilities of all parties involved in implementation and monitoring were they clear for these two aspects?
    a. Why?
36. Was there a monitoring and evaluation system in place and how effective was it?
    a. Was relevant information systematically collected and collated, disaggregated by sex **(and by other relevant characteristics, such as people with disabilities and other vulnerabilities)**?
    b. Explore: were monitoring results used for project decision making? PROBE: Examples
    c. Was the information collection relevant and adequate to inform project decisions?
37. What information gaps exists (measuring the indicators and informing programme decisions)?

38. Does the monitoring system allow for joint monitoring? How often did this happen? What benefits were observed?

39. Is the project receiving adequate administrative, technical and policy or political support from the ILO CO, DWT-Pretoria, and ILO Regional Office/ROAF?
    a. How has this support been helpful to the project? **Please provide examples.**

Impact Orientation and Sustainability

40. To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries?
41. What contributions has the project made to ILO's development framework?

42. Has the intervention made a difference to specific SDGs that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)

43. What concrete steps were taken to ensure sustainability?
    a. Were these adequate?
    b. What else could have been done?

44. What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crises, such as the COVID-19 pandemic.

Explore: Gaps in the sustainability strategy; Perceptions of stakeholders on how gaps in sustainability strategy could be addressed; Recommendations of sustainability strategies in the context of COVID-19

Annex 4.2: ILO DWT and ROAF

Relevance, Coherence and Strategic Fit

1. How does the project contribute to ILO's regional and global priorities?

2. How do these projects address the purpose of ILO RBSA projects in the context of the Country Offices work in the targeted countries?

Validity of Design

3. What assumptions underpinned the theory of change?

4. Looking back are there areas of the design you would have changed? Why?

5. Looking back how achievable were the outcomes set by by the project? **Explore: scope, resources available, conditions of beneficiaries (complexities in achieving change not anticipated at design) and any changes in the context that could have affected the appropriateness of targets)**

6. Did the project have a monitoring and evaluation framework that defined the indicators, and data collection systems?
    a. How useful was the monitoring and evaluation framework?

7. Were the implementation approaches valid and realistic? Were there alternatives, which ones and why?

8. Did the project adequately take into account the risks of blockage? Explore: risks that emerged and not accounted for at design.
    a. What mitigation measures were put in place and where these adequate?

9. How did the project address the following: (a) gender; (b) disability inclusion; (c) other vulnerable groups; (d) tripartism; and (e) environmental sustainability.

10. How were ILS application integrated into the project? **Explore: sufficiency of measures; challenges faced and possible solutions.**

Progress and Effectiveness

11. What key results were achieved by the project? Were these in line with the project design?
    a. Are there results that were challenging to achieve? Which ones and why?

12. What were the main contributing factors to results and why?

13. What bottlenecks or challenges did you face in achieving results? How were these overcome or could be overcome in the future?
    a. Did the project management team handle these challenges well?

14. Were there any positive and negative unintended results from the project's activities?

15. What were the benefits of the project in promoting gender equality? **PROBE: (enhanced gender in ILS, Youth employment informal sector etc)**

16. What about disability inclusion? **Provide specific examples.**

17. What results were achieved in supporting adherence to international labour standards e.g. decent working conditions, freedom of association, elimination/absence of child labour elimination of all forms of discrimination in respect to employment and occupation, right to collective bargaining etc? **Provide specific examples**

18. What activities were affected by COVID-19? How were these affected? What were their effect on the results of the project?
    a. What adaptations were made to project activities to respond to the challenges imposed by COVID-19? How successful were these?
    b. In your opinion could this be replicated in a similar crisis? Why do you say so?

