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ZAMBIA DECENT WORK COUNTRY  
PROGRAMME (2013-2016) REVIEW  
FINAL REPORT

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## Acronyms

7NDP	Seventh National Development Plan (2017-2021)
AIDS	Acquired Immuno-Deficiency Syndrome
ARISE	Achieving Reduction in Child Labour in Support of Education Project
CPR	Country Programme Review
DCLCs	District Child Labour Committees
DWA	Decent Work Agenda
DWAA	Decent Work Agenda for Africa
FDI	Foreign Direct Investment
FFTUZ	Federation of Free Trade Unions of Zambia
HIV	Human Immuno-Deficiency Syndrome
ILO	International Labour Organization
ILRA	Industrial and Labour Relations Act
LCMS	Living Conditions and Monitoring Survey
LFS	Labour Force Survey
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MLSS	Ministry of Labour and Social Security
MSD	Mine Safety Department - Ministry of Mines and Minerals Development
MSMEs	Micro, small and medium enterprises
NELMP	National Employment and Labour Market Policy
OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
OSH	Occupational Safety and Health
OSHI	Occupational Safety and Health Institute - Ministry of Health
OSHSD	Occupational Safety and Health Services Department - MLSS
PROPEL	Promoting Rights and Opportunities for People with Disabilities in Employment through Legislation
PWDs	People (persons) with disabilities
R-SNDP	Revised Sixth National Development Plan (2013 - 2016)
SDGs	Sustainable Development Goals
SI	Statutory Instrument
SMART	Simple, measurable, attributable, realistic and timely
SNDP	Sixth National Development Plan (2011 - 2015)
TCLC	Tripartite Consultative Labour Council
TEVETA	Technical Education, Vocational and Entrepreneurship Training Authority
TORs	Terms of Reference
TPCM	Tripartite Partnership Committee for the Mining Sector
TVET	Technical and vocational entrepreneurship training
UN	United Nations
UNCT	United Nations Country Team

UNDAF	United Nations Development Assistance Framework
UN-GBV	Joint UN Programme on Gender Based Violence
UNSDPF	United Nations Sustainable Development Partnership Framework
WBL	Work Based Learning
WCFCB	Workman's Compensation Fund and Control Board - MLSS
ZCTU	Zambia Congress of Trade Unions
ZDWCP	Zambia Decent Work Country Programme
ZFE	Zambia Federation of Employers

## Executive Summary

The Zambia Decent Work Country Programme covering the period 2013-2016 (ZDWCP 2013-2016) is the second Country Decent Work Programme that followed the first that covered the period 2007-2011. The ZDWCP 2013-2016 is one of the building block towards the realization of the Zambia National Vision 2030 that dreams of Zambia becoming a *prosperous middle income country* by that date. The fact that close to 85 per cent of the labour force are employed in the informal economy, which sector only accounts for an estimated 34% of GDP, underscores the decent work gap that needs to be filled for Zambia to transform from the current copper dependent low middle-income country in frequent economic crises to a *prosperous middle income country* by 2030. Such a transformation would require, among other things, urgent and concerted efforts to competitively reposition and diversify the national economy from copper mining and export dependency to other sources of growth that have strong domestic backward and forward linkages and globally competitive and resilient to provide a basis for inclusive and job-rich growth for the majority of the semi-skilled and un-skilled labour force. This is possible, but calls for far reaching policy and institutional realignments that would transform state and business interactions. The foregoing would provide a stable and predictable investor environment that encourages deeper and long-term investment patterns that are imperative to unlocking the country's decent work jobs creating potential at different levels of the economy.

The main objective of this Country Programme Review (CPR) is to assess the appropriateness and adequacy of the design of the ZDWCP 2013-2016 and document the achievements and challenges as well as drawing lessons of experience to inform future DWCPs. Since the implementation period of the ZDWCP 2013-2016 coincided with the last years of implementing the Millennium Development Goals (MDGs), the expectation was that the Programme would help deliver on some of the Goals - especially those relating to eradication of extreme poverty and hunger; achieving universal primary education; promoting gender equality; combating HIV and AIDS and partnerships for development. This CPR presents evidence from the 2014 Labour Force Survey data that shows that decent work, in terms of formal sector employment, actually declined when those who are employed on informal contracts in the formal sector are netted out, i.e. from 847,420 in 2012 to 629,626 in 2014. It should, however, be stated that in the earlier LFS reports (2005, 2008 and 2012) did not adjust formal sector employment by netting out those who are on informal contracts in the formal economy. This adjustment might have been necessitated given the new regulations that banned labour casualization in 2013. On the other hand, poverty data from LCMS 2015 indicates that while the national headcount poverty rate declined from 60.5% in 2010 to 54.4% in 2015 rural poverty remained stagnant over the two periods and Zambia was more unequal in 2015 than it was in 2010, with the Gini coefficient increasing to 0.69 in 2015 from 0.65 in 2010. All told, Zambia failed to achieve MDGs Goal number 1 of halving extreme poverty between 1990 and 2015.

In terms of relevance and appropriateness, the CPR shows that the four ZDWCP Priorities were aligned to the strategic objectives of the National Vision 2030, the Revised Sixth National Development Plan (RSNDP), 2013 - 2016 and the Industrialization and Job Creation Strategy of 2013; United Nations Development Assistance Framework (UNDAF); Global Decent Work Agenda (DWA); and the Decent Work Agenda for Africa (DWAA). Despite this finding, most stakeholders feel that the ZDWCP was too ambitious compared to Zambia's institutional, technical and budgetary capacities - especially since the DWCP implementation period (2013-2016)

coincided with yet another economic crisis arising from global commodities prices volatility and declines that precipitated a Government fiscal crisis. Since one of the preconditions for successful implementation of the ZDWCP 2013-2016 was increased public spending from the Government with supplementary resources from cooperating partners and other social partners, the fact that the preconditions did not materialize adversely affected the implementation of ZDWCP.

Given Zambia's huge decent work agenda it can be tempting to try to solve most of the problems in one phase of DWCP. As this CPR shows, this level of ambition gives rise to sequential challenges. For example, labour law reforms (Priority I) went ahead of the Review of the National Employment and Labour Market Policy. Ordinarily, review of statutes is supposed to follow policy review but in Zambia's case, the two activities were not coordinated. Since decent work issues have not sufficiently permeated into the national political landscape, the lack of political ownership and decent work champion means that the Programme suffered from inadequate financial and technical capacity allocations. From this viewpoint, the ZDWCP 2013-2016 was technically neither "owned" nor "championed" by the Zambian Government (at both political and bureaucratic levels).

The CPR documents other challenges that beset Programme implementation arising from the absence of baseline capacity assessment of social partners prior to the implementation phase that affected the Programme's effectiveness, efficiency, impact and sustainability. In this regard, the Programme did not take into account the lessons of experience and recommendations from the first ZDWCP. Consequently many stakeholders have, for capacity and a host of other challenges, not implemented their respective ZDWCP mandated activities. This state of affairs has created the perception that ZDWCP is largely an ILO Programme, as ILO has the biggest voice on Programme matters and controls both the financial and technical resources for the Programme, that is, most of the well-resourced ZDWCP implementation support projects are all directly operating out of the ILO Country Office. Evidence presented in this report suggests institutional location of a project - whether directly out of an ILO Country Office or elsewhere - would not affect its effectiveness in terms of impact and sustainability. More critical to the foregoing is a well-designed, targeted programme anchored by an effective collaborative framework amongst Government agencies and other social partners. A number of projects in the ILO, particularly the Zambia Green Jobs, Social Protection Programme and ARISE Projects demonstrate this fact.

The foregoing notwithstanding, ILO capacity, comparative advantage and efficiency were acknowledged by stakeholder especially in terms of operating fairly and with integrity; providing credible and skilled ZDWCP support specialists; and working with constituents in larger national effort through decent work advocacy, interest and comparative advantage. On the downside, some stakeholders raised some concerns with ILO's transparency and information asymmetry issues; inability to provide effective backstopping support from its regional DWT offices in Pretoria and Geneva; propagating priorities that are not consistent with Zambia's current capacity and available expertise; and lack of flexibility to respond to changing situations.

The monitoring and evaluation function of ZDWCP has been very weak: there has been no effective M&E system in place; systematic collection and analysis of relevant data has been irregular; and the ZDWCP Steering Committee that was supposed to monitor the implementation of the Program did not meet often enough to provide adequate and timely leadership.

Overall, this CPR makes the case that more decent work gains can be realized from more and better participatory and inter-institutional coordination and collaborative efforts; matching resources to existing capacities; designing appropriate capacity building programs to improve implementation capacities; and ILO being more transparent and responsive to changing situations.

On the basis of the above findings, the CPR makes the following recommendations for future ZDWCPs:

1. The linkages to Global DWA, DWAA and other international development protocols like the SDGs; alignment to national development processes such as the Vision 2030, the 7<sup>th</sup> National Development Plan and the United Nations Sustainable Development Partnership Framework. This should be in the context of addressing Zambia's decent work prevailing circumstances. Program design and implementation should undergo a paradigm shift that responds to Zambia's institutional and policy realities and provide adequate space for the Government to take a lead role to build sufficient "programme ownership" and, thereby, create domestic coalitions that champion the case for decent work agenda at higher levels of political authority - i.e. move from purely technical solutions to political-economy sensitive solutions.
2. Transform ZDWCPs into change-agents that increasingly seeks to institutionalize decent work consultative mechanisms to build national coalitions that raise public awareness on the importance of more decent jobs and their linkages to macroeconomic policy governance improvements and competitive repositioning of the national economy to increasingly become diversified and more labour intensive. Partner institutional capacity building programs that enhance organizational effectiveness to improve implementation capacities are critical to this process.
3. Prioritize awareness and publicity to inform relevant stakeholders on the priorities, activities and roles and responsibilities to ensure effective and accountable implementation.
4. Make sequencing and timeliness of programme implementation logical. The review of the Industrial and Labour Relations Act need to be expedited to provide a legal basis to restructure the TCLC in terms of elevating its chairing from the Minister to the Vice-President to raise the political stature and visibility of social dialogue frameworks in the country.
5. Strengthen inter-ministerial collaboration and coordination but separate labour standards and rights at work enforcement and oversight roles and responsibilities from those of decent jobs creation. To address this, the Ministry of Labour and Social Security should largely be confined to the former role while the latter should be the role and responsibility of other economic ministries such as those responsible for National Development Planning; Agriculture; Commerce, Trade and Industry; Livestock and Fisheries; Works and Supply; Transport and Communication etc. An effective institutional structure for collaboration and coordination<sup>1</sup> between MLSS and other economic ministries could yield better decent work outcomes as a result of benefits from specialization of the different ministries.
6. Policy consistency among different ministries and sequencing are important for decent work promotion as well as providing clarity of roles and responsibilities for different actors in the decent work country agenda.

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<sup>1</sup> Cascading through national, provincial and district levels embedded in both new/transformed and existing structures

7. Prioritize decent work agenda and allocate adequate technical, financial and other facilities resources to improve programme implementation.
8. Adopt and integrate, as far as is possible, the findings and recommendations of the 2015 Auditor General's Report on Occupational Safety and Health into successor decent work country programmes.
9. Strengthen the monitoring and evaluation function of ZDWCP to ensure follow through of activities as well as periodic reviews to restructure the programme as and when is necessary to improve impact and effectiveness.

In addition to the recommendations above, the CPR concludes by outlining some of the key lessons of experience that could inform future decent work country programmes.



## 1.0 Introduction

The Zambia Decent Work Country Programme 2013-2016 (ZDWCP 2013-2016) was the second Decent Work Country Programme that was designed to help Zambia move towards a decent employment situation and better prospects for national prosperity. Despite posting stellar economic growth over the last 16 years, the Zambian economy's capacity to create job opportunities to absorb the ever increasing labour force has been very weak. Data from the recent Labour Force Surveys shows that sustainable decent job creation in the formal sector of the economy continues to be a major challenge. For example, the 2014 Labour Force Survey (LFS) shows that about 84% of the labour force is employed in the informal economy – a sector that is characterized by severe decent work deficits. That the informal economy is the dominant employer is demonstrated by table 1.1 for the period 2005 – 2014. The 2014 LFS adjusted formal sector employment figure of 629,626 (from the 944,256 if those employed on informal contracts are included),<sup>2</sup> means formal sector employment between 2005 and 2014 only increased by 26%; while that for the informal economy went up by about 35% over the same period. As can be seen from table 1.1 below, formal sector employment has really not moved much over the nine years period (2005-2014): it just rose from 495,784 jobs in 2005 to 629,626 in 2014; while the informal economy employment level increased from 3,635,747 to 4,914,969 over the same period.

In terms of the structures of the two forms of employment (formal and informal), table 1.1 below shows that formal employment is both male and urban dominated while informal is both female and rural dominated. That poverty rates among women are relatively higher among women headed households in both rural and urban areas point to the feminization of poverty that is largely driven by traditional norms and biases against women. Further, the national poverty structure further amplifies the differences in the incidence of poverty between males and females; and rural and urban areas – with both female headed households and rural dwellers, on average, recording much higher poverty incidence rates than the males and urban areas, respectively.

Table 1.1 further shows that both the employment-to-population ratio and the labour force participation rate declined between 2005 and 2014 from 82.47 and 84.54% to 71.9 and 77.7%, respectively. The ZDWCP 2013-2016 Programme document cites Zambia's deterioration in the Ease of Doing Business Ranking indicator as well as the over-concentration of foreign direct investment (FDI) in the mining sector and other large scale operations in the manufacturing, agricultural and construction sectors from the mid-1990s onwards that were both capital and skill-intensive in orientation and hence had low capacities to create productive local linkages to maximize productive and decent jobs in the national economy. Despite such FDI inflows, Zambia has not been successful at creating productive domestic linkages (both backward and forward) for the country to fully exploit the skills and technical progress transfers that accompany FDI to transform the economy. A further weakness of the Zambian economy has been its continued dependence on copper mining and exporting that makes the country prone to external shocks whenever there is a major fall in international copper prices. The copper dependency and its attendant boom and burst

<sup>2</sup> The employees hired on informal contracts but working in the formal sector of the economy were removed from the total formal sector employment number of 944,256 to leave a net figure of 629,626 – see 2014 LFS Report, p. xv.

consequences (reflecting the movements in the international prices of copper) have militated against the country implementing a viable economic diversification strategy.

Table 1.1 Labour Force Surveys Structure of Employment: 2005, 2008, 2012\* and 2014

	2005	2008	2012	2014
<b>Total Employed Population</b>	<b>4,131,531</b>	<b>4,606,846</b>	<b>5,499,673</b>	<b>5,859,225</b>
Male	1,941,820	2,391,785	2,702,410	2,789,012
Female	2,189,711	2,215,061	2,797,263	3,070,213
Rural	3,019,421	3,345,547	3,394,134	3,394,221
Urban	1,112,110	1,261,299	2,105,539	2,465,004
<b>Formal sector employment</b>	<b>495,784</b>	<b>511,338</b>	<b>847,420</b>	<b>944,256</b>
Male	330,109	369,882	603,224	674,167
Female	131,383	141,456	244,196	270,089
Rural	60,388	139,877	188,359	264,754
Urban	389,239	371,461	659,061	679,502
<b>Informal sector employment</b>	<b>3,635,747</b>	<b>4,095,508</b>	<b>4,652,253</b>	<b>4,914,969</b>
Male	1,611,710	2,021,903	2,099,186	2,114,845
Female	2,058,329	2,073,605	2,553,067	2,800,124
Rural	2,959,033	3,205,670	3,205,775	3,129,467
Urban	722,872	889,838	1,446,478	1,785,502
<b>Employment-to-population ratio, 15+, %</b>	<b>82.47</b>	<b>68.60</b>	<b>70.0</b>	<b>71.9</b>
Male	87.29	72.40	70.7	70.6
Female	77.88	64.90	69.0	73.1
Rural	93.41	78.30	77.0	76.8
Urban	61.90	51.70	61.0	66.0
<b>Labour force participation rate, 15+, %</b>	<b>84.54</b>	<b>74.50</b>	<b>75.9</b>	<b>77.7</b>
Male	76.04	78.80	75.5	77.1
Female	67.34	70.30	76.3	78.2
Rural	79.37	81.10	79.3	80.2
Urban	59.84	63.00	71.5	74.7
<b>Formal sector employment share of total employment</b>	<b>12.0</b>	<b>11.0</b>	<b>15.4</b>	<b>16.1</b>
Male	17.0	15.0	22.3	47.6
Female	6.0	6.0	8.7	52.4
Rural	2.0	4.0	5.5	57.9
Urban	35	29	31.3	34.1

Source: Decent Work Country Profile and LFS reports (LFS 2005, 2008 and 2012)

Note: \* The figures used for 2005 for employment opportunities are based on international definitions and not the relaxed definitions that CSO used in the 2005 Labour Force Survey. This is to enable comparison with the 2008 and 2012 figures, which were derived by the CSO using international definitions.