Efficiency

19. Were project expenditures in line with budget plans? Why?

20. Were there any delays in disbursements? Did these affect activities in any way? How?

21. Was the project implementation on track?

22. Were the resources adequate for the activities and results planned?

23. In general, do you think the project represented good value for money?
    a. Why do you say so?

24. Did the projects create good relationship and cooperation with relevant national, regional, and local level government authorities and other relevant stakeholders to implement the project? **Explore: partnerships established; benefits of partnerships for project implementation and beneficiaries; Perceptions on relationships between the project local stakeholders**

25. What governance arrangements were in place for the project?
    a. Were these adequate? Why?

26. What management arrangements were in place for the project?
    a. Were these adequate? Why?

27. When you consider the roles and responsibilities of all parties involved in implementation and monitoring were they clear for these two aspects? Why? "
    a. Was there a monitoring and evaluation system in place and how effective was it? Was relevant information systematically collected and collated, disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other vulnerabilities)?
    b. Explore: were monitoring results used for project decision making? PROBE: Examples
    c. Was the information collection relevant and adequate to inform project decisions?
    d. What information gaps exists?
    e. Does the monitoring system allow for joint monitoring? How often did this happen? What benefits were observed?

28. Is the project receiving adequate administrative, technical and policy or political support from the ILO CO-Harare, DWT-Pretoria, and ILO Regional Office/ROAF?

29. How has this support been helpful to the project? **Please provide examples**.

Impact Orientation and Sustainability

30. To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries?

31. What contributions has the project made to ILO's development framework?

32. Has the intervention made a difference to specific SDGs that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)

33. What concrete steps were taken to ensure sustainability?
    a. Were these adequate? What else could have been done?
    b. What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crises, such as the COVID-19 pandemic?

Explore: Gaps in the sustainability strategy; Perceptions of stakeholders on how gaps in sustainability strategy could be addressed; Recommendations of sustainability strategies in the context of COVID-19"

Annex 4.3: Government and Social Partners

Relevance, Coherence and Strategic Fit

1. What value did the project provide for government? What challenges did it address?

2. Did project objectives approaches address these problems?
    a. Why do you say so?

3. **Government Only:** Was the project aligned to government priorities?
    a. Which ones? **Explore: government priorities (Strategy, policies, and plans) that the project is aligned to**

4. **Social Partners Only:** Was the project aligned to yours and the tripartite's priorities? Which ones?

5. How did the project align with other ILO programmes in the country?

6. What synergies and complementaries were realised? **PROBE: Specific examples and value of the complementarity.**

7. **Government Only:** To what extent did the activities of this project complement other initiatives of government?
    a. What value did these linkages provide?

8. Did they enhance the objectives of the project?
    a. How?

Validity of Design

9. What assumptions underpinned the theory of change?

10. Looking back are there areas of the design you would have changed?
    a. Why?

11. Looking back how achievable were the outcomes set by the project? **Explore: scope, resources available, conditions of beneficiaries (complexities in achieving change not anticipated at design) and any changes in the context that could have affected the appropriateness of targets)**

12. Did the project have a monitoring and evaluation framework that defined the indicators, and data collection systems?
    a. How useful was the monitoring and evaluation framework?
    b. What systems were put in place to involve beneficiaries and social partners in M&E?
    c. What mechanisms were put in place to use data from M&E system to inform project decisions?

13. Did the project design include an exit strategy and a strategy for sustainability?
    a. Was this shared with you?

14. Were the implementation approaches valid and realistic?

a. Were there alternatives, which ones and why?

15. Did the project adequately take into account the risks of blockage? **Explore: risks that emerged and not accounted for at design.**
16. What mitigation measures were put in place and where these adequate?

17. How did the project address the following: (a) gender; (b) disability inclusion; (c) other vulnerable groups; (d) tripartism; and (e) environmental sustainability.

18. How were ILS application (decent working conditions, freedom of association, elimination/absence of child labour elimination of all forms of discrimination in respect to employment and occupation, right to collective bargaining etc) integrated into the project? **Explore: sufficiency of measures; challenges faced and possible solutions.**

19. Were you involved in the design of the project, how?
    a. How were you involved - was this adequate?

20. How were the tripartite partners involved in implementation of the projects, including working through social dialogue?

Progress and Effectiveness

21. What key results were achieved by the project?
    a. Were these in line with the project design?

22. Are there results that were challenging to achieve?
    a. Which ones and why?

23. What were the main contributing factors to results and why?

24. What bottlenecks or challenges did you face in achieving results?
    a. How were these overcome or could be overcome in the future?