\*\* The 2014 LFS explicitly separates the 314,630 employees that are employed informally in the formal sector. Net formal employment for 2014 LFS was 629,626 (or 11% of total employment). For the period 2005 - 2012 no such explicit separation is done.

To address the challenges of unemployment and decent work deficits, the Government of the Republic of Zambia (GRZ), Social Partners and the ILO consultatively developed the second ZDWCP 2013 - 2016 Programme with slightly more priorities and outcomes than the first ZDWCP 2007-2011.

### 1.1 Description of the Zambia Decent Work Country Programme 2013-2016

The ZDWCP 2013-2016 document defines decent work deficits as “the absence of sufficient employment opportunities, inadequate social protection, the denial of rights at work and shortcomings in social dialogue”. According to the Programme document, Zambia faces decent work deficits related to the following four strategic objectives (pillars) of the Global Decent Work Agenda:

1. Fundamental Principles and Rights at Work.
2. Employment Promotion.
3. Social Protection.

#### 4. Social Dialogue.

According to the situation analysis (as summarized in table 1.2) conducted during the design of the Programme, the country was faced with various decent work challenges which provided the context for the design of the ZDWCP 2013-2016 priorities and outputs that were deemed necessary to move Zambia forward in terms of reaching the Global Decent Work Agenda targets.

As stated above, the ZDWCP 2013-2016 was consultatively drafted with technical support from ILO. The drafting process drew on lessons from the first ZDWCP 2007-2011; ensured broad consultations with ZDWCP implementing partners; and was facilitated by the ZDWCP Advisory Committee that met periodically to identify the priorities, strategies, outcomes, outputs and output indicators for each priority. These steps were necessary to ensure the ZDWCP priorities were consistent with and reflected the stakeholders' and national development priorities whilst also being cognizant of the ILO's Decent Work Agenda for Africa (DWAA) provisions.

To respond to the national priorities and both the Global and Africa Decent Work Agendas, respectively, the ZDWCP 2013-2016 adopted the following 4 priorities/pillars:

1. **Priority I:** Effective application of fundamental principles and rights at work to support equitable and inclusive economic growth in Zambia.
2. **Priority II:** Effective social dialogue contributes to sound industrial relations and sustained economic growth in Zambia.
3. **Priority III:** More and better employment opportunities created, with focus on targeted groups (youths, women, people with disabilities and people living with and affected by HIV and AIDS, and migrant workers).
4. **Priority IV:** Strengthened social protection systems including enhanced HIV and AIDS work place response.

In addition to the above four priorities, ZDWCP was expected to address the following cross-cutting issues:

1. Promotion of gender equality and equity.
2. Promotion of good governance among implementing partners.
3. Mainstreaming issues of HIV and AIDS in the world of work (in addition to Priority IV).

Table 1.2 Global Decent Work Agenda - Zambia Situation Analysis before implementation of ZDWCP 2013-2016

Pillar	Zambia's Situation - 2012
Fundamental Principles and Rights at Work	<ul style="list-style-type: none"> <li>• Zambia has ratified most ILO conventions on Fundamental Principles and Rights at Work but provisions of the Conventions not extended to informal economy.</li> <li>• Inadequate capacity, resources and coverage by Ministry of Labour to promote and enforce adherence by employers</li> <li>• Existing labour legislation (Industrial and Labour Relations Act) not conforming to ratified Convention on Freedom of Association and Collective Bargaining</li> <li>• Review of existing labour statutes to protect fundamental human rights at work commenced and Ministry of Labour requested Cabinet to ratify 5 additional ILO Conventions (numbers, 81, 129, 155, 176 and 181).</li> </ul>
Employment Promotion	<ul style="list-style-type: none"> <li>• High levels of informality with low wages, poor working conditions and lack of protection of rights at work - need to provide incentives for formalization and social protection coverage to transform informal economy</li> <li>• Unemployment and underemployment major problems - especially for youths.</li> </ul>

	<ul style="list-style-type: none"> <li>• Weak productive linkages that fail to generate domestic led growth and decent employment.</li> <li>• Inadequate diversification arising from over-dependence on copper mining that reinforce formal sector unemployment.</li> <li>• Need to diversify sources of growth (to agriculture, manufacturing and agro-processing, tourism and creative arts) to spur job-rich growth.</li> <li>• Encourage domestic investments through joint ventures with FDI.</li> <li>• Require efforts to create formal MSMEs necessary for diversification and generation of more formal and decent employment through improvements in business regulations, cross-border trade, reduction of permits and licensing burden, and strengthening institutions to provide appropriate business development services.</li> <li>• Inadequate support to informal economy that is breeding ground for future formal enterprises and employment - and needs encouragement and support, not prohibitions.</li> <li>• Low productivity, especially in smallholder subsistence farms that give rise to underemployment, low incomes and high poverty levels in rural areas. Need to explore employment-intensive approaches in areas where these can be implemented efficiently.</li> </ul>
Social Protection	<ul style="list-style-type: none"> <li>• No social protection coverage to informal economy employees</li> <li>• Social security schemes suffer from inadequate retirement benefits and large-scale deficits (especially the public ones).</li> <li>• Government decided to review structure of employment related social security to increase benefits and reduce deficits for such schemes.</li> <li>• Employment Act, minimum wage legislation and other collective agreements provide for maternity leave and remuneration during maternity leave. The cost of such maternity leave is entirely borne by employers.</li> <li>• The Workers Compensation Act provides compensation for work related disabilities and diseases and covers all workers in Zambia. Major weakness for maintaining safe work environment arise from weak occupational safety and health oversight institutions that are not adequately resourced in terms of budgets and facilities to carry out their respective statutory functions.</li> </ul>
Social Dialogue	<ul style="list-style-type: none"> <li>• Tripartite Consultative Labour Council (TCLC) main Social Dialogue structure in Zambia that is provided for under the Industrial Relations Act and comprises the Minister of Labour, an equal number of members representing trade unions, employers and the Government.</li> <li>• Members of trade unions enjoy collective bargaining on terms and conditions of employment with their respective employer organizations.</li> <li>• Number of collective agreements increased between 2006 and 2009 but slightly declined between 2009 and 2010.</li> </ul>

It was envisaged that particular attention would be paid to the informal economy, rural areas and productivity levels in all sectors of the national economy. The successful implementation of the ZDWCP 2013-2016 was dependent on the following:

1. Sustained cooperation between the tripartite constituents, cooperating partners and the ILO.
2. Incorporating the ZDWCP agenda in the United Nationals Development Assistance Framework (UNDAF) 2013-2015 in line with the "Delivering as One" initiative.
3. Anchoring to Vision 2030, the SNDP and linkage to the Industrialization and Job Creation Strategy of 2013.
4. Allocating more resources and raising awareness among social partners.

Tables 1.3 to 1.6 presents a summary of each of the four ZDWCP Priorities, the associated outcomes, outputs and output indicators whose achievement or lack of were the subject of the Country Programme Review (CPR). In terms of the ZDWCP implementation and management arrangements, the Government of the Republic of Zambia through the Ministry of Labour and Social Security was the lead institution in close collaboration with the Social Partners (workers' and employers' organizations) and technical support from ILO. The implementation facilitator was the ILO Country

Office for Zambia, Malawi and Mozambique that was to draw on support and expertise from the Decent Work Team in Pretoria and various technical and administrative units and departments at ILO Headquarters in Geneva. Where possible, technical and financial support was also to be mobilized from the UN System in Zambia.

As per previous practices, ILO was to continue aligning its existing extra-budgetary and regular budget technical cooperation programmes, projects and activities in Zambia to respond to the ZDWCP priorities. Specific efforts at developing linkages to current and future national development plans (SNDP, R-SNDP, and 7NDP) and the UNDAF were to be intensified. The Government and ILO were to coordinate the joint ZDWCP resource mobilization strategy that were to include joint presentation of project proposals to the UN Country Team for UN Joint Programmes and other prospective cooperating partners. A coherent ZDWCP resource mobilization approach was expected to be promoted by the Government, ILO and the social partners.

Table 1.3 Priority I - Effective application of fundamental principles and rights at work to support equitable and inclusive economic growth in Zambia

Outcomes	Outputs	Output Indicator
1.1 Enhanced application of fundamental principles and rights at work through revision of key legislation and policies	1.1.1 Gaps in labour laws identified and laws revised	Number of reviewed or amended laws and policies with tripartite consultation
	1.1.2 Ratified ILO Conventions reviewed and other relevant ILO Conventions considered for ratification	Number of ILO conventions reviewed and ratified Revised NELMP adopted by Cabinet
	1.1.3 National Employment and Labour Market Policy (NELMP) revised and submitted for adoption	Number of outputs achieved under the Child Labour Policy and Action Plan
	1.1.4 Child Labour Policy and Action Plan implemented	
1.2 Increased observance of labour laws and application of fundamental principles and rights at work	1.2.1 New field stations established	Number of field stations established
	1.2.2 New labour inspectors/ officers recruited	Number of labour inspectors/ officers trained and retained by MLSS
	1.2.3 Law enforcement officers and stakeholders sensitized on labour laws	Number of law enforcement officers and stakeholders trained in labour laws enforcement

Table 1.4 Priority II - Effective social dialogue contributes to sound industrial relations and sustained economic growth in Zambia

Outcomes	Outputs	Output Indicators
2.1 Enhanced Social Dialogue through a functional, effective and more relevant Tripartite Consultative Labour Council administrative structure	2.1.1 Administrative structure of TCLC reviewed and operational	New administrative structure of TCLC established and staff recruited
	2.1.2 Industrial and Labour Relations Act and Employment Act reviewed for amendment	Revised Industrial and Labour Relations Act submitted to the Ministry of Justice
2.2 Enhanced industrial harmony through Social Dialogue	2.2.1 Social partners' dialogue, negotiation and collective bargaining skills strengthened	Number of social partners trained in Social Dialogue, Collective Bargaining and Dispute Resolution
	2.2.2 Gap analysis of workers' and employers' organizational capacities carried out with an agreed action plan	Action plan for workers' and employers' organizational capacity building

Table 1.5 Priority III - More and better employment opportunities created, with focus on targeted groups (youths, women, persons with disability, HIV and AIDS infected and affected people, migrant workers)

Outcomes	Outputs	Output Indicators
3.1 Increased decent employment opportunities for target beneficiaries within MSMEs in sectors with growth potential for enhanced human development	3.1.1 Enhanced entrepreneurship, business start-up, management and technical skills among targeted MSMEs 3.1.2 Enhanced access to markets and technology for the target beneficiaries 3.1.3 Enhanced access to financial services for the target beneficiaries 3.1.4 Productivity Centre established	Number of MSMEs trained in entrepreneurship, business start-up, management and technical skills Number of business linkages brokered and SME's linked to markets for expansion  Number of MSMEs that secure formal financing  Functional Productivity Centre
3.2 Enhanced local development and employment by multinational enterprises	3.2.1 Revised investment promotion regulations to promote skills transfer and participation of local enterprise 3.2.2 Follow up system to monitor compliance of investment promotion by international companies, and the impact of FDI on employment established	Draft investment promotion regulations developed by stakeholders and submitted for adoption  System to monitor compliance of investment promotion by international companies and the impact of FDI on employment
3.3 Enhanced utilization of Labour Market Information (LMI) for policy planning and implementation	3.3.1 Statutory instrument to compel institutions to provide LMI data into the national system issued  3.3.2 Functional LMI that provides key indicators of the labour market in practice  3.3.3 Public Employment Exchange Services Re-established  3.3.4 The capacities of constituents and other LMI providers and users enhanced on the utilization of LMI for policy planning and implementation	Statutory instrument compelling institutions to provide information to the LMIS national system gazetted  Number of employment related surveys undertaken (LFS's, STWTS, skills survey etc.)  Functional and integrated LMIS in place: Number of annual labour market bulletins analyzing LM trends; Functional PEES.  Number of social partners trained in the utilization of LMI for policy planning and implementation

Table 1.6 Priority IV - Strengthened social protection systems including enhanced HIV and AIDS work place response

4.1 Enhanced application of Social Security policies and laws in Zambia	4.1.1 National Social Security Policy with ILO social protection floor targets submitted for approval 4.1.2 Relevant Social Security Legislation, regulation and institutions reviewed 4.1.3 Social security awareness created 4.1.4 Implementation of the National Social Security Policy by MLSS	Draft National Social Security Policy including ILO social protection floor targets  Number of Social Security Policies, laws and regulations reviewed  Number of awareness campaigns conducted  Action plan developed and implemented
4.2 Extension of social security to the informal sector	4.2.1 Analytical research and knowledge platform developed on social protection 4.2.2 Social protection mechanisms for the informal economy developed, disseminated and launched	Minimum social protection floor developed  Social protection schemes developed for various groups in the informal economy
4.3 Increased access to HIV services by women and men workers in key economic sectors	4.3.1 National HIV and AIDS workplace policy and implementation plan developed and adopted 4.3.2 Sector based HIV and AIDS workplace programmes developed 4.3.3 Gender sensitive economic activities started by people living with or affected by HIV started to reduce their vulnerability 4.3.4 Linkages created between sectors and HIV service providers to scale up access to HIV prevention and care	HIV and AIDS workplace policy and implementation plan endorsed by constituents and submitted for adoption  Number of sector based HIV and AIDS workplace programmes developed  Number of people who have started economic activities (disaggregated by sex and age)  Number of agreements signed with HIV service providers

A ZDWCP Implementation Committee comprising representatives from the Government, social partners and other stakeholders was to be established to monitor and oversee the implementation of the Programme - with the Tripartite Consultative Labour Council (TCLC) providing the overall policy and strategic guidance for ZDWCP implementation in the context of national development priorities as espoused in the R-SNDP, NELMP and other strategic documents. Capacity building for the TCLC was to be prioritized to improve its effectiveness as the main institution for Social Dialogue. ZDWCP focal points were also to be established at the Ministry of Labour and Social Security, employers' and workers' organizations, and other stakeholders to ensure effective national leadership for ZDWCP implementation.

The ZDWCP monitoring and evaluation protocol was to be anchored on bi-annual reports, annual, mid—and end-of-Programme evaluations. The ZDWCP M&E framework was to be aligned to that of the R-SNDP and UNDAF, respectively. The Government and Social Partners were to fully participate in the planning, implementation and monitoring of the Programme that was to run concurrently with their capacity building programs to improve their effectiveness.

At the time of launching the ZDWCP 2013-2016, the Programme budget was estimated at US\$7.135 million out of which a sum of US\$4.6 million had been secured and a resource gap of US\$2.6 million was expected to be filled while the Programme was on-going.

## 2.0 Purpose, Scope and Clients of the Review

The main purpose of this Country Program Review (CPR) was to Review the progress made in achieving the outcomes and take stock of recommendations, lessons learned and challenges so as to inform the development of the next ZDWCP.

The overall objective of the Review was “to assess the appropriateness and adequacy of the design of the Decent Work Country Program (ZDWCP) 2013-2016”. The main task of the CPR was, therefore, to demonstrate whether the design, scope and coverage of the Programme took into account the implementation capacities of the various partner institutions and Zambia's labour market structural rigidities that constrain the creation of formal sector decent jobs and the resultant high share of the informal economy in total employment.<sup>3</sup>

According to the CPR terms of reference (TORs), the scope of this assignment was to undertake a comprehensive review of the ZDWCP 2013-2016 using the OECD/DAC evaluation criteria<sup>4</sup> of relevance, effectiveness, efficiency, impact and sustainability as well as the key issues of design and focus. To this effect, section 8.1 of the TORs lists 12 questions for relevant stakeholders in line with the OECD/DAC evaluation framework (see specific TORs attached in Annex 1).

Specifically, the ZDWCP 2013 - 2016 Review objectives were to:

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<sup>3</sup> For the definition of Decent Work Pillars and Decent Work Indicators see [http://www.ilo.org/wcmsp5/groups/public/---dgreports/integration/documents/publication/wcms\\_229374.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/integration/documents/publication/wcms_229374.pdf)

<sup>4</sup> For a summarized version of the OECD/DAC evaluation criteria see <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

1. Assess the progress made so far to achieve the expected outcomes.
2. Assess the usefulness of the strategies, partnerships and the constraints to be addressed, including the practical application of gender mainstreaming, youth development and attention to people with disabilities.
3. Identify the major challenges, weaknesses and strengths of the ZDWCP.
4. Determine the extent of linkages between ZDWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA 2007-15), the two United Nations country strategies spanning the DWCP implementation timeframe i.e. the United Nations Development Assistance Framework (UNDAF, 2011-2015) and United Nations Sustainable Development Partnership Framework (UNSDPF 2016-21).
5. Determine the linkage between ZDWCP outcomes and the National Development plans (NDP) as well as the expenditure frameworks for Zambia.
6. Assess the understanding and appreciation of ZDWCP among various national development stakeholders in the country.
7. Identify the donors who have been engaged in the ZDWCP implementation and those who could potentially be engaged.
8. Assess the organizational capacities for the Ministry of Labour and Social Security (MLSS), the social partners (Zambia Congress of Trade Unions, Federation of Free Trade Unions of Zambia and Zambia Federation of Employers) and the ILO Country Office with regards to the overall coordination and their effective participation and ownership of the program.
9. Identify lessons learned, document best practices and recommendations to inform the next ZDWCP.

The main clients for this Review were the Government of the Republic of Zambia through the Ministry of Labour and Social Security working in close partnership with the Social Partners and the ILO. The findings of the Review will provide a major input for the design and planning of the next ZDWCP.



### 3.0 Evaluation Methodology

The evaluation methodology combined desk review; interviews of ZDWCP stakeholder implementing partners (a structured key informant interview via an interview schedule/questionnaire); and a stakeholders' workshop to validate the CPR's findings and recommendations.

On the advice of a committee of officials from both the Ministry of Labour and Social Security and the ILO Country Office for Zambia, Malawi and Mozambique, the ZDWCP interview schedule (annex 2), was administered to a sample of implementing stakeholders in Western (Kaoma) and North-Western (Solwezi) provinces, and the City of Lusaka. The rationale for the choice of these geographic location were as follows:

- Kaoma for child labour related issues in the tobacco farming systems;
- Solwezi for mining contractors and other labour contractor; and
- Lusaka City for consultations with national Social Partner organizations and Government Ministries that play different roles in ZDWCP implementation.

The response rate for Kaoma was 18 out of 25 (72%); Solwezi 21 out of 25 (84%); and Lusaka 14 out of 25 (56%). The overall response rate was about 71%. Lusaka based stakeholders were the most difficult to interview, where most officials we were referred to were engaged with other matters. The various officials and institutions interviewed for this study are listed in annex 3.

The ZDWCP implementation approach has largely been through a series of thematic projects financed by different donors to implement different aspects of decent work. Under this approach, project teams are recruited and stationed at the ILO Country Office and such project teams work with thematic ZDWCP focal points at line ministries, within social partners' organisations and other implementing agencies. Out of the 8<sup>5</sup> on-going ZDWCP related projects stationed at ILO Country Office, we managed to interview 4 project managers (i.e. 57% response rate).

The interview schedule was framed around the following evaluation criteria and subject matters specified in the TORs:

1. Relevance and coherence of the ZDWCP
2. Tripartite constituents 'capacities
3. Validity of design
4. Programme effectiveness
5. ILOs capacity, comparative advantage and efficiency
6. Efficiency of resource use
7. Effectiveness of management arrangements
8. Impact orientation and sustainability
9. Knowledge management and sharing
10. Progress made on tangible outcomes
11. Lessons learned and best practices.

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<sup>5</sup> Green Jobs (includes OSH); Rural Economy Development; Yapasa; Building National Social Protection Floors in Southern Africa: Malawi, Mozambique and Zambia (includes Disability); ARISE; UN Joint Programme on Gender Based Violence; United Nations Joint Programme on Social Protection in Zambia; Inception Phase for the Establishment of Social Health Protection Instruments for Effective Universal Health Coverage in Zambia

## 12. Areas of improvement

It was important to establish whether the various stakeholders who agreed on the four priorities of the ZDWCP took into account their respective institutional capacities to adapt to the possible changing operational environment to keep ZDWCP 2013-2016 on track. In this regard, table 3.1 outlines the OECD/DAC evaluation criteria definitions from which questions to assess the implementation of the ZDWCP 2013-2016 were formulated (see Annex 2 on the survey instrument). While the ZDWCP 2013-2016 document tried to respond to the Government and cooperating partners' policies and programs, the monitoring and evaluation section of the document is silent on the evaluation approach at Programme completion.

Table 3.1 OECD/DAC Evaluation Criteria Definitions

OECD/DAC Criteria	Criteria Definition
Relevance/ appropriateness	Whether program was (a) publicized and stakeholders aware of its contents and their respective roles and responsibilities; and (b) it responds to local needs and priorities as defined by the government development plans and other donor policies (UNDAF/UNDSPF for example) - and thus contributed to the 'ownership' of the program by the various stakeholders
Effectiveness	Whether the program achieved its objectives or whether its outputs were to contribute to the attainment of its objectives. The factors that determine effectiveness include timeliness of inputs (from both cooperating partners and the government budget); resourcing and institutional capacities of implementing agencies; and preparedness of the various players in the program.
Efficiency	The amount of outputs (qualitative and quantitative) in relation to the level of inputs. Often it requires considering other alternative ways of achieving the same results.
Impact	The wider effects of the program - for example on decent employment opportunities for youths, women and persons with disabilities as well as those afflicted by HIV and AIDS - that can be attributed to the ZDWCP 2013-2016 direct interventions.
Sustainability	Whether the program activities would continue beyond the end of the project period or they will cease with the end of the donor project.

For better flow of questions in the survey instruments, the sequence of questions did not strictly follow the format shown in table 3.1. The discussion of findings below follows a triangulated approach that combines desk review of relevant documents, survey data and other engagements with ZDWCP stakeholders in the Review of the National Employment and Labour Market Policy consultative processes.

Among the stakeholders we interviewed as key informants, Government officials dominated the sample on account of the fact that the Government was the anchor stakeholder in the ZDWCP 2013-2016 design and implementation. Consultation were also undertaken with Social Partners, cooperating partners and non-governmental organizations (NGOs). At ILO we interviewed 4 out of 8 project managers. The list of institutions and ranks of the respondents are provided in Annex 3.

## 4.0 Findings

### Relevance and Coherence of the ZDWCP

Most stakeholders indicated that ZDWCP 2013-2016 was responsive to the country's national strategic documents (the National Vision 2030 and the Revised Sixth National Development Plan (R-SNDP) 2013-2016 as well as the Industrialization and Job Creation Strategy of 2013). In this regard, the ZDWCP 2013-2016 responded to the ILO's Decent Work Agenda for Africa (DWAA) 2007-2015 requirement that DWCPs should be aligned to national developmental and strategic plans. Specifically, the ZDWCP 2013-2016 contributed to the R-SNDP objectives of (a) promoting employment and job creation through targeted and strategic investments in selected sectors; (b) promoting rural development by promoting agricultural development, rural enterprises and providing support infrastructure in rural areas; (c) enhancing human development by investing in the social sectors that include addressing issues related to HIV and AIDS; and (d) accelerating infrastructure development to enhance growth potential of the economy. Since the R-SNDP was one of the building blocks for the National Vision 2030, the ZDWCP 2013-2016 also contributed to the aspirations of the latter including: creating decent work opportunities; reducing the spread and impact of HIV and AIDS; and eliminating the worst forms of child labour.

By design, ZDWCP 2013-2016 responded to both the R-SNDP and the United Nations Development Assistance Framework (UNDAF) 2011-2015. This is on account of the fact that the second ZDWCP period of implementation coincided with the implementation of the two strategic documents. Since the global development agenda has moved from Millennium Development Goals (MDGs) to Sustainable Development Goals (SDGs) in 2015, the United Nations Country Team (UNCT) in Zambia has since formulated the Zambia-United Nations Sustainable Development Partnership Framework (UNSDPF) 2016-21 that is aligned to Zambia's Long-Term National Vision 2030 and the national development plan strategic framework. The Partnership Framework has three pillars (i.e. 1. inclusive social development; 2. environmentally sustainable and inclusive economic development; and 3. governance and participation). The two outcomes under pillar 2 focus on empowerment, decent work and sustainable livelihoods for women and youths in the poorest communities. In this regard, the Partnership Framework provides yet another mechanism through which DWA on a collaborative basis will be advanced as Zambia strides to realize the Long-Term National Vision 2030.

The four priorities of DWA as outlined in the DWAA, Zambia UNDAF, and Zambia-UN Partnership Framework (UNSDPF) are adequately covered by ZDWCP 2013-2016 in as far as they seek to help Zambia's quest for economic transformation from a single major commodity (copper) exporter to a diversified and vibrant economy with better capacity to create decent jobs in all sectors of her economy. In this regard, the ZDWCP 2013-2016 reinforces Zambia's imperative to implement industrial and other supporting policies that encourage labour intensive competitive enterprises development that would help to grow formal sector job opportunities and, on an incremental basis, graduate firms from the informal into the formal economy. This is especially important for those industries that employ a lot of unskilled and semi-skilled labour in the micro, small and medium enterprises (MSMEs). An increase in the share of the formal sector (be it jobs or own-account employees) in creating decent jobs that observe labour standards and fundamental principles and rights at work - could contribute to improvements in income distribution, job security and social protection in terms of medical schemes, gratuities, pensions and other benefits that

workers could enjoy well into their retirement age. From this perspective, the rights based approach to decent employment creation is anchored on adherence to labour standards by employers through accountable governance and social dialogue whereby the government, employers and workers are each clear about their respective roles and responsibilities vis-à-vis employment contracts and other terms and conditions of employment.

During the ZDWCP 2013-2016, both technical and financial support was leveraged by the ILO, other donors and other stakeholders to review some policies that seek to enhance decent work and social protection. For example, the following policies on Disability; Ageing; Social Protection; National Gender; and the National Employment and Labour Market (NELMP) - were all either reviewed or formulated during the life of the second (2013-2016) Decent Work Country Program.

While ZDWCP 2013-2016 was very relevant and appropriate to Zambia's development agenda and economic transformation, most stakeholders - especially those in the rural areas - were not aware about the Programme. While the objectives of R-SNDP on increasing the country's capacity to create decent jobs and the linkages between ZDWCP and R-SNDP were both quite clear, consultations with public (Government) officials suggested that many of them were not fully conversant with the contents of the national development plan. This had implications on the capacity of the public sector to push forward the ZDWCP reform agenda and may, in some ways, demonstrated the extent of Programme theory of change that is required among ZDWCP stakeholder institutions to make them aware of the importance of being current with national plan priorities and how those priorities can be actualized through interventions such as the ZDWCP 2013-2016.

According to some Ministry of Labour and Social Security officials, it had not been clear as to which institution between them and ILO was responsible for overall ZDWCP publicity. This may have given rise to low awareness of the Programme among other important institutions like Government Ministries such as Agriculture, Livestock and Fisheries, Commerce Trade and Industry, etc. at the provincial and district levels that are far removed from Lusaka where most DWCP activities are concentrated. However, evidence from the Social Protection Priority activities (UN Joint Programme on Social Protection and the Technical Working Group on Social Protection) suggests a very active collaboration between ILO Social Protection Team and Projects on one hand and the Ministries of Finance, Community Development and Social Welfare, Labour and Social Security, Higher Education/TEVETA, the social protection government agencies (e.g. NAPSA and Workers Compensation Fund Board) on the other. Further, the Green Jobs Programme also has very close working relationship with the Ministry of Finance and this has contributed to raising the awareness for the latter on the importance of green jobs approach to MSMEs development - especially in the construction sector.

On the issue as to which institution - the Ministry of Labour and Social Security or ILO - was responsible for the ZDWCP implementation, stakeholders' opinions indicate some level of lack of clarity. There was an even split between those who thought it was the Ministry of Labour and Social Security and those who thought it was either ILO or each TLC member. Many stakeholders, however, including those in some Government ministries, perceived ZDWCP as an ILO program and not that of the Government. The very low awareness of the Program point to importance in future to clarify roles and assign clear responsibilities for publicity and also identifying the champion for the country decent work agenda that will facilitate local ownership of the Program.

In terms of ZDWCP appropriateness to Zambia's current labour market realities, the majority of the stakeholders who were aware about the Programme saw it in very positive light in this regard. To many of them the fact that ZDWCP activities formed an integral part of their respective annual work plans and budgets signified the Programme's appropriateness and relevance to the mandates of the different institutions they represented. But, as we discuss below, the budget execution for ZDWCP was very low with the majority of stakeholders indicating that budgeted resources were neither adequate nor released timely.

The issue of publicity and communication of ZWCP objective, activities and other operational matters seem uneven. For example, stakeholders' opinions were divided on the issue of whether sufficient attention was given to marginalized groups (youths, women and persons with disability) during ZDWCP implementation. Some of them stated that the priority of extending social protection to the informal economy, for example, existed only on paper and not in reality and that the marginalized groups were not a priority to many TCLC stakeholder institutions. However, evidence presented in tables 4.4 and 4.5 below documents a lot of technical assistance, joint technical working group on extending social protection to the informal economy, training of officials in social protection, launch of the youth employment policy and action plan, inclusive TVET training for 5 skills training colleges and TEVETA, diagnostic studies, etc. that are specifically focused on marginalized groups and the informal economy. Would the divergent views among stakeholders that seem to be at variance with the evidence on the ground imply that despite the high outputs of technical assistance, the actual impact of ZDWCP activities on outcome indicators (i.e. decent job opportunities, rising incomes and declining income inequalities, improvements in productivity, etc.) continue to be illusive? Or, could it be that tables 4.4 and 4.5 listing of the various technical outputs and processes does not, by itself solve a complex problem without sufficient Government buy-in (or absence of theory of change) that will facilitate speedy decision making to move forward the national decent work agenda?

The attainment of the various ZDWCP outputs as specified in the Programme document required adequate allocation of both financial, human resources and other support services to materialize. Most stakeholders were largely of the view that ZDWCP has had neither a champion nor sufficient high-level political buy-in for the Programme to receive the requisite resources and political attention to expedite its implementation. Some stakeholders singled out the interest in the review of the retirement age from 55 to 65 years as one of the few aspects of ZDWCP that received a lot of political attention from higher authorities.

### Impact of Tripartite Institutions' capacities on ZDWCP implementation and effectiveness

Overall, most of the TCLC stakeholder institutions did not have sufficient capacities - both financial and technical - to implement the ZDWCP Priorities effectively. The ZDWCP 2013-2016 implementation period coincided with the global economic slow-down with its attendant consequences of volatile price of copper and declining Government revenues from both the mining industry and the rest of the economy. The Government capacity to fund recurrent expenses that were critical for ZDWCP implementation was severely constrained and, as such, the ILO and other cooperating partners increasingly had to take up more financing responsibilities for the various ZDWCP activities. In particular, the thematic ZDWCP focal point officers stationed at

different ministries generally had difficulties to carry out their respective mandates. On account of budget constraints, the Government has not been able to muster adequate resources to fully implement the ZDWCP activities that was expected of it. Some stakeholders raised a concern that the government budgetary constraints gave rise to “cherry-picking” behaviour among some officials who tended to focus on those activities that were better funded and not necessarily on Programme effectiveness and impact. This compounded the capacity issue even further as those activities that were less funded but were critical to decent work agenda got less attention. Most ZDWCP outputs depend on the Government to materialize, but the gaps in resourcing of the DWCP further compounded Programme ownership challenges.

It is acknowledged that the Government increased the foot print of the Ministry of Labour and Social Security and that the position of provincial labour officers was raised from principal to assistant labour commissioners in three provincial offices with the largest labour standards oversight responsibilities – i.e. Lusaka, North Western and Copperbelt provinces. The next step of positioning one factor inspector in each provincial centre (i.e. 10 in all) did not happen as planned over the Programme implementation period.

Some stakeholders within the Ministry of Labour and Social Security however felt that the location of ZDWCP implementation oversight role in the Planning Department instead of the Department of Labour within the Ministry of Labour and Social Security might have been one of the major institutional constraints to ZDWCP implementation effectiveness. The latter department is the operational arm of the Ministry and is the one that is represented at district and provincial offices and deals with the aspects of employment relations, labour standards and labour inspections.<sup>6</sup>

Apart from the departmental locational challenges, the Ministry of Labour and Social Security budgetary allocations are among the least in the Government. This is further accentuated by budget execution credibility challenges where much of the capital and recurrent budgets are not regularly funded. Figure 1 below demonstrated that while the budget allocation to MLSS for DWCP increased in 2015 when compared to 2014, overall allocation reduced by half in 2016 when compared to 2014. In terms of budget releases, figure 1 shows a declining trend of about 10% per year between 2014 and 2016.<sup>7</sup> In which case, work plan and general operations implementation has been a major challenge. The trend highlighted in figure 1 demonstrates that increase in the Ministry's footprint has not been accompanied by proportionate increase in the Ministry's budget allocation for its recurrent and capital expenditures and thus compromising its effectiveness.