25. Did the project management team handle these challenges well?

26. Were there any positive and negative unintended results from the project's activities?

27. What were the benefits of the project in promoting gender equality? **PROBE: (enhanced gender in ILS, Youth employment informal sector etc)**

28. What about disability inclusion? **Provide specific examples.**

29. What results were achieved in supporting adherence to international labour standards e.g. decent working conditions, freedom of association, elimination/absence of child labour elimination of all forms of discrimination in respect to employment and occupation, right to collective bargaining etc? **Provide specific examples**

30. What activities were affected by COVID-19?
    a. How were these affected?
    b. What were their effect on the results of the project?

31. What adaptations were made to project activities to respond to the challenges imposed by COVID-19?
    a. How successful were these?

32. In your opinion could this be replicated in a similar crisis?
    a. Why do you say so?

Efficiency

33. Were there any delays in disbursements?
    a. Did these affect activities in any way?
    b. How?

34. Was the project implementation on track? Why?

35. Were the resources adequate for the activities and results planned? Wh?

36. In general, do you think the project represented good value for money?
    a. Why do you say so?

37. Did the projects create good relationship and cooperation with relevant national, regional, and local level government authorities and other relevant stakeholders to implement the project? **Explore: partnerships established; benefits of partnerships for project implementation and beneficiaries**; **Perceptions on relationships between the project local stakeholders.**

38. What governance arrangements were in place for the project?
    a. Were these adequate?
    b. Why?

39. What management arrangements were in place for the project?
    a. Were these adequate?
    b. Why?

40. When you consider the roles and responsibilities of all parties involved in implementation and monitoring were they clear for these two aspects?
    a. Why?

41. Was there a monitoring and evaluation system in place and how effective was it?
    a. Was relevant information systematically collected and collated, disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other vulnerabilities)?
    b. **Explore: were monitoring results used for project decision making? PROBE: Examples**
    c. Was the information collection relevant and adequate to inform project decisions?
    d. What information gaps exists?
    e. Does the monitoring system allow for joint monitoring? How often did this happen? What benefits were observed?"

42. Is the project receiving adequate administrative, technical and policy or political support from the ILO CO-Harare, DWT-Pretoria, and ILO Regional Office/ROAF?
    a. How has this support been helpful to the project? **Please provide examples.**

Impact Orientation and Sustainability

43. To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries?

44. What contributions has the project made to the government's development priorities?

45. Has the intervention made a difference to specific SDGs that the project is linked to? If so, how has the intervention made a difference? (Explicitly or implicitly)

46. What concrete steps were taken to ensure sustainability?
    a. Were these adequate? What else could have been done?
    b. What gaps are identified in the sustainability strategy and how could stakeholders address these? Especially when taking into consideration potential changes in the country due to crises, such as the COVID-19 pandemic?
    c. Explore: Gaps in the sustainability strategy; Perceptions of stakeholders on how gaps in sustainability strategy could be addressed; Recommendations of sustainability strategies in the context of COVID-19

Annex 4.4: TEVETA/TVET Institutions (Only in Zambia)

Relevance and Strategic Fit

1. What value did the project provide for TEVET institutions and youth employability?
    a. What challenges did it address (for young people explore male and female youths)?

2. Did project objectives approaches address these problems?
    a. Why do you say so?

3. Was the project aligned to your priorities as TEVET institutions or TVET system?
    a. Which ones?

4. Did the project align to the TEVET strategy?
    a. How?

5. To what extent did the activities of this project complement other o-going support with TEVET system/at your institution?
    a. What value did these linkages provide?
    b. Did they enhance the objectives of the project? How?

Validity of Design

6. In your opinion were the interventions strongly linked to the intended results?
    a. What needed to change?

7. Were there assumptions made in implementing these interventions?

8. What were these and you think they were reasonable?
    a. Did they hold?
9. To what extent were the intended results realistic? **Please explain. Explore: resources, timeframe, scale of problem etc.**

10. Was there an exit plan for the support you received?
    a. What was it?
    b. Was it sufficient?

11. Were the implementation approaches used by the project the most realistic and appropriate - were there alternatives?

12. How did the intervention address gender equality, disability, and environmental sustainability?
    a. Was this sufficient and what else could have been done? **INSTRUCTION: From for each issue.**
13. How were ILS application integrated into the intervention? **Explore: sufficiency of measures; challenges faced and possible solutions**.

Progress and Effectiveness

14. What key results were achieved by the project?
    a. Were these in line with the project design?

15. Are there results that were challenging to achieve?
    a. Which ones and why?

16. What were the main contributing factors to results and why?

17. What bottlenecks or challenges did you face in achieving results?
    a. How were these overcome or could be overcome in the future?

18. Did the project management team handle these challenges well?

19. Were there any positive and negative unintended results from the project's activities?

20. What results were achieved in gender equality and disability inclusion?
    a. What about adherence to ILS?
21. What activities were affected by COVID-19?
    a. How were these affected?
    b. What were their effect on the results of the project?
    c. What adaptations were made to project activities to respond to the challenges imposed by COVID-19? How successful were these?
    d. In your opinion could this be replicated in a similar crisis? Why do you say so?

Efficiency

22. Were there any delays in disbursements?
    a. Did these affect activities in any way?
    b. How?

23. Was the project implementation on track?

24. Were the resources adequate for the activities and results planned?

25. In general, do you think the project represented good value for money?
    a. Why do you say so?

26. What management arrangements were in place for the project?
    a. Were these adequate (allow for adequate technical and administrative support)?
    b. Why?

27. When you consider the roles and responsibilities of all parties involved in implementation and monitoring were they clear for these two aspects?
    a. Why?

28. Was there a monitoring and evaluation system in place and how effective was it?
    a. Was relevant information systematically collected and collated, disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other vulnerabilities)?
    b. Explore: were monitoring results used for project decision making? PROBE: Examples
    c. Was the information collection relevant and adequate to inform project decisions?
    d. What information gaps exists?

29. Does the monitoring system allow for joint monitoring?
    a. How often did this happen?
    b. What benefits were observed?

Impact Orientation and Sustainability

30. What concrete steps were taken to ensure sustainability?
    a. Were these adequate? What else could have been done?
    b. What gaps are identified in the sustainability strategy and how could stakeholders address these? **Especially when taking into consideration potential changes in the country due to crises, such as the COVID-19 pandemic and change of government?**

Annex 4.5: Private Sector

Relevance, Coherence and Strategic Fit

1. Were the objectives aligned to your own priorities? How?

2. To what extent did the activities of this project complement your own initiatives? **Explore: specific complementarities and the value it brought in achieving the project's objectives (youth and women employability)**

Validity of Design

3. In your opinion were the interventions (related to apprenticeship and internship (Zambia) and formalisation of SMEs (Zimbabwe)) strongly linked to the intended results? What needed to change?

4. Were there assumptions made in implementing these interventions?
    a. What were these and you think they were reasonable? Did they hold?

5. Were the anticipated results for the internship programme realistic?
    a. Why do you say so?

6. Was the implementation approach the most appropriate?
    a. Was there an alternative approach which one and why?

7. How did the intervention address gender equality, and disability inclusion?
    a. Was this sufficient? **INSTRUCTION: Ask for each issue**.

8. How were ILS application integrated into the intervention (decent working conditions, freedom of association, elimination/absence of child labour elimination of all forms of discrimination in respect to employment and occupation, right to collective bargaining etc)? **Explore: sufficiency of measures; challenges faced and possible solutions**.

Progress and Effectiveness

9. What key results were achieved by the project?
    a. Were these in line with the project design?

10. Are there results that were challenging to achieve?
    a. Which ones and why?

11. What were the main contributing factors to results and why?

12. What bottlenecks or challenges did you face in achieving results?
    a. How were these overcome or could be overcome in the future?
    b. Did the project management team handle these challenges well?

13. Were there any positive and negative unintended results from the project's activities?

14. What results were achieved in gender equality and disability inclusion?
    a. What about adherence to ILS (decent working conditions, freedom of association, elimination/absence of child labour elimination of all forms of discrimination in respect to employment and occupation, right to collective bargaining etc)?

15. What activities were affected by COVID-19? How were these affected? What were their effect on the results of the project?