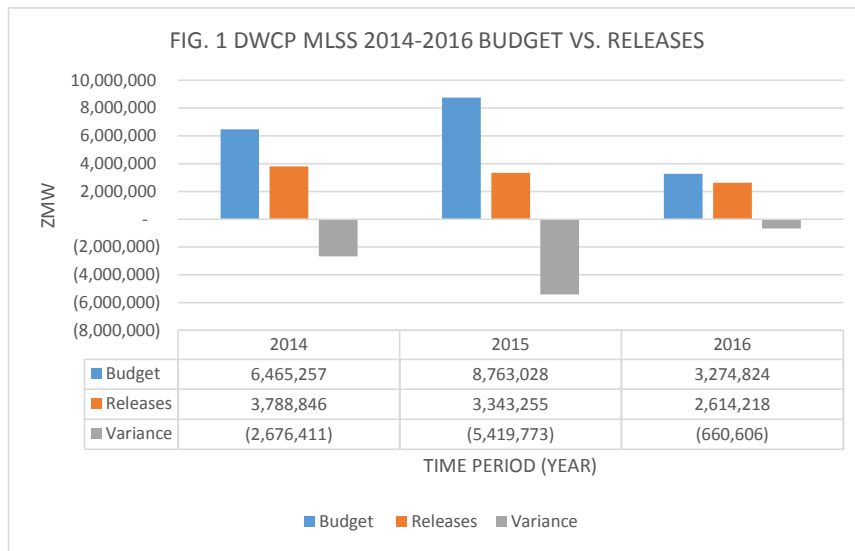
The capacity challenges among employers' and workers' organizations in the TCLC arise from them being membership organizations whose financial strengths depends on the contributions of their respective members. The change in the structure of

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<sup>6</sup> It appears inter-departmental coordination and collaboration in the Ministry of Labour and Social Security need some strengthening. On this issue, for example, the Department of Planning's view is that it is only responsible for coordinating DWCP design and Monitoring and Evaluation as per its departmental mandate with the actual implementation of all technical and administrative functions of DWCP vested with other departments in the Ministry according to their technical specializations.

<sup>7</sup> The conversion of the total budget releases for MLSS DWCP activities for the 2014-2016 period, at an average exchange rate of 8ZMW/1US\$, works out to be about US\$1,218,290. This amount is lower than the Programme projected deficit of US\$2,608,500 as specified in the Programme document (p. 35). On the other hand, the ILO (2016) Resource Mobilization Strategy for Southern Africa document shows that between 2013 and 2015, ILO secured a total of about US\$12.5 million for its Zambia Programme operations – which figure is about 76% more than the total DWCP budget of US\$7.1 million.

employment (i.e. the share of part-time and contract employment has increased relative to permanent and pensionable employment) and the industry structures (i.e. movement away from manufacturing and fabrication to services and warehousing with little participation in trade associations) have tended to reduce membership - and thereby resultant revenues - for both employers and workers organizations for them to actively implement various decent work related activities.



Source: Ministry of Labour and Social Security

In the case of trade unions, two of the three<sup>8</sup> national trade union federations started the process of merging in 2016 (DWCP Outcome 2.1) - i.e. Zambia Congress of Trade Unions (ZCTU, with 41 affiliate trade union organizations and total membership of 350,000 workers) and the Federation of Free Trade Unions of Zambia (FFTUZ, with 13 affiliates and 50,000 members).<sup>9</sup> Apart from the changes in the structure of employment and the evolving industrial structure, the other factors that necessitated the merger were:

1. Proliferation of multinational corporations, especially in the extractive and related industries, with too much focus on profitability and the attendant practices of non-observance of workers' rights.
2. Fragmentation that weakens labour movement in a thin labour market and strong employers' organizations (especially the Zambia Chamber of Mines).
3. Need to enhance trade union density to raise trade union leverage and influence.

To-date the technical committee, merger road map, memorandum of understanding on the merger, and the draft constitution of the new union have been finalized and a new name - Trade Union Confederation of Zambia (TUC - Zambia) - has been agreed

<sup>8</sup> According to ne ZCTU senior official, the third trade union umbrella organization, the Confederation of Trade Unions of Zambia (COTUZ) with three affiliates may also merge with the other two national umbrella trade union mother bodies in future.

<sup>9</sup> With formal sector employment estimated at 944,256 by the 2014 Labour Force Survey, the unionized membership of the two trade union mother bodies estimated at 400,000 represents a union density of 42% that is quite low and pales into insignificance when compared to informal sector employment of 4,915,969 as estimated in 2014 LFS.

upon by both ZCTU and FFTUZ. The final stage of merging and consolidating the two unions is expected to be completed before June 2017.

With regard to the administrative restructuring of the TCLC to make it an effective national social dialogue apex institution (Priority III), the gap analysis of the workers' and employers' organizations that were expected to be commissioned did not take place. In fact, the TCLC meetings have become quite irregular with only one meeting in 2016 (as opposed to the statutory requirement of meeting at least twice per year). The Industrial and Labour Relations Act (Cap 269 of the Laws of Zambia), clause 79, provides *"there is hereby constituted the Tripartite Consultative Labour Council ... which shall consist of the Minister and such equal number of members representing the trade unions, the employers and the Government, as the Minister may determine but the members shall not be less than twenty-one."* This works out to the following representation: trade unions (7), employers (7) and the Government (7) and 21 advisers i.e. 7 for each constituent. Clause 79 (3) designates the Labour Commissioner as the Secretary for the TCLC; while clause 80 designates the Minister responsible for labour as the Chairperson; and two vice-chairpersons (one appointed by ZCTU and the other appointed by ZFE); The TCLC has become too unwieldy with over 100 members at present (from the historical and legally provided for number of 42 members) - a development that has raised some concerns among some stakeholders who felt that TCLC should adhere to the provisions of the Act (Cap 269) and, thereby, manage costs and promote a balanced in social dialogue as a result of equal representation of constituents. This is especially important given the current fiscal constraints for the various constituents who are represented on the TCLC.

Another stakeholder concern is that the recommendation of the first ZDWCP (2007 - 2011) that a comprehensive capacity mapping and assessment be carried out prior to the implementation of the ZDWCP 2013-2016 was not carried out. Effectively, this means that at the start of ZDWCP 2013-2016 there was no baseline capacity data to determine institutional capacities of the different Social Partners and the Government and thus the allocation of roles and responsibilities was not entirely informed by such a survey. Further, without such baseline stakeholders' capacity assessment, it was difficult to plan for requisite capacity building at the start of the Programme and that may have adversely affected Programme implementation.

Evidence presented in this CPR suggests the pre-eminence of ILO's roles in terms of technical and financial leadership as well as the overall co-ordinating role in Zambia's DWCP implementation activities. The literature of aid effectiveness suggests that such an approach denies the government and other domestic social partners an opportunity to increasingly assume the responsibility and ownership of the Programme. When donor supported projects are run in close collaboration with local social partners, the prospects of strengthening the latter's organizational and institutional capacities is often optimized.

The case of the Zambia Congress of Trade Union (ZCTU) to mobilize both its affiliates, employers and other tripartite partners at the district levels under the auspices of the Achieving Reduction of Child Labour in Supporting Education in Zambia (ARISE Project) to fight child labour through the District Child Labour Committees is instructive. The case provides building blocks that can be replicated at a larger scale to build national ownership of the DWCP agenda. Even under challenges of stringent and conditional donor funding, unpredictable flow of funds and low capacities of affiliate trade unions at the district levels to mobilise resources, ZCTU still managed to implement its 2013 child labour policy (anchored on ILO's manual on hazardous child labour) developed under Irish Aid partnership as a platform to build capacities



of the Gemstone and Allied Workers Union of Zambia, the National Union of Plantation and Agricultural Workers Union, and the National Union of Building Engineering and General Workers - mostly on the Copperbelt (Chingola, Kitwe and Ndola), Kabwe and Lusaka where child labour was rife in small-scale mining, agriculture and construction sectors. In both Phase I (2012-2014) and Phase II (from 2015), the main focus of ZCTU was to:<sup>10</sup>

- 1) Strengthen structural and technical capacity of trade unions in the elimination of hazardous child labour.
- 2) Create awareness and capacity in the use of the ZCTU/ National Child Labour Policy and other ILO tools such as the Employers' and Workers' Handbook on Hazardous Child Labour.
- 3) Encourage trade union activists, at the district level, to streamline child labour issues and the informal sector in their programmes.
- 4) Promote the design of monitoring and evaluation mechanisms for trade union local action plans on eliminating child labour.
- 5) Encourage trained trade union leaders to identify and draft key actions points for trade unions' participation in District Child Labour Committees.<sup>11</sup>
- 6) Support newly identified DCLCs to agree on key priorities for a comprehensive strategy.
- 7) Promote experiences exchanges (including international experiences from Ghana) and good practices between key leaders from the districts covered in the two phases of the Project and assess the impact of the functioning of the DCLCs and local plans of action against child labour.

The ZCTU child labour program has, especially in the districts where it is being implemented, helped to raise awareness and appreciation of the dangers of child labour and the importance of returning children to school. Further, some lessons learnt from implementing the ZCTU/ARISE partnership programme point to the need for realism when tackling such a complex problem, the need for collaboration among all relevant stakeholders, and the uniqueness of occupational health and safety issues of the informal sector that require adapting existing legal frameworks prohibiting children from being involved in the worst forms of work in the agricultural, construction and mining sectors. Such lessons can inform future decent work programmes.

As stated above, ZCTU and other local social partners point to the challenges of mobilizing financial resources to finance their various decent work agenda programmes. Interestingly, most of these stakeholders have yet to build up alliances for developing joint resource mobilization strategies with both the traditional and potential donors.

In the context of Zambia being reclassified as a lower middle income country in 2011, a number of bilateral donors such as Canada, Denmark, Norway and the Netherlands have already pulled out of Zambia, and Finland is expected to phase out its assistance by 2019, while Sweden would also decide on the future direction of its assistance to Zambia within 2017. In which case, both the Government and its domestic social partners have to develop joint resource mobilization efforts to increasingly target domestic sources or cultivate new donors from either the traditional ones [i.e. the World Bank (that has a large programme on social protection), the African

<sup>10</sup> Zambia Congress of Trade Unions (ZCTU), nd. *Working towards eliminating child labour*, pp. 5-6.

<sup>11</sup> During Phase I, DCLC were established in Kaoma, Kitwe, Kabwe, Ndola, Chingola and Lusaka; while in Phase II covered Chipata, Choma, Lundazi, Kasama and Mazabuka. In the Review and Planning workshop of 2015 in Kaoma to launch Phase II, nine affiliate trade unions were represented (BETUZ, CSAWU, NUPAW, MUZ, NUBEGW, GAWU, UHWUWU, SESSTUZ and ZANUT) plus six member from the ARISE Kaoma DCLC.

Development Bank and the European Union] or emerging potential donors such as India and China (both of whom have extensive MMSEs country experiences that can be shared with Zambia), Brazil, Turkey and Russia.

Table 4.1 below outlines the current portfolio of the various donors that are supporting the DWCP 2013-2016 projects that are currently being run out of the ILO Country Office in Lusaka. To the extent some of these donors perceive ILO's approach to DWCP projects as either being too costly or being too slow to reach the targets (i.e. minimal sustainable impact), both ILO and the Government should consider "reforming" ILO's role in DWCP implementation.<sup>12</sup> An approach whereby ILO increasingly assumes the role of resource mobilizer and provider of technical backstopping to DWCP projects that are directly located in Government and other social partner institutions might prove to be less costly and quick in reaching target groups and, thereby, improve both the durability of outcomes and impacts of future decent work country programmes.

Table 4.1 List of donors by DWCP 2013-2016 related projects.

Project Name	Donor
Enhancing Competiveness and Sustainable Business among MSMEs in the Construction Sector (Green Jobs Programme)	Finish Aid
UN Joint Programme on Gender Based Violence	Sida
Decent jobs for youth and improved food security through the development of sustainable rural enterprises- Inception Phase	Sida
Integrated actions towards improved and more equitable working conditions for vulnerable groups of workers-Zambia (Domestic Workers Project)	Sida
Support to Employment Policies and Skills for Youths in Zambia	Sida
Reduction of the worst forms of labour in Tobacco Growing Communities in Zambia	Japan Tobacco International (JTI)
Achieving Reduction of Child Labour in Support of Education ( ARISE)	JTI
Training Teachers for Inclusive TEVET	AGFUND
Promoting Fundamental Principles and Rights at Work in the Zambian Mining Sector	USDOS
Law Growth Nexus II Zambia Closure	NORAD
The Right to Freedom of Association and Collective Bargaining is Widely Known and Exercised	NORAD
Promoting Rights and Opportunities for People with Disabilities in Employment through Legislation (PROPEL Zambia)-Phase II	IRISH AID
Building National Social Protection Floors in Southern Africa: Malawi, Mozambique and Zambia	IRISH AID
United Nations Joint Programme on Social Protection in Zambia	IRISH AID, SIDA, Finland and DFID
Inception Phase for the Establishment of Social Health Protection Instruments for Effective Universal Health Coverage in Zambia	GIZ
Merger of ZCTU and FFTUZ	FES

Source: FIXEST

## Validity of Design

<sup>12</sup> ILO 2016, Resource Mobilization Southern Africa Strategy.

As outlined in table 1.2 above, the ZDWCP design of Priorities, Outcomes and Outcome Indicators logically followed from a situation analysis of the decent work deficits, governance and economic transformation challenges that have historically faced Zambia. There seems to have been a logical sequence running from situation analysis to the identification of intervention areas/priorities, outcomes, outputs and output indicators. A closer analysis of this sequence does suggest, though, that some outcomes and outputs (as listed below) were not coherent to effectively guide implementation:

1. For some outputs, the sequencing of which activity/output comes first was not quite clear. For example, under Priority 1 - output 1.1.1 gaps in labour laws identified and laws revised and output 1.1.3 National Employment and Labour Market Policy (NELMP) revised and submitted for adoption - the Programme does not state which of the two activities was to happen first and the other to follow. Ordinarily, the review of the NELMP was supposed to be completed first and then gaps in labour laws identified to inform labour law reforms. Under the ZDWCP, the two activities were not coordinated and were carried out with little reference to one another.
2. In terms of output indicators, a number of them were not SMART (i.e. simple, measurable, attributable, realistic, and time bound). For example, the Child Labour Policy output indicator of "number of outputs achieved under the Child Labour Policy and Action Plan" does not provide adequate information on the scope and breadth of such outputs for one to form a clear opinion on how far this indicator would have been achieved as there is no specific target of the different outputs that should be achieved under different scenarios and/or contexts.
3. Under outcome 1.2 - increased observance of labour laws and application of fundamental principles and rights at work - some outputs and output indicators are also not SMART: number of Ministry of Labour field stations established; number of labour inspectors trained and retrained inspectors in MLSS; and number of enforcement officers and stakeholders sensitized in labour laws - the "number" is not defined and it makes it difficult to tell as to what number would be judged adequate for each output. A similar pattern applies to some of the other three Priorities, outcomes, outputs and output indicators - for example, output 2.1.1 administrative structure and TCLC reviewed and operational; output indicators of new administrative structure of the TCLC established and staff recruited; TCLC meetings held regularly and in conformity with provisions of ILRA; and number of recommendations from TCLC that are adopted by Government. Would an increase in the number of TCLC resolutions adopted by Government be a good predictor of whether Social Dialogue has been enhanced or do such decisions depend on a host of other factors that may be outside the control of other TCLC social partners?

On gender issues, the Programme document makes a strong case for engendering decent work and the elimination of all forms of discrimination against women. However, in the subsequent outcomes, outputs and output indicators gender issues are not presented as clearly as they are under the situation analysis section of the document. That said, during Programme implementation gender based violence awareness and prevention activities were highly prioritized under a specific flagship project implemented by ILO with support from other UN agencies. To some gender focused stakeholders, these efforts were not enough to mainstream gender issues as part of ZDWCP. They point to the stalling of Zambia's ratification of the Maternity Protection Convention 2000 (number 183) despite extensive work on tripartite consultations that were informed by the findings of the 2014 feasibility studies on

establishing maternity social insurance cash benefit scheme, and non-contributory maternity income protection and health protection package. The 2014 feasibility studies formed the basis for further work on Maternity Protection Policy Paper and layman's draft of maternity protection act in 2016 (see table 4.5 below) - both processes have not yet been completed despite MLSS reconvening the Technical Working Group meeting in February 2017 to further discuss and refine the two documents.