Efficiency

16. In general, do you think the project represented good value for money?
    a. Why do you say so?

Impact Orientation and Sustainability

17. What concrete steps were taken to ensure sustainability?
    a. Were these adequate?
    b. What else could have been done?

18. What gaps are identified in the sustainability strategy and how could stakeholders address these? **Especially when taking into consideration potential changes in the country due to crises, such as the COVID-19 pandemic and change of government?**
19. **Explore: Gaps in the sustainability strategy; Perceptions of stakeholders on how gaps in sustainability strategy could be addressed; Recommendations of sustainability strategies in the context of COVID-19**

Annex 4.6: Youth/SME/Participants in EIIPs/BDSPs (Zimbabwe)

Relevance, Coherence and Strategic Fit

1. What value did the project provide for youth employability (Zambia) and formalisation of enterprises (Zimbabwe)?
    a. What challenges did it address?

2. Did project objectives approaches address these problems?
    a. Why do you say so?

3. Was the project aligned to your priorities as youth for youth employment and entrepreneurship (and SMEs in Bulawayo Zimbabwe/BDSPs in Zimbabwe)?
    a. In what ways?

Validity of Design

4. Was the implementation approach the most appropriate?
    a. Was there an alternative approach, which one and why?
5. How did the intervention address gender equality, and disability inclusion?
    a. Was this sufficient? **INSTRUCTION: Ask for each issue**.
6. How were ILS application integrated into the intervention? **Explore: sufficiency of measures; challenges faced and possible solutions**.

Progress and Effectiveness

7. What key results were achieved by the project?
    a. Were these in line with the project design?

8. Are there results that were challenging to achieve?
    a. Which ones and why?

9. What were the main contributing factors to results and why?

10. What bottlenecks or challenges did you face in achieving results?
    a. How were these overcome or could be overcome in the future?
    b. Did the project management team handle these challenges well?

11. Were there any positive and negative unintended results from the project's activities?

12. What results were achieved in gender equality and disability inclusion?
    a. What about adherence to ILS?

13. What activities were affected by COVID-19? How were these affected? What were their effect on the results of the project?

Efficiency

14. In general, do you think the project represented good value for money?
    a. Why do you say so?

Impact Orientation and Sustainability

15. What concrete steps were taken to ensure sustainability?

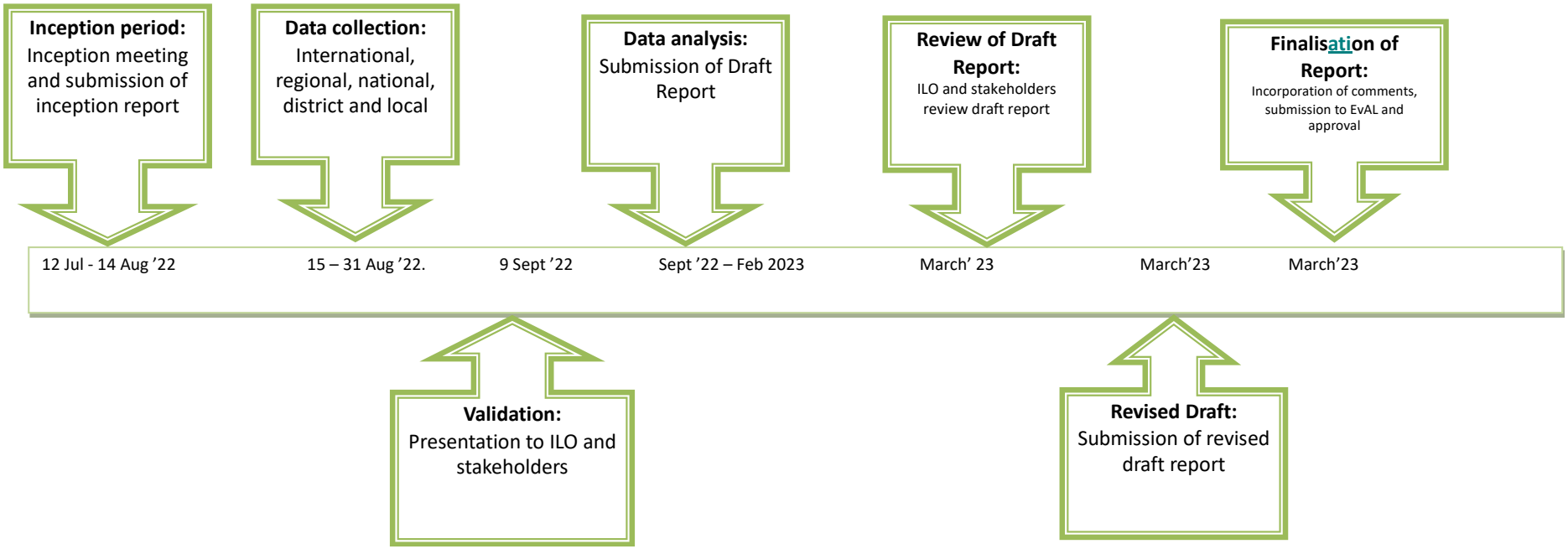
a. Were these adequate?
b. What else could have been done?