With regard to whether there were 'proper' consultations and involvement of tripartite constituents during planning, implementation and monitoring, the general stakeholders' perception is that MLSS and ILO did not adequately carry out this role. To some stakeholders, the fact that ILO is the main provider of both technical and financial resources for ZDWCP tends to make the Office less consultative and more prescriptive - especially on matters of content of ZDWCP and institutional arrangements for implementing the Program. As discussed above, within MLSS itself there is a perception that as a consequence of lack of 'proper' consultations, Programme implementation was located in the Department of Planning instead of the Department of Labour. On this point, other MLSS officials are of the opinion that the issue was not of where Programme implementation was located within partner institutions but that each partner institution was expected to take responsibility for implementation those aspects of DWCP that fell within its respective mandate. The latter opinion is premised on the need for intra- and inter-institutional coordination in the design, monitoring and evaluation, reporting and stakeholders interactions.

### Programme Effectiveness

The design and tripartite constituents' resources and other capacity challenges, have had some impact on the extent to which the expected outputs and outcomes have been achieved. Many stakeholder institutions have not fully implemented their respective ZDWCP mandates. The progress on DWCP implementation made up to 2016 is outlined in Annex 4 while tables 4.2 to 4.5 summarises that progress by Programme Priority. A lot of outputs and impact have been recorded mostly in the ZDWCP linked projects that are directly run from the ILO Country Office (ARISE, Green Jobs Programme, UN Joint Program on Gender Based Violence, UN Joint Programme on Social Protection in Zambia, Building National Social Protection Floors in Southern Africa, PROPEL, etc.). The Green Jobs Project and the UN Joint Programme on Social Protection for example, have both been very successful in leveraging decent jobs in the construction sector - that is, a sector with great potential for broad based wealth and job creation arising from its high labour intensity, low entry barriers for semi-skilled and unskilled labour, and high concentration of MSMEs.

On the other hand, the UN Joint Programme on Social Protection has, among other achievements, been very instrumental in mobilizing direct budget support to extend the social cash transfer programmes; operationalize the National Social Security Policy; and actively support the Technical Working Group on Social Protection to map out the options for extending social protection coverage to the informal economy. On the other hand, the regional project on Social Protection Floors in Southern Africa Zambia chapter has been successful in commissioning diagnostic studies to inform policy and legislative processes to remedy the existing challenges; as well as raising awareness among different stakeholders and other members of the public on the role of social protection in human development; options for financing such schemes and training Government officials and other stakeholders on how to design and manage effective integrated social protection programmes.

The other DWCP project that has recorded a lot of outputs and impact was ARISE that raised both the awareness of the harmful consequences of child labour and strengthen the capacities of social and partner institutions to withdraw children from harmful labour practices; raise the knowledge profiles of child labour oversight institutions; and improve the livelihoods of the households who stood to lose out by the removal of children from hazardous work. The successful case of ZCTU's partnership with ARISE has been documented above. Effective coordination and collaboration (both amongst donors, government ministries and other tripartite stakeholders), effective participation by all concerned as well as realistic planning and programming seem to be the major attributes of the most successful ZDWCP projects.

The DWCP activities that were directly under the Government that include the labour laws review; establishment of the National Productivity Centre; establishing a functional LMI system; etc. recorded low rates of implementation at best and non-implementation at worst. Overall, most stakeholders' opinions seem to suggest that their respective attainment of DWCP objectives in terms of outcomes and outputs was to a limited extent. While most domestic DWCP social partners identified the required corrective measures to upscale their respective implementation roles, it would seem however that most of them had severe organizational and resource constraints to carry out such corrective actions. Further, individually and collectively, such social partners expected external interventions to resolve the challenges and did not see themselves as the ones with the responsibilities to invoke corrective measures. This comes out clearly from the fact that most of them expressed concerns of resource adequacy, weak DWCP monitoring and evaluation framework, weak ownership, policy consistency and sequencing issues, etc. that, in their respective opinions, could only be resolved by external interventions and not necessarily their own institutions. This is one of the pointers to lack of programme ownership as the expectation is that either the Government or ILO should solve the issues at hand.

The ILO (2012) Zambia Decent Work Country Profile Report that detailed workplace safety challenges motivated the Auditor General's Office to audit the four OSH oversight institutions in Zambia in 2015.<sup>13</sup> The main objective of the audit was to assess the effectiveness of these OSH regulatory institutions. The four OSH institutions were the Occupational Safety and Health Services Department (OSHSD), Workman's Compensation Fund and Control Board (WCFCB) under MLSS; Occupational Safety and Health Institute (OSHI) under the Ministry of Health; and the Mine Safety Department (MSD) under the Ministry of Mines and Minerals Development. As summarized in Text Box A, the Auditor General's OSH Report provides a detailed analysis of the incidence and burden of occupational diseases, injuries and deaths (especially in the mining and quarrying industry); the Government's failures to implement effective comprehensive OSH policies and supportive legal and implementation frameworks; inadequacies of the un-coordinated and ineffective OSH regulatory framework that is seriously under-resourced in terms of human capital and financial resources, and other operational equipment. In effect, the Auditor General's 2015 Report demonstrates the extent of the problems on workers' rights that Zambia should address in subsequent Decent Work Country Programmes. Its recommended remedial measures, if implemented as part of future DWCPs, would help transform OSH regulatory regime to make it relevant, effective and efficient. The findings and recommendations of this report are highlighted in Text Box A below.

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<sup>13</sup> Republic of Zambia, Office of the Auditor General, 2015 Report of the Auditor General on the Management of Occupational Safety and Health, Lusaka.

In terms of rating of the quality of the ZDWCP outputs to-date, most stakeholders indicated that they were either good or fair. However, some stakeholders felt that some of the outputs were of poor quality. The geographical distribution of decent work activities (i.e. projects) were largely concentrated in urban and/or mining areas. On the other hand, the ARISE Project concentrated on tobacco growing areas of Eastern and Western Provinces where child labour abuse was rife. Others like social security and social protection related projects and activities were national by virtue of these activities being cross-cutting.

**TEXT BOX A: Findings and recommendations of the Auditor General's Report on the Management of Occupational Safety and Health in Zambia, June 2015**

**Findings**

1. The incidence of occupational diseases, injuries and deaths are quite high.
  - a. Workplace fatalities increased from 67 cases in 2011 to 127 cases in 2014 - i.e. a 65% increase. Nonfatal injuries increased from 312 to 1,003 over the same period - i.e. a 221% increase.
  - b. The mining and quarrying industry was the most dangerous at 15.7% of fatalities.
  - c. Although occupational diseases showed a downward trend, they were still high at 238 per 100,000 miners and ex-miners who acquired pneumoconiosis and tuberculosis (TB) at work. Over the 2011-2014 period, at least 64,128 working hours were lost due to workplace injuries.
  - d. GRZ compensation payments for workplace injuries increased by 66% from ZMW10.1 million in 2011 to ZMW16.7 million in 2014.
2. There are no effective OSH national policies, legislative and implementation frameworks:
  - a. No comprehensive OSH national policy that encompasses international and regional conventions, protocols and treaties that GRZ itself has signed and ratified. A lot of piecemeal policies that are not coordinated with no clear direction as to what should be achieved nationally.
  - b. The 4 OSH institutions audited had strategic plans that were either not being implemented or lacked specific strategies on how OSH issues were to be implemented.
  - c. Multiplicity of OSH laws that have not been updated, overlap of roles and responsibilities (making enforcement difficult), and incompatible with ILO standards as they do not provide, for example, for commuting accidents, etc.
3. Insufficient and ineffective OSH inspections regime:
  - a. All 4 OSH oversight institutions had inadequate staff, funding and equipment to conduct effective monitoring of OSH at workplaces - only 40 inspectors (in all the three OSH oversight institutions) against a total establishment of 86 positions (i.e. 47%) to cover an estimated 20,626 workplaces in 2014.
  - b. GRZ funding to OSHID and MSD were both reduced from 99% in 2011 to 28% in 2013 - hence inadequate OSH inspections in terms of equipment; limited coverage (i.e. reactive and very limited in scope) with no consistent follow ups.
  - c. Lack of proper coordination and collaboration among OSH institutions that is accentuated by absence of system for registration of factories; absence of a central OSH reporting system for recording accidents and incidents.
  - d. About half of the companies sampled had neither formal OSH policy nor committees to discuss and manage OSH issues - a direct consequence of GRZ itself not having a Comprehensive OSH National Policy and regulatory framework. Companies with formal OSH policies were following international best practices and not national regulations.
  - e. Fire protection and prevention was ineffective for most of the sample companies.
  - f. About a third of the companies audited did not provide personal protective clothing to their workers.
  - g. Inadequate inspections, failure to institute penalties and poor work ethic for both employers and employees arising from lack of effective sensitization of dangers of OSH management failures.

**RECOMMENDATIONS**

1. The Ministries of Labour and Social Security; Health; and Mines and Minerals Development together with trade unions and other relevant stakeholders should formulate a comprehensive OSH national policy to address issues in articles 4 to 7 of the ILO OSH Convention no. C155 - i.e. spell out which institutions are responsible for OSH, the roles to be played by each, and streamline and merge functions to improve effectiveness.
2. The Ministries of Labour and Social Security; Health; and Mines and Minerals Development should:
  - a. Develop goals and strategies to address OSH issues that spell out each implementing agency's roles and responsibilities as well as an effective monitoring and evaluation framework for each strategy.
  - b. Review and, where necessary, amend the various OSH laws, regulations and streamline overlaps and duplications on OSH management. Clearly identify institution(s) to administer the law(s). Consider moving Part VI of Workers Compensation Act No. 10 of 1999 Cap 271 to Occupation and Safety Act No. 36 of 2010.
  - c. Consider setting up one stop shop for notification and reporting of occupational accidents and incidents. Such notification and reporting arrangements should be based on ILO OSH standards.
  - d. Provide adequate inspectors, funds and equipment to implement identified strategies and carry out effective inspections of companies in a manner that has clear specialism to ensure efficient resource utilization.
  - e. Ensure workplaces comply to regulations with stringent sanctions effected to ensure compliance.
  - f. Work closely with trade unions and employers to conduct OSH sensitization programs among employees at different levels. The responsible Ministries should consider inclusion of OSH issues in schools, tertiary and higher education curricular to instil safety and health awareness at an early age to potential employers and employees.

Table 4.2 Priority I - Effective application of fundamental principles and rights at work to support equitable and inclusive economic growth in Zambia

Outcomes	Outputs	Progress on outputs to-date
1.1 Enhanced application of fundamental principles and rights at work through revision of key legislation and policies	1.1.1 Gaps in labour laws identified and laws revised	Gaps in labour law outlined in Issues Paper of 2013.  Labour law reforms largely stalled and GRZ not providing information to stakeholders on why the legal reforms are not progressing
	1.1.2 Ratified ILO Conventions reviewed and other relevant ILO Conventions considered for ratification	Employment Amendment Act passed by the National Assembly in 2015 (and process of repealing the Employment Act on-going)  5 ILO Conventions ratified: C081 - Labour Inspection Convention of 1947; C129 - Labour Inspections (Agriculture) Convention of 1969; C155 Occupational Safety and Health Convention of 1981; C181 - Private Employment Agencies Convention of 1997; and C187 - Promotion Framework for Occupational Safety and Health Convention of 2006.
	1.1.3 National Employment and Labour Market Policy (NELMP) revised and submitted for adoption	NELMP revised and undergoing consultations  SI 121 of 2013 on hazardous labour banned child labour
	1.1.4 Child Labour Policy and Action Plan implemented	The ARISE project supported the implementation of child labour policy and action plan with the following results: 4,327 children prevented from child labour; 575 children withdrawn from child labour; 28 tobacco production technicians/ agronomists trained in child labour prevention and OSH; 100 tobacco value chain stakeholders /farmers sensitized in child labour issues and OSH; 330 guardians receive support for improved livelihoods; 400 care givers and guardians/ farmers receive support in form of self-generated community savings and lending schemes, entrepreneurial training provided to vulnerable households and then organized into business groups; child labour concerns integrated in 6 Government departments (youth, education, community development and social welfare, information, Police victim support unit); and creation of 23 District Child Labour Committees to detect and sensitize communities against child labour practices  Partnerships with ZCTU/ZFE/TBZ, etc. in District Child Labour Committees and other for a raised awareness on worst forms of child labour
1.2 Increased observance of labour laws and application of fundamental principles and rights at work	1.2.1 New field stations established	31 field stations established
	1.2.2 New labour inspectors/ officers recruited	Over 55 labour officers/inspectors  Placement of factory inspector at each provincial centre not implemented
	1.2.3 Law enforcement officers and stakeholders sensitized on labour laws	Position of principal labour officer was elevated to Assistant Labour Commissioner for Copperbelt, Lusaka and North-Western Provinces  Law enforcement officers and District Child Labour Committee members trained on child labour laws - Kaoma, Nkeyema, Ludanzi, Choma and Mazabuka.



Table 4.3 Priority II - Effective social dialogue contributes to sound industrial relations and sustained economic growth in Zambia

Outcomes	Outputs	Progress on outputs to-date
2.1 Enhanced Social Dialogue through a functional, effective and more relevant Tripartite Consultative Labour Council administrative structure	<p>2.1.1 Administrative structure of TCLC reviewed and operational</p> <p>2.1.2 Industrial and Labour Relations Act and Employment Act reviewed for amendment</p>	<ul style="list-style-type: none"> <li>TCLC meetings very irregular (met once in 2016) – as opposed to meeting at least twice as provided in ILRA</li> <li>TCLC structure not reviewed and currently too heavy with more than 100 members instead of the 42 (7 representatives and 7 advisers for each constituent) as provided for in the Industrial Labour Relations Act. TCLC need to be restructured and spearhead national social dialogue and labour law reforms - proposal is to create a permanent secretariat and its chairmanship elevated from the current minister to Vice-President level</li> <li>Generally labour law reforms stalled despite a comprehensive Law Reforms Issues Report of 2013 mentioned under 1.1.1 above</li> </ul>
2.2 Enhanced industrial harmony through Social Dialogue	<p>2.2.1 Social partners’ dialogue, negotiation and collective bargaining skills strengthened</p> <p>2.2.2 Gap analysis of workers’ and employers’ organizational capacities carried out with an agreed action plan</p>	<ul style="list-style-type: none"> <li>Social dialogue study recommendations to strengthen social dialogue in Zambia disseminated - but no impact on the ground</li> <li>Merging of 2 trade unions mother bodies (ZCTU and FFTUZ) close to be finalized by November 2017</li> <li>National Social Tripartite Dialogue Training for 25 Social Partners resulting in creation of Tripartite Sub-Committee on mining sector of the TCLC i.e. Tripartite Partnership Committee for the Mining Sector (TPCM) established in 2015 to promote social dialogue for the mining sector</li> <li>Trade union gap analysis study findings incorporated into joint negotiations strategy on collective bargaining</li> <li>Trainings on need based negotiations in the mining sector conducted in 2015</li> <li>Trainings on collective bargaining in the mining sector conducted in 2015</li> </ul>

Table 4.4 Priority III - More and better employment opportunities created, with focus on targeted groups (youths, women, persons with disability, HIV and AIDS infected and affected people, migrant workers)

3.1 Increased decent employment opportunities for target beneficiaries within MSMEs in sectors with growth potential for enhanced	3.1.1 Enhanced entrepreneurship, business start-up, management and technical skills among targeted MSMEs	<p>The multi-country (Botswana, Ethiopia and Zambia in Africa and another 5 in Asia including China) Irish Aid supported project <i>Promoting Rights and Opportunities for People with Disabilities in Employment through Legislation (PROPEL)</i> Phase II (2014-2015) with the overall development objective of “better work and employment opportunities created for men and women with disabilities, through the creation of an enabling legal and policy environment, the promotion of skills development opportunities and measures to eliminate discrimination” supported activities included:</p> <ul style="list-style-type: none"> <li>Pilot for 5 TVET institutions<sup>14</sup> to adopt inclusive training programs to increase the enrolment and training of persons with disabilities (both women and men) alongside non-disabled students. The retrofitting/modification of infrastructure and facilities as well as a relative increase in enrolment of persons with disabilities at these 5 TVET colleges has been recorded.</li> <li>Design of curriculum that has been accredited with TEVETA as an in-service course on inclusive skills training. TEVETA included a unit on disability in the new national teachers training curriculum as a first step to streamline disability inclusion in teachers training.</li> </ul>
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<sup>14</sup> These are Mansa Trades; Kaoma Trades; Lusaka Business and Technical College; Luanshya Technical and Business College and the National Vocational Rehabilitation Centre in Ndola. The steps in the transforming towards inclusive skills training included: accessibility audits to identify barriers and explore options for easing accessibility to PWDs; training courses and related materials reviewed from disability perspective; and, finally, reports providing recommendations to be implemented by participating colleges and TEVETA were produced. This was then followed by disability awareness training for managers and staff of the TVET colleges for them to appreciate how disability is further accentuated by societal attitudes and barriers and explore practical options to overcome those barriers and attitudes through positive action and looking at disability from a human rights perspective.