16. What gaps are identified in the sustainability strategy and how could stakeholders address these? **Especially when taking into consideration potential changes in the country , such as the COVID-19 pandemic and change of government?**

Explore: Gaps in the sustainability strategy; Perceptions of stakeholders on how gaps in sustainability strategy could be addressed; Recommendations of sustainability strategies in the context of COVID-19

Annex 5: Evaluation Schedule

The following was the evaluation schedule.



Annex 6: Documents reviewed

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2. Independent High-level Evaluation: ILO's Strategy and Actions towards the Formalization of the Informal Economy, 2014–18. International Labour Office – Geneva: ILO, 2019.
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11. Engelhardt, A. Nzonikoua, B. Anziz Said Attoumane, A. Sesay, P. 2021. Final independent cluster evaluation report of four ILO projects on employment and sustainable enterprise development for peace and resilience in Africa. Report prepared for ILO
12. ILO. 2019. Programme and Budget for 2020-21: Programme of work and results framework
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20. TEVETA. 2021. RECOGNITION OF PRIOR LEARNING (RPL) ASSESSMENT IN MSMEs, INFORMAL AND FORMAL SECTORS IN LUSAKA, COPPERBELT AND NORTH-WESTERN PROVINCES. Report prepared for ILO
21. ILO CO Lusaka. 2022. Results Summary for RBSA ZMB126
22. ILO CO Lusaka. 2021. Annual work plan 2019-2020
23. Ministry of Higher Education. 2018. Work Based Learning Framework For Zambia.
24. Ministry Of Youth, Sport And Child Development. 2021. Report On Development Of A Reporting Tool On The Coordination Mechanism Of The Youth Employment And Empowerment Programme
25. ILO CO Harare. 2020. Baseline Survey of Bulawayo Micro-enterpises
26. ILO CO Harare. 2020. Bulawayo City Council: Minutes of Progress Review Meeting-Victoria Falls – 11 December 2020
27. ILO CO Harare. 2020. Bulawayo Chamber Of Small And Medium Enterprises BCSME: Capacity Needs Assessment Report
28. ILO CO Harare. 2020. Bulawayo City Council MSME Development Capacity needs assessment report
29. ILO CO Harare. 2020. Bulawayo Chamber of Small and Medium Enterprises Business Plan: 2020-2024
30. ILO CO Harare. 2020. Bulawayo Demonstration on Transition to Formality: Co – creation meeting agreed action points
31. Zimbabwe Chamber Of Small And Medium Enterprises Bulawayo Chapter. 2021. End of Project Report
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Annex 7: Lessons Learned

Zambia project: More and better jobs created for sustainable livelihood opportunities for youth and women and Zimbabwe project: Employment and decent work mainstreamed into national development plans and programmes