human development	<p>3.1.2 Enhanced access to markets and technology for the target beneficiaries</p> <p>3.1.3 Enhanced access to financial services for the target beneficiaries</p> <p>3.1.4 Productivity Centre established</p>	<ul style="list-style-type: none"> <li>• Research on PWDs inclusion</li> <li>• Capacity building programs on streamlining inclusiveness in TVET programs.</li> <li>• Baseline study on how Zambia's media reports on disability followed by media training on inclusive reporting (majority community radio stations) and development of media guidelines</li> <li>•</li> <li>• Provided support to the development of the Disability Policy</li> <li>• Training of trade union leaders on disability inclusion and collective bargaining but this effort stalled on account of inadequate resources.</li> </ul> <p>Under the Green Jobs Programme, the following successes have been recorded:</p> <ul style="list-style-type: none"> <li>• TVET training of youths in critical skills</li> <li>• Stakeholders MOU on skills development established and stakeholders capacitated on work based learning (WBL) and recommendation to develop a WBL national framework to guide skills development in Zambia, guided by roadmap agree upon at the workshop; gap analysis of the Apprenticeship Act undertaken highlighting gaps in the Act and other policies and legislation related to skills development and providing recommendations for policy and legislative review.</li> <li>• MSMEs construction sector job improvements report published (under Green Jobs Project)</li> <li>• More than 2.5 million people reached with social and mass media platforms to educate and change mindsets on green jobs</li> <li>• Created more than 2,668 decent and green jobs through linkages and facilitation of MSMEs training in entrepreneurship, business start-up, management and technical skills</li> <li>• Facilitated transforming construction practices to become environmental compliant and sensitive</li> <li>• Improved working conditions and productivity in better quality jobs in MSMEs</li> <li>• Enhanced business linkages and access to appropriate technologies and markets for some targeted MSMEs - benefiting at least 6,667 enterprises</li> <li>• Built 12 demonstration unit for green houses in 4 provinces and shared financial risk via partnering with large construction companies to test market for green affordable housing as core business</li> <li>• Large multinational companies investing in green affordable housing for their workers and as a business to low and middle income earners (Lafarge, Barrick Lumwana and Kalumbila town development corporation, People's Process on Housing and Poverty in Zambia)</li> <li>• Launch of the youth employment policy and the youth employment action plan</li> </ul> <p>Productivity Centre not established</p>
3.2 Enhanced local development and employment by multinational enterprises	<p>3.2.1 Revised investment promotion regulations to promote skills transfer and participation of local enterprise</p> <p>3.2.2 Follow up system to monitor compliance of investment promotion by international companies, and the impact of FDI on employment established</p>	<ul style="list-style-type: none"> <li>• National workshop on work-based learning (WBL) conducted in November 2016, targeting national skills development institutions. The outcome of this meeting was a recommendation for the development of a national framework on WBL incorporating a financing mechanism and private sector engagement in skills development in Zambia, scheduled for finalization in July 2017.</li> </ul> <p>Not implemented</p>

3.3 Enhanced utilization of Labour Market Information (LMI) for policy planning and implementation	3.3.1 Statutory instrument (SI) to compel institutions to provide LMI data into the national system issued	SI not issued
	3.3.2 Functional LMI that provides key indicators of the labour market in practice	2014 Labour Force Survey conducted and report published  Functional and automated LMI process commenced - 15 computers and local area network (LAN) set up in some field stations
	3.3.3 Public Employment Exchange Services Re-established	Public Employment Exchange Services re-established at some provincial labour offices among them Lusaka, Ndola, Kafue, Mufulira and Chipata  ILO PES strengthening scoping mission was undertaken as a follow up to the recommendations from Ministers of labour and employment (Malawi, Mozambique & Zambia) meeting in 2016
	3.3.4 The capacities of constituents and other LMI providers and users enhanced on the utilization of LMI for policy planning and implementation	Not implemented

Table 4.5 Priority IV - Strengthened social protection systems including enhanced HIV and AIDS work place response

4.1 Enhanced application of Social Security policies and laws in Zambia	4.1.1 National Social Security Policy with ILO social protection floor targets submitted for approval	Social Protection projects: 1. <i>Building National Floors of Social Protection in Southern Africa (Zambia, Malawi and Mozambique - Southern Africa Region) January 2014-December 2016 supported by Irish Aid</i> ; 2. <i>United Nations Joint Programme on Social Protection in Zambia (UNJP)</i> , <sup>15</sup> December 2015 - December 2018, supported by Irish Aid, Department for International Development, and the Governments of Sweden and Finland provided the support to the implementation of this Priority:  National Social Security Policy (NSSP that included ILO social protection floor targets) and Social Protection Regulations finalized and launched in 2014.  Feasibility study on establishing Maternity Social Insurance Cash Benefit Scheme (2014).  Feasibility study for non-contributory Maternity income protection and health protection package in Zambia (2014)  Maternity protection policy paper and a layman's draft of the maternity protection act developed by tripartite stakeholders in 2016. In February 2017, the Technical Working Group presented these documents, under MLSS leadership, for further discussions and refinements.
	4.1.2 Relevant Social Security Legislation, regulation and institutions reviewed	
	4.1.3 Social security awareness created	
	4.1.4 Implementation of the National Social Security Policy by MLSS	

<sup>15</sup> The Project was based on the five pillars of the 2014 National Social Protection Policy (NSSP) and was jointly implemented by four UN Agencies (ILO, IOM, UNICEF and WFP) each of whom was responsible for coordinating specific pillar(s). One of the key focus of the project was increasing the coverage and amounts of social cash transfers to vulnerable and poor households whose resources were mostly provided by DFID, Finland, Irish Aid and Sweden through direct budget support. The Ministry of Community Development and Social Welfare coordinated the project.

		<p>NAPSA Act amended to change retirement age from 55 to 65 years old (This should be reflected as amended in the Act)</p> <p>Monitoring and Information Systems: a) workshop on MIS design modalities and options to Zambia Government; b) technical assistance to develop single SP registry (2016).</p> <p>High level Policy dialogue and leadership for Universal Health Coverage - Dialogue among Government officials from various line Ministries and main stakeholders on Social Health Insurance</p> <p>Training for Civil Society Social Protection Platform + media training and development of individual action plans by media organizations aimed at increasing knowledge and awareness of R202, social security Convention 102 undertaken in 2014 and 2015.</p> <p>Study undertaken on the Review of Social Protection Legislation and Regulations for Coverage of informal sector (2016)</p> <p>In 2015, in collaboration with UNICEF, social protection sector Coordination Strategy and Monitoring and Evaluation Framework developed.</p> <p>Integrated Framework for Basic Social Protection programmes for coherent implementation of Nssp completed in 2016 - i.e. mapping of existing non-contributory social protection programs (including maternity protection); gap analysis and coherence in programming; development and costing of programme reform options; and preparation of draft of SP integrated framework (2016).</p> <p>ILO supported GRZ to draft a comprehensive Social Protection Bill that provided for both the contributory and non-contributory aspects. The two projects (Regional and UN Joint Project) provided following specific inputs to the drafting of the bill: a) chapter on regulatory framework for social assistance programme, b) development of an 'umbrella' section in the bill establishing the overall conceptual and institutional architecture for the sector, c) stakeholders consultations and engagement of the various line ministries involved (MoH, MCDSS, MoLSS), workers and employers organizations and other civil society organizations (2016).</p> <p>Draft Social Protection bill submitted to Ministry of Justice for finalization but the process has stalled.</p> <p>Policy discussions on SP institutional restructuring proposals to create a National Social Protection Council, a Basic Social Protection Coordination Unit, and a single National Social Security Agency (2016).</p> <p>2016: Technical Assistance to Ministry of Finance social accounting matrix macroeconomic model (ZAMOD) to integrate SP analysis in the macro model and develop a micro-simulation tool for analysis of fiscal and distributional implications of SP reforms.</p> <p>Training on SP Programme Mapping within the Integrated Framework (33 participants), Gap and Coherence Analysis Workshop (30 participants), Policy options Paper (40 participants), Stakeholders Consultative Meeting on the Social Protection Bill Fringilla (25 participants), Inter-Ministerial Consultative Meeting on the Social Protection Bill (26 participants), ZCTU Development of the SP Bill position paper (35 participants), Training to Ministry of Finance to integrate social protection sector analysis in the main macro-micro economic simulation model (8 participants), Participation at the Informal Economy Academy (1 participant) (2016).</p> <p>Social Protection Week (2016) under the theme "Achieving Prosperity for All" that involved many stakeholders included critical discussions on financing social protection, need for increased pro-poor social protection public spending, and the linkages between social protection and agriculture. GRZ recommitted itself to SP institutional reforms to reduce fragmentation and improve coordination.</p> <p>Practical communication materials designed and disseminated among SMEs in the construction sector (2016)</p>
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		<p>Monitoring and compiling of bi-weekly report for dissemination to more than 300 contacts of local media coverage of social protection issues.</p> <p>Technical support to Workers' Compensation Fund Control Board and National Pension Scheme on extending social protection schemes coverage to MSMEs in construction sector provided</p> <p>Training of SMEs and Social Security Institutions inspectors on extension of social protection to the informal economy (2015)</p> <p>Capacity of Zambia Agency of Persons with Disabilities strengthened through development of strategic plan.</p> <p>Support provided for the development of a Disability Management Information System (DMIS).</p> <p>Awareness on disability inclusion enhanced through training of key stakeholders.</p>
4.2 Extension of social security to the informal sector	<p>4.2.1 Analytical research and knowledge platform developed on social protection</p> <p>4.2.2 Social protection mechanisms for the informal economy developed, disseminated and launched</p>	<p>Pension reforms technical report</p> <p>Support to Workers' Compensation Fund Control Board and National Pension Scheme to implementation of mobile sensitization and registration campaigns</p> <p>Further analytical work with Central Statistical Office (CSO) on informal economy datasets of the Labor Force Survey to inform on-going informal economy diagnostic studies. Support to CSO to improve the questionnaire on the informal economy in the Labour Force Survey.</p> <p>Further analytical work with Central Statistical Office (CSO) on informal economy datasets to inform on-going informal economy diagnostic studies as well as working with CSO to improve the questionnaire on the informal economy in the Labour Force Survey.</p> <p>Series of studies on strategic options to extend social security and social health protection to informal economy workers (i.e. domestic workers; small-scale farmers; and saw-millers) carried out in 2015 and finalized in January 2016.</p> <p>Summary report on challenges and lessons learnt on extension of social protection coverage to informal economy published in 2016</p> <p>Study on Leveraging Community Savings Groups for Social Health Protection in support to PPHPZ casual construction workers carried out (2015)</p> <p>Recommendations report on improving PPHPZ community saving schemes to strengthen social protection for construction workers in the informal economy provided (2015)</p> <p>Since then NAPSA has been interested in experimenting extending coverage to smallholder agriculture using farmers' priorities with respect to old age and steady flow of income post retirement and developed a draft strategy. Recommendations provided to NAPSA on its strategy to extend coverage to workers in the informal economy.</p> <p>Study on risks and needs assessment of workers in the construction sector carried out (2016)</p>

		<p>Support to regular meetings of the Technical Working Groups on extension of coverage to workers in the informal economy. At least 3 meetings per year. Roadmap developed. Regular follow-up of progress on activities against roadmap. Pillars of the strategy developed and agreed. .<sup>16</sup></p> <p>Support to MLSS and Ministry of Finance officials to attend courses on transitioning from the informal to the formal economy at International Training Centre in Italy.</p> <p>Overview of disability and social protection completed in 2016</p>
4.3 Increased access to HIV services by women and men workers in key economic sectors	<p>4.3.1 National HIV and AIDS workplace policy and implementation plan developed and adopted</p> <p>4.3.2 Sector based HIV and AIDS workplace programmes developed</p> <p>4.3.3 Gender sensitive economic activities started by people living with or affected by HIV started to reduce their vulnerability</p> <p>4.3.4 Linkages created between sectors and HIV service providers to scale up access to HIV prevention and care</p>	<p>National HIV and AIDs Workplace policy and implementation plan not yet submitted for Cabinet approval</p> <p>Implementation of the National HIV and AIDS Workplace Policy prioritized in the 2014-2016 Revised National AIDS Strategic Framework</p> <p>Provided business linkages and skills training for setting up and running micro and small businesses for GBV victims</p> <p>GBV victims encouraged to set up group lending and savings schemes</p>

<sup>16</sup> The Technical Working Group comprise tripartite institutions plus private sector representatives. Three ministries (MLSS, MCDSW and MoH) coordinate and collaborate amongst themselves in the TWG.

With regards to delivery of technical support to promote the decent work agenda, the main factors accounting for the relative success of the ZDWCP projects directly under ILO are as follows:

1. ILO project staff are on performance contracts and are therefore motivated to ensure that their respective projects are successful.
2. Specialization and limited span of attention when compared to Government or other tripartite constituents where focal point persons have other equally demanding substantive official roles and responsibilities that require their primary attention.
3. Better resource endowment as most ILO run ZDWCP projects are well resourced by bilateral and multilateral donors and that such projects have predictable and timely flow of resources that enhance project implementation.
4. Strong technical networks within ILO at the sub-regional, regional and international levels (Geneva) that provide adequate backstopping to support the smooth implementation of the projects.

The classic drawback of this kind of approach is sustainability - i.e. when such projects are finally handed over to the government and other domestic stakeholders who lack adequate information, resources and technical backstopping, the viability of the activities is often at risk and most do not survive for long after the projects close. From the standpoint of domestic social partners, the information asymmetry necessitated by the projects' location at ILO Country Office may have given rise to some transparency concerns from both donors (as stated above on the perception of ILO as being too costly and slow to reach target groups) and other social partners. The persistent stakeholders' perception that DWCP is largely an ILO programme may stem from the implementation transparency concerns as ILO is the only party in the implementation value chain that carries the highest authority and command of the programme resources.

All said, most ZDWCP implementation activities received some external support [from ILO in the main] - either in technical or financial or both forms - to contribute to the realization of some of the various outcome activities. Without such external support, the implementation would have been much slower given the financial constraints imposed on the Government by the collapse and volatility of the global price of copper during the Programme period. Apart from the Green Jobs Programme activities where the Government was committed to allocate some resources, some stakeholders were of the view that the Government did not demonstrate strong willingness nor prioritization to funding some of the other DWCP activities (see figure 1 above on budget execution challenges over the 2014-2016 period). As such, most stakeholders identified inadequate technical and financial resources; and limited ZDWCP buy-in as some of the constraints to the implementation of the Programme.

In terms of the distribution of benefits by gender from the various ZDWCP outputs, most stakeholders stated that both men and women benefited from the activities. However, to the extent men are on average over represented in paid and formal employment, improvements in these sub-groups would have tended to benefit more men than women. On the other hand, livelihood support programs in child labour protection programs and gender-based violence protection programs tended to benefit women more than men.

The other cross-cutting issues of gender, gender based violence (GBV) and HIV and AIDs were somewhat mixed. While the UN Joint Programme on GBV had active programs on providing business linkages and skills training for setting up and running micro and small businesses as well as encouraging GBV victims to set up group lending and savings schemes, the adverse deterioration in the business environment over the ZDWCP period may have reduced the

positive impacts of these programs. With regard to the National HIV and AIDs Workplace policy and implementation plan, its delayed finalization and submission to Cabinet for approval means that some workers might still have difficulties accessing such live saving services at their workplaces.

### ILO capacity, comparative advantage and efficiency

As emphasized above, many stakeholders identified ILO as the lead the ZDWCP 2013-2016 implementation institution (especially on finances and technical support), followed (distantly) by the Ministry of Labour and Social Security. As the global anchor DWA institution, ILO is quite highly rated by ZDWCP stakeholders (in descending order) on the following aspects:

1. Operating fairly and with integrity.
2. Providing credible and skilled specialists supporting ZDWCP.
3. Working with constituents in larger national effort through voice (advocacy), interest and comparative advantage.
4. ILO operations matching ZDWCP activities.
5. Capacity to ensure roles and expectations are managed and understood by key implementing partners.
6. Effectiveness of backstopping support from ILO regional office DWT Pretoria and Geneva to ZDWCP.
7. Addressing priorities that are consistent with the country's current capacity and available expertise.
8. Flexibility and responsiveness to changing situations.

From the above rankings, the top three aspects on which ILO is highly rated (fairness with integrity; provision of DW credible and specialist support; and working with constituents in decent work advocacy, interest and comparative advantage) speak to the organization being trusted and held in high esteem by stakeholders. That "ILO operations matching ZDWCP activities" is ranked fourth speaks to some issues on transparency of ILO programming that it may not be as consultative and transparent as some stakeholders would like it to be.

On the other end of the scale, stakeholders are conveying the message that more effective backstopping from ILO regional office and Geneva could be improved upon; ILO (and its social partners) need to be realistic in its programming to match current stakeholders capacities and available expertise; and that the organization should be flexible and responsive to changing situations. The fact that ZDWCP 2013-2016 coincided with Zambia experiencing economic challenges arising from global commodity price declines further demonstrated the extent to which the Government did not prioritize the domestic decent work agenda. Figure 1 above has demonstrated the declining budget allocation and release of funds to MLSS - a development that suggested that priority was not accorded to decent work improvements by the Government.

The stakeholders' perception that ZDWCP is largely an ILO program with little Government strategic engagement could be partly a structural issue: the direct DWA thematic project approach under direct ILO supervision relegates the Government to just being one of the stakeholders that is not directly responsible for such projects. A perception that is further accentuated by the fact that the Government did not scale up its financial support to most DWCP activities as projected by DWAA (2007 - 2015) that emphasized government and country ownership of decent work agenda.

The ILO DW thematic projects have different starting and ending periods that do not necessarily coincide with the ZDWCP 2013-2016 period. For example, the projects on



domestic workers and social dialogue in the mining industry have, respectively, closed ahead of ZDWCP. That on Green Jobs is scheduled to end in 2018 (and started in 2015) - i.e. two years after the current ZDWCP. Would it technically be correct to attribute the Green Job's achievements and challenges to the current ZDWCP or the future one or to both? From a results perspective such an approach might not be entirely SMART on account of differences in time periods and project modus operandi.

### Efficiency of resource use

Project efficiency relates the amounts of outputs (both quality and quantities) to inputs and the ability of stakeholders implementing the project to transform such inputs into outputs with maximum economy and cost-effectiveness. Since decent work implementation capacity assessment was not done before the Program commenced, as stated earlier, some stakeholders indicated that ZDWCP 2013-2016 outcomes and outputs were too ambitious compared to their respective resource envelopes and implementation capacities.

The majority of stakeholders cited non-allocation of resources (and where allocated inadequate actual releases of projected financial and technical resources) - in relation to what is required to effectively implement ZDWCP activities - as one of the main factors that adversely affected the implementation efficiency of ZDWCP 2013-2016. For some stakeholders, that resource constraint is basically a function of lack of political will and/or ZDWCP champion. Some stakeholders did point to the vigour and prioritization that was placed on infrastructure development as the turning point for infrastructure development in the country by the current Government ever since it came into power in 2011. In their view, if a similar political spotlight was illuminated on decent work, the likelihood of achieving the DWA priorities would strongly have been enhanced as discussed above. It is worth noting that the ILO has provided technical support to the Ministry of Transport and Communication to support the Government's Affirmative Action Programme on employment intensive programmes promoting youth employment under through its regular budget supplementary account since the second quarter of 2016.

Some ILO project managers who superintend resource allocations to various local institutions designated to implement ZDWCP activities, raised some concerns regarding the resource utilization in relation to achieving planned outputs by local ZDWCP project partners. Overall, some decent work project activities are not as efficient in resource utilization as some ILO program officers would like them to be.

### Effectiveness of management arrangements

Project efficiency in utilization of limited resources to achieve its outcomes and outputs requires a proactive and effective management systems at different levels in the project results chain. Stakeholders rated 9 aspects of effectiveness of ZDWCP management arrangements. The rating scale ranged from poor, fair, good to excellent. The highest rating was good as no aspect of ZDWCP management arrangements was judged to be excellent. The following is the ranking, in descending order, of their opinions:

1. Adequate involvement of relevant stakeholders to ensure expected outcomes of collaboration are spelt out in ZDWCP.
2. Adequacy of management and governance in terms of clarity of roles and responsibilities by all concerned.
3. Disaggregation of data by gender and other characteristics.
4. Clear strategy for facilitating gender equity and linkages to national gender advocacy infrastructure.

5. ZDWCP receiving adequate political, technical and administrative support from national and implementing partners.
6. Clarity of vision and strategy in terms of roadmap for ZDWCP delivery understood by all.
7. ZDWCP Steering Committee monitoring of ZDWCP performance.
8. Effective M&E system in place.
9. Systematic collection and collating of relevant information.

These rankings shows that most stakeholders were satisfied with their participation in the design of ZDWCP and the spelling out of the collaboration arrangements that were envisaged during the implementation phase; adequacy of Programme management and governance that was clear in terms of roles and responsibilities and disaggregation of data by gender and other characteristics. By implication, most stakeholders working on ZDWCP priorities were aware of their responsibilities and that the low rating of the Program management arrangements might have been due to other reasons and not necessarily lack of knowledge on roles and responsibilities. Further, this ranking also suggests that the Program placed some emphasis on disaggregation of data by gender and the strategy on facilitating gender equity and its linkages to other national gender advocacy institutions.

The earlier finding is that one of the constraints to ZDWCP implementation has been the lack of a political champion to marshal the relevant political support and visibility of decent work in the country. The ranking of these aspects in the middle seem to imply that if they are addressed expeditiously, the next ZDWCP stands a better chance of being effectively implemented.

The lowest ranked management aspects all point to the weak monitoring and evaluation function of the Programme:

- (i) ZDWCP Steering Committee monitoring of ZDWCP performance.
- (ii) Effective M&E in place.
- (iii) Systematic collection and collating of relevant information.

The low ranking of all M&E related aspects of ZDWCP underscores the weakness of this arrangement in the implementation of the Program. Without a well-functioning and robust M&E system, it may be very difficult to assess how well and effective the implementation of the Program might be. The ZDWCP Steering Committee has not been active and has not been meeting regularly to review the various aspects of the implementation of the Programme.

### Impact Orientation and Sustainability

Project impact and sustainability looks at immediate and wider effects of the Programme as well as the likelihood of the Programme activities continue well beyond the closure of the Programme. Stakeholders' opinions on whether some features of ZDWCP 2013-2016 resulted in discernible positive impacts as well as contributing to sustainability of future decent work country programs were sought. They were required to indicate their opinions on the scale ranging from strongly disagree to strongly agree. The three aspects with which stakeholders agreed with the most include:

- (i) Outcome indicators are in line with R-SNDP, UNDAF and SDGs.
- (ii) Assessment of whether ZDWCP outcomes are sustainable has been carried out and remedial measures are in place.
- (iii) Program defines clear outcome level results against which it can be assessed.

On the other hand, the four aspects on impact and sustainability the stakeholders least agreed with include the following:

- (i) Clarity and agreement on how results will be documented and verified (i.e. indicators with targets, milestones, etc.)
- (ii) Program strategy and management steered towards impact and sustainability.
- (iii) National decent work knowledge networks being used and strengthened to widely disseminate relevant information.
- (iv) Intended outcomes justify the resources being spent.

That ZDWCP is responsive to national and international development strategic documents/frameworks is further confirmed (i.e. ZDWCP document responds to R-SNDP, UNDAF and SDGs). The high ranking of the issue on assessments of sustainability of ZDWCP outcomes and remedial measures being already in place is not clear and may suggest that the question was not understood by stakeholders. Other stakeholders' pointed that while technical solutions to decent work challenges are known, the effective implementation of the Programme have been constrained by institutional and other political-economy considerations. While the document is clear on outcome level results against which it can be measured, stakeholders are however not in agreement on how those results should be documented and verified. Further, stakeholders are not convinced that ZDWCP 2013-2016 was adequately assessed on its sustainability and, given the limited ZDWCP awareness among some Government ministries, members of the public and other non-TCLC stakeholders, the national knowledge networks have only been effective in disseminating some of the relevant information - e.g. on social protection and including disability issues in TVET system.

Being the second DWCP that is being implemented consecutively, there is an expectation of some wider effects on Zambia's decent work profile that will continue to positively influence labour market developments in the near and medium terms. However, there having been no mid-term review for the current Program may have reduced its likely impact as an opportunity to reorient the Program at the mid-point (if it was found to be off-track), was missed. Such a step could have further strengthened the impact and sustainability of ZDWCP. That notwithstanding, stakeholders identified the following durable decent work improvements of the current ZDWCP 2013-2016 activities:

- (i) Some targeted labour law reforms to advance child labour protection and other workers' rights: legislation to ban casualization and hazardous labour; review of the retirement age; development of the draft social protection bill; etc.
- (ii) Labour market policy review: NELMP review and the development of the national action plan on youth employment and empowerment.
- (iii) Improvements in institutional effectiveness: increase in the number of labour inspectors and the creation of more district labour officers in different parts of the country - i.e., improvements in labour standards inspections capacity.
- (iv) Strengthened capacity of MSMEs to create viable and permanent jobs using environmentally friendly technologies in the construction industry.
- (v) Increased credibility of ILO: Government has demonstrated willingness to allocate its own resources to lead some of ZDWCP activities (e.g. Green Jobs Programme). Further, the Government has also requested for ILO technical assistance even in those activities the Government is financing on its own account.

The stakeholders' consultations findings also suggest that decent work benefits are not as clear cut as we would expect for a country that has implemented successive ZDWCP for 7 years. Stakeholders are divided on whether there has been increased awareness of decent

work benefits becoming more prevalent in the wake of ZDWCP implementation or not. There is a feeling among some stakeholders that there has been low uptake of ZDWCP outputs by other stakeholders to achieve decent work objectives. However, most stakeholders think that ZDWCP has made the Government more aware of the importance of allocating more technical and financial resources to decent work priorities. In some projects like the UN Joint Programme on Social Protection and the Green Jobs Program for which tangible MSMEs decent work benefits of graduating from informal to formal jobs have been demonstrated, the Government's willingness to allocate its own resources to implement decent work activities has been acknowledged.

On whether the ZDWCP 2013-2016 has contributed to facilitating the transformation of the TCLC, our finding is that such transformation has not taken root and that the TCLC largely still remains the way it was before the implementation of the Program started. As stated in 4.3 above, the TCLC needs urgent restructuring to improve national social dialogue as well as serving as the key institution superintending over labour law reforms. Further, some stakeholders stated that the ILRA need to be revised to elevate the chairing of the TCLC from the current Minister responsible for labour to the Vice-President of the Republic so as to raise the stature of Council and other labour market issues. In the same vein, there are limited durable inter and intra institutional coordination and collaboration mechanisms on decent work created that are likely to continue post current ZDWCP.

As stated above, the main emerging risks that have been identified during the implementation of the ZDWCP 2013-2016 largely are as follows:

1. Weak policy implementation record that is accentuated by absence of political decent work champion to enhance Government ownership of the Program and, thereby, allocate adequate budgetary and other resources to ZDWCP and also maintain some policy consistency.
2. Weak intra and inter institutional coordination and collaboration that is further exacerbated by high staff turnover from key ZDWCP institutions in terms of transfers and resignations.
3. Stakeholders' perception that ZDWCP 2013-2016 is, in its entirety, an ILO document and program with the Government as just being one of stakeholders. To those stakeholders, the institution that should be held accountable for the coordination of ZDWCP implementation and publicity is not very clear.
4. Low tripartite capacity to implement the ZDWCP.

These risks largely reflect the disappointment some stakeholders have expressed on the issue of whether ZDWCP 2013-2016 achievements have met or exceeded their expectations. For the majority of them, the Programme has fallen short of their expectations. This is not entirely surprising given the challenging global and domestic economic environments that affected some aspects of Programme implementation adversely.

## 5.0 Conclusions

The main objective of the CPR was to assess the appropriateness and adequacy of the design of the ZDWCP 2013-2016 and take stock of the achievements and challenges; and draw lessons that will inform future DWCPs. The CPR has documented some successes and challenges in Zambia's quest to achieve decent work for the vast majority of her population most of whom presently earn their livelihoods from the informal economy that is beset by a lot of decent work deficits. The fact that close to 85 per cent of the labour force are employed in the informal economy epitomizes the economic transformation challenge that need urgent resolution for the country to move closer to achieving the 2030 National Vision of being a prosperous middle income country. In particular, this calls for urgent efforts to diversify the economy away from copper mining and exporting dependency to other sources of growth that can provide a basis for inclusive and job-rich growth for the majority of the semi-skilled and un-skilled labour force. This is possible but it calls for far reaching policy<sup>17</sup> and institutional realignments that would transform public policy formulation and implementation frameworks as well as the business environment to encourage backward and forward domestic linkages to create more decent work job opportunities at different levels of the economy.

At the launch of the ZDWCP 2013-2016, the expectation was that it would contribute to Zambia's efforts to achieve the Millennium Development Goals (MDGs) - especially those relating to eradication of extreme poverty and hunger; achieving universal primary education; promoting gender equality; combating HIV and AIDS and partnerships for development. The CPR has cited the 2014 Labour Force Survey data that shows that when adjustment for informal employees in the formal sector (i.e. netted out) formal sector employment has actually declined from the 2012 level. On the other hand LCMS 2015 shows that while the national headcount poverty declined from 60.5% in 2010 to 54.4% in 2015; rural poverty hardly changed over the two periods; and that Zambia became more unequal in 2015 than it was in 2010 as the Gini coefficient increased to 0.69 in 2015 compared to 0.65 in 2010. More significantly, Zambia did not meet the MDGs Goal number 1 of halving extreme poverty between 1990 and 2015.

The CPR has demonstrated that in terms of relevance and appropriateness, the four ZDWCP Priorities were aligned to the strategic objectives of Zambia's national development plans and the National Vision 2030; UNDAF; Global DWA; and DWAA. That said, most stakeholders feel that the ZDWCP was too ambitious compared to Zambia's institutional, technical and budgetary capacities - especially given the fact that the implementation period (2013-2016) coincided with yet another economic crisis for the country in the wake of global commodities prices volatility and declines that precipitated a fiscal crisis for the Government. This is especially important as one of the conditions for successful implementation of the ZDWCP 2013-2016 was increased allocation of resources by the Government that was to be supplemented by a coherent joint resource mobilization strategy by the Government, the UN, ILO and other social partners as well as raising decent work awareness among social partners. These conditions did not materialize and consequently ZDWCP awareness by wider stakeholders and members of the public has been quite low.

The decent work agenda for Zambia is quite huge and the temptation to solve most of the problems in one phase of DWCP is quite high. In the current phase this has given rise to sequencing challenges. For example, labour law reforms (Priority I) went ahead of the Review of the National Employment and Labour Market Policy. Ordinarily, review of statutes is supposed to follow policy review but in Zambia's case, the two activities were not

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<sup>17</sup> For example pro-employment budgeting

coordinated. Apart from financial and technical capacity constraints, the ZDWCP 2013-2016 also experienced problems emanating from lack of a decent work champion who would have mastered sufficient political buy-in for the Programme to ensure it received adequate attention at the highest levels of society. Outwardly, the ZDWCP 2013-2016 was therefore technically not “owned” by the Zambian Government. This is further evident from the low levels of awareness of the Programme among Government officials and members of the public - especially in rural areas.

The CPR has further shown that the absence of the social partners’ capacity assessment data prior to the commencement of the ZDWCP 2013-2016 implementation phase may have compounded the Program’s effectiveness, efficiency, impact and sustainability. In this regard, the Programme did not take into account the lessons of experience from the first ZDWCP 2007 -2011. Consequently many stakeholders have not, for capacity and a host of other challenges, implemented their respective ZDWCP mandate activities effectively. This has given rise to the perception that ZDWCP is largely an ILO Programme as the organization is seen to have the biggest voice on Programme implementation and that most of the well-resourced ZDWCP implementation support projects were all directly operating out of the ILO Country Office. Evidence presented in this report suggests that even for a project that is running directly out of an ILO Country Office can be very effective in terms of impact and sustainability so long it is well designed, targeted and works and closely collaborates with the Government. The case of some of the projects run out of the ILO Country Office such as the Zambia Green Jobs Programme, the UN Joint Programme on Social Protection, ARISE, etc. are instructive in this regard.

The foregoing notwithstanding, ILO capacity, comparative advantage and efficiency were acknowledged by stakeholder especially in terms of operating fairly and with integrity; providing credible and skilled ZDWCP support specialists; and working with constituents in larger national effort through decent work advocacy, interest and comparative advantage. On the downside, stakeholders are concerned with ILO’s inability to provide effective backstopping support from its regional DWT offices in Pretoria and Geneva; address priorities that are consistent with Zambia’s current capacity and available expertise; and flexibility to respond to changing situations.

The monitoring and evaluation function of ZDWCP has been very weak: there has been no effective M&E system in place; systematic collection and analysis of relevant data has been irregular; and the ZDWCP Steering Committee that was charged with the responsibility of monitoring the implementation of the Program did not meet often enough to provide adequate stewardship.