Project DC/SYMBOL: ZMB/18/01/RBS and ZWE/18/01/RBS

Name of Evaluator: Ngonidzashe Marimo and Sosthenes Mwansa

Date: 10 March 2023

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

LESSON LEARNED ELEMENT	**Public Private Partnerships have a possibility for a cost effective and sustainable way for facilitating formalisation of informal enterprises and introducing high-cost interventions that provide job rich ventures.**
Brief description of lessons learned (link to specific action or task)	The PPP model presents a cost-effective model of introducing a technology, implementing a high-cost project and even scaling up working interventions for expanded reach since it comes with shared costs, risks, expertise and responsibiliti among involved parties.
Context and any related preconditions	The labour-intensive road construction technology in Zambia showcased very we how this model could be a tool for such and similar interventions. The proje demonstrated a successful PPP model on the introduction of the labour-intensiv road technology (cobble stone) in Mazabuka. The buy in from different parties wa influenced by the assumed value each part was likely to accrue from a successf implementation of a project. In Zimbabwe, the PPP arrangement was based on the merging interests of parties ar the commercial returns the enterprise had for the private partner. For the publ sector, the ability to scalability of the model and their ability to gain increased return from such developments strengthened their resolve in the partnership. The PPP arrangement for the Lubombo Road construction in Mazabuka, Zambi where the cobble stone technology was done ideally demonstrated value for all th stakeholders that were part of the arrangement. For instance, Zambia Sugar has th corporate social responsibility to the community and at the same time uses part this road for sugarcane haulage and the local municipal council is the governme department with the constitutional mandate to maintain local road networks of th nature. ILO as a social partners facilitated and supported the functioning of the PP with an interest of supporting government with initiatives to promote ski development and employment creation especially for young men and women.
Targeted users /Beneficiaries	ILO project managers and others involved in similar work

Challenges /negative lessons - Causal factors	For Zimbabwe especially once the industrial space was renovated, its value increased, and the private partner sought to get higher returns by increasing by a large margin (higher than inflation) the rentals. This would need to be guarded in during agreements for the partnerships.
Success / Positive Issues - Causal factors	In Zimbabwe the PPP arrangement enabled better working conditions for micro-enterprises while in Zambia the capacity of young men and women was built on paving and chiselling thus improving their chances of employment. In Zimbabwe the PPP arrangement enabled better working conditions for micro-enterprises while in Zambia the capacity of young men and women was built on paving and chiselling thus improving their chances of employment. Old Mutual has continued to support the industrial park in Zimbabwe as it is operated on a commercial basis ensuring its sustainability.
ILO Administrative Issues (staff, resources, design, implementation)	None

Zambia project: More and better jobs created for sustainable livelihood opportunities for youth and women and Zimbabwe project: Employment and decent work mainstreamed into national development plans and programmes

Project DC/SYMBOL: ZMB/18/01/RBS and ZWE/18/01/RBS

Name of Evaluator: Ngonidzashe Marimo and Sosthenes Mwansa

Date: 10 March 2023

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.

LESSON LEARNED ELEMENT	The need for adaptative and responsive project design is important.
Brief description of lessons learned (link to specific action or task)	The More and better jobs created for sustainable livelihood project was very responsive to the changing environment in the implementation. It heavily relied on approaches that were suitable to the implementing organisation/institution. Secondly, the project also had a built-in mechanism that allowed implementing organisation to propose changes in the activities and an approval process for such changes and implementing partners reported having proposed changes to their initial activities considered.
Context and any related preconditions	The COVID 19 changed the environment in which the project was being implemented and due to the adaptable nature of the project, new ways of interfacing with partners during the partial lockdown. Other programmes were moved on radio programmes and added to these were awareness creation on covi 19. The virtual platform became an obvious option for working especially with partners though it was challenging to extend this working model to the target beneficiaries/communities who had limitations in access to the technology, tools and sometimes network limitations.
Targeted users /Beneficiaries	ILO project managers and others involved in similar work
Challenges /negative lessons - Causal factors	Challenges with adoption of new technologies by recipient organizations. Ability of recipients to embrace new ways of doing activities,
Success / Positive Issues - Causal factors	The adaptiveness and responsiveness of the project allowed for spending on Personal Protective Equipment (PPEs), printing of communication materials and supporting the sensitization of partners and beneficiaries on the pandemic. These were all aimed at safeguarding the lives of the people. The project was able to respond favourably to the emerging but unexpected needs and changes in the working environment.

ILO Administrative Issues (staff, resources, design, implementation)	None