Overall, the CPR has demonstrated that more decent work gains can be had from better Government programme ownership; better publicity and awareness creation; more and better participatory and inter-institutional coordination and collaborative efforts; matching resources to existing capacities (realism in programme design); designing appropriate capacity building programs to improve implementation capacities; and ILO being more responsive to changing situations.

## 6.0 Recommendations

On the basis of the foregoing conclusions, we make the following recommendations for future ZDWCPs:

1. The linkages to Global DWA, DWAA and other international development protocols like the SDGs should be in the context of addressing Zambia's decent work binding constraints and circumstances. Program design should undergo a paradigm shift that responds to Zambia's institutional and policy realities and provide adequate space for the Government to take a lead role to build sufficient "programme ownership" and, thereby, create domestic coalitions that champion the case for decent work agenda at higher levels of political authority - i.e. move from purely technical solutions to political-economy sensitive solutions.
2. Seek to make ZDWCPs agents of change that is founded on government ownership and leadership as building blocks to institutionalize decent work consultative mechanisms to anchor national coalitions to raise public awareness on the importance of more decent jobs. The linkages of decent work programs to macroeconomic policy governance improvements and competitive repositioning of the national economy to increasingly become diversified and more labour intensive are important considerations. Cooperating partner institutional capacity building programs that enhance organizational effectiveness to improve implementation capacities are critical to this process.
3. The findings and recommendations of the 2015 Auditor General's Report on the four OSH institutions need to be prioritized in the follow up DWCP.
4. MLSS should spearhead both the DWCP awareness programs as well as mobilizing other Government and other domestic stakeholders around the objective of reducing the nation's pervasive decent work deficits.
5. Further, MLSS should also prioritize the review of the ILRA that is critical to the restructuring of the TCLC and the elevation of the chairing to the Office of the Vice President.
6. Strengthen inter-ministerial collaboration and coordination but separate labour standards and rights at work enforcement and oversight roles and responsibilities from those of decent jobs creation. The Ministry of Labour and Social Security should largely be confined to the former role while the latter should be farmed to other economic ministries such as National Development Planning; Agriculture; Commerce, Trade and Industry; Livestock and Fisheries; Works and Supply; etc. Improvements between MLSS and other economic ministries could yield better decent work outcomes as a result of benefits from specialization of the different ministries.
7. Policy consistency among different ministries and sequencing are important for decent work promotion as well as providing clarity of roles and responsibilities for different actors in the decent work country agenda.
8. Prioritize decent work agenda and allocate adequate technical, financial and other facilities resources to improve programme implementation.
9. Strengthen the monitoring and evaluation function of ZDWCP to ensure follow through of activities as well as periodic reviews to restructure the programme as and when is necessary to improve impact and effectiveness.

## 7.0 Lessons Learned and Best Practices for future ZDWCPs

The overall stakeholders' assessment of ZDWCP 2013-2016 is that the Program's achievements have fallen below expectations for a number of reasons that have been discussed in this CPR. To inform the next ZDWCP, a number of lessons in terms of good practices and what can be done differently in future are outlined in this section.

The CPR documents some aspects of the ZDWCP 2013-2016 that can be categorized as being best practices that can be replicated in other parts of policy management and/or other countries. These are discussed briefly in turn.

**Participatory Planning and Design of the Programme:** The consultative and participatory involvement of different stakeholders in the TCLC, the Government and ILO in the design and allocation of roles and responsibilities in the ZDWCP has been rated highly by stakeholders. In future, such consultations and participatory mechanisms should be deepened further by providing support for key decent work institutions to write and present position papers at joint events to broaden the scope of exchange of ideas and perspectives. The consultative and participatory approach enhances inter-institutional collaboration and coordination among social partners, the private sector and other implementing agencies from the outset and thereby improving prospects for programme implementation. Further, this approach helps with realism in terms of setting targets and indicators as each partner institutions capacities will be well known to other collaborators.

**Government leadership and ownership:** The case for the Green Jobs Programme has demonstrated that when the Government is involved in the design and management of a well-targeted decent work project that shows tangible results in sustainable poverty reduction motivates the Government to increase the allocation of its own resources towards DWA activities. This kind of approach creates national decent work champions that are critical for high-level political buy-in into the DWCPs. The literature on aid effectiveness shows that inadequate Government and stakeholders consultations and participation in project design limits project effectiveness and sustainability. This ZDWCP and other regional DWA projects evaluations shows that ILO has not undertaken adequate consultation at project design stage and it is important that it considers strengthening such consultations in future programmes.

**Programme publicity and awareness creation among relevant stakeholders and the public is important for DWCP implementation:** MLSS should proactively take charge of this responsibility to ensure that both domestic and external social partners are sensitized and informed on the various aspects of decent work priorities and, if necessary, their roles and responsibilities clearly delineated and communicated to them effectively.

**Joint programming among UN Agencies to deliver as one:** The two UN Joint Programs on Gender Based Violence, and Social Protection in Zambia have demonstrated that working as one unified UN Country Team in close collaboration with the Government can leverage resources and deliver effective and coordinated results with sustainable impacts on Government and other stakeholders' capacities and the beneficiary vulnerable groups. This collaboration further demonstrates that combined efforts can make a difference for a marginalized group and should therefore be extended to other marginalized groups like youths, women in general and persons with disabilities.

**Anchor DWCP on national strategic and development plans as well as international decent work agenda and SDGs:** This is important for making DWCPs support national decent work agendas as well as ensuring that monitoring and evaluation of country programmes is



synchronized and embedded into the national development plan monitoring mechanisms that would serve to reduce transaction costs and improve programme effectiveness. Alignment to SDGs will also ensure that contribution of the DWCP to national development is economically, socially and environmentally sustainable.

**ILO's integrity and technical capacity to mobilize resources and coordinate domestic and external stakeholders:** Being an international organization that has no domestic vested interests has been acknowledged as one strong point of the ILO that makes it a trusted arbiter in DWCPs. ILO's capacity to provide specialist technical support to DWCP as well as provision of financial support is a practice that need to continue but should be tampered with the sensitivity that avoids the perception that DWCP are solely its organizational mandate and not that of host government and other social partners.

**Technical outputs on their own are not sufficient to move forward complex reforms agenda:** The two social protection projects have been very effective in producing a series of technical studies on social protection and social security that include extending social coverage to the informal economy as well as drafting policy documents and draft statutes on social protection but the actual passage of necessary legislation has stalled. The major lesson here is that more time, effort and resources need to be expended on the political-economy of decent work reforms to address concerns and other binding constraints that may contribute to political authorities' reluctance to pass key pieces of legislation that could serve as building blocks for further decent work reform efforts.

## Annex 1: TERMS OF REFERENCE

### COUNTRY PROGRAMME REVIEW

#### ZAMBIA DECENT WORK COUNTRY PROGRAMME (2013-2016)

##### 1.0 BACKGROUND AND JUSTIFICATION

Work is the basic economic activity which is central to people's livelihoods. In addition to providing income, work can lead to broader social and economic progress for an individual and the country at large, however, this outcome is not possible if work is not decent.

The Government of the Republic of Zambia in collaboration with the Social Partners (Employers' and Workers' organizations), developed the Second Decent Work Country Programme (DWCP) for the period 2013 to 2016. The DWCP provides a policy and operational framework to guide the Government, Social Partners and other stakeholders with regard to priority action towards the realization of the Decent Work Agenda in Zambia. Additionally, it provides a framework for coordinating, harmonizing and aligning ILO technical assistance and financial resources to achieve a set of priority outcomes.

The DWCP 2013-2016 was developed through a consultative process, with technical assistance from the International Labour Organization (ILO). The Programme is aligned to key National Development Plans and in particular, the Revised Sixth National Development Plan (R-SNDP 2013-16) and the Industrialization and Job Creation Strategy (IJCS 2013-16).

The DWCP is focused on four (4) agreed priorities of the Tripartite Constituents namely:

1. Effective application of fundamental principles and rights at work to support equitable and inclusive economic growth in Zambia;
2. Effective social dialogue contributes to sound industrial relations and sustained economic growth in Zambia;
3. More and better employment opportunities created, with focus on targeted groups; and
4. Strengthened social protection systems including enhanced HIV and AIDS work place response.

The DWCP is in its final year of implementation and therefore, the government with its social partners is taking stock of progress made towards its implementation. The findings of the CPR will provide valuable insight to the DWCP implementing partners and stakeholders as well as to the ILO Country Office for Zambia, Malawi, and Mozambique in Lusaka, ILO Regional Office for Africa and ILO Headquarters in the development of the next DWCP. The Country Programme Review (CPR) will also serve as a major input for the planning process of the next DWCP. The Government of the Republic of Zambia in collaboration with the social partners and the ILO therefore, seeks to recruit a national consultant to undertake a review of the Zambia DWCP.

##### 2.0 PURPOSE of the assignment

The purpose of this Country Programme Review (CPR) is to review the progress made so far in achieving the outcomes and take stock of recommendations, lessons learned and challenges so as to inform the development of the next DWCP. The review is also expected to inform the Government

and Social Partners on how to enhance the role and contribution of the DWCP in support of national policies and strategies to achieve decent work in the context of the National Vision 2030.

### **3.0 SCOPE OF WORK**

The Consultant will undertake a comprehensive review of the DWCP using the standard OECD / DAC criteria (relevance, effectiveness, efficiency, impact and sustainability of results) as well as the key issues of design and focus as the basis for its objectives and key questions, in order to ensure the veracity of the review. The following objectives will provide guidance to the assignment for the consultant:

#### **3.1 OVERALL OBJECTIVE**

To assess the appropriateness, relevance and adequacy of the design of the DWCP.

#### **3.2 SPECIFIC OBJECTIVES**

10. To assess the progress made so far to achieve the expected outcomes;
11. To assess the usefulness of the strategies, partnerships and the constraints to be addressed, including the practical application of gender mainstreaming, youth development and attention to people with disabilities;
12. To identify the major challenges, weaknesses and strengths of the DWCP;
13. To determine the extent of linkages between DWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA 2007-15) , United Nations Sustainable Development Partnership Framework (UNSDPF 2016-21);
14. To determine the linkage between DWCP outcomes and the National Development plans (NDP) as well as the expenditure frameworks for Zambia;
15. To assess the understanding and appreciation of DWCP among various national development stakeholders in the country;
16. To identify the donors who have been engaged in the DWCP implementation and those who could potentially be engaged;
17. To assess the organizational capacities for the Ministry of Labour and Social Security (MLSS), the social partners (Zambia Congress of Trade Unions, Federation of Free Trade Unions of Zambia and Zambia Federation of Employers) and the ILO Country Office with regards to the overall coordination and their effective participation and ownership of the programme; and
18. To identify lessons learned and document best practices as recommendations to inform the next DWCP.

#### **4.0 Proposed Methodology**

The methodology for the DWCP will be based on a desk review complemented by interviews with individual implementing partners, Government, social partners and the ILO. The draft report will be presented to senior management at the Ministry of Labour and Social Security, Social Partners and ILO before a validation workshop with key stakeholders. The national consultant will be guided by these TORs (including but not limited to the review questions in Annex 1) and the ILO Country Programme Reviews (CPR) guide (attached as Annex 2).

### Activity Schedule

NO	ACTIVITY	TIME FRAME	RESPONSIBLE PERSON
1	Agreement on TORs by ILO Constituents	13 May 2016	MLSS
2	Identification of Consultant	20 June 2016	ILO Constituents
3	Engagement of Consultant	24 June 2016	MLSS
4	Data collection	15 July 2016	Consultant
5	Present First draft report (*the donor mapping will also be presented)	22 July 2016	Consultant
6	Stakeholders' workshop for the CPR report. <i>*Draft (in Microsoft Word) to be circulated in advance and presented in PowerPoint.</i>	28 July 2016	MLSS
7	Present Second draft report after incorporation of comments from the implementing partners to MLSS.	3 August 2016	Consultant
8	Second draft report of CPR presented to stakeholders at a Validation Workshop	25 August 2016	Consultant
9	Submit Final report	29 August 2016	Consultant

### 5.0 Expected Deliverables

NO.	Activity	Duration
1.	First draft CPR report (in Microsoft Word) <i>(which will include review of the portfolio and documentation of the performance made so far) and the donor mapping</i>	20
2.	Second draft CPR report incorporating comments from stakeholders	5
3.	Presentation of CPR report at a stakeholders' validation workshop ( <i>*presentation by PowerPoint</i> )	1
4.	Final CPR report	4
<b>Total number of days:</b>		30

### 6.0 Profile for Consultant sought

- 6.1 Good knowledge and more than eight years' experience of working on programme reviews/evaluations;
- 6.2 Advanced degree social science or related field;
- 6.3 Ability to facilitate teams and organize work processes;
- 6.4 Good knowledge of the Zambian Labour Market context;

- 6.5 Excellent communication and report-writing skills;
- 6.6 Strategic thinking and ability to offer expert advice
- 6.7 Flexibility in responding to changing priorities by the client and
- 6.8 Fluent in written and spoken English with knowledge of local languages.

## 8.0 Annex

### 8.1 Annex 1: Review Questions

The evaluator shall examine the following key issues:

1. Relevance and coherence of the DWCP
  - Is the programme relevant to the achievements of the outcomes in the national development plan, DWAA, the UNDAF/UNSDPF, and the priorities of social partners?
  - What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?
  - Does the programme strategically fit with ILO's Programme and Budget i.e. is it relevant?
  - Is there coherence in the DWCP strategy
  - Are the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?
2. Tripartite constituents 'capacities
  - Have the tripartite constituents 'resources and efforts been steered towards supporting the delivery of the DWCP? i.e. specific structures and resources
  - Do the tripartite constituents effectively use existing linkages to promote the DWCP and contribute towards resource mobilisation efforts
  - What internal and external factors have influenced the ability of the ILO and Constituents to meet DWCP targets and what measures if any have been put in place to address them?
3. Validity of design
  - The adequacy of the design process (Is the programme design logical and coherent)? Do outputs causally link to the intended CPO that in turn link to the broader DWCP Priorities? Has the design clearly defined performance indicators with baselines and targets?
  - Has the DWCP carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?
  - Have gender issues been addressed in the programme document?
4. Programme effectiveness
  - To what extent have the expected outputs and outcomes been achieved or are likely to be achieved?

- Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
- In which area (geographic, component, issue) does the DWCP have the greatest achievements so far? Why and what have been the supporting factors?
- How effective were the backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the programme?

#### 5. ILOs capacity, comparative advantage and efficiency

- Is the ILO addressing priorities consistent with the current capacities and expertise available for the country
- Is the ILO flexible and responsive to change as warranted
- Do the ILO work with the constituents within the context of a larger national effort, contributing where they have voice, interest and comparative advantage
- Do the operations of the ILO match the DWCP
- Is the ILO operating fairly and with integrity
- Are credible, skilled specialists adequately supporting the DWCP
- Are roles and expectations well understood and managed by the key implementing partners

#### 6. Efficiency of resource use

- Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader programme outcomes?
- Are the available technical and financial resources adequate to fulfil the DWCP implementation plan
- Are the programme's activities/operations in line with the schedule of activities as defined by the DWCP implementation plan?
- How efficient was the DWCP in utilizing resources (allocated by the ILO and constituents) to deliver the planned results?

#### 7. Effectiveness of management arrangements

- Is the management and governance arrangement of the programme adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
- How effectively the DWCP Steering committee / management monitored DWCP performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?
- Is the DWCP receiving adequate political, technical and administrative support from its national partners/implementing partners?
- Are all relevant stakeholders involved in an appropriate and sufficient manner in ensuring the expected outcomes of the collaboration as spelled out in the DWCP?

- Is there a clear vision and strategy with main means i.e. road map for action delivery of the programme understood by all
- Was there a clear strategy for facilitating gender equality and linkages to the national gender infrastructure

#### 8. Impact orientation and sustainability

- Is the programme strategy and programme management steering towards impact and sustainability?
- Does the programme define clear outcome level results against which it can be assessed
- How effectively does DWCP management monitor programme performance and results? Is an effective monitoring and evaluation system in place
- How well is a mechanism to collect and collate relevant information being applied?
- Is the data gender sensitive and disaggregated
- Is there clarity and agreement on how results will be documented and verified i.e. indicators with targets ,milestones set and being applied
- Are indicators in line with those in UNDAF,SDG,NDPs
- Do the intended outcomes justify the resources being spent
- Assess whether DWCP results are sustainable and identify steps that can be taken to enhance the sustainability of programme components and outcomes

#### 9. Knowledge management and sharing

- Is information being shared made readily available to national partners
- Are national knowledge networks and knowledge bases being used and strengthened

#### 10. Progress made on tangible outcomes

- Are activities being implemented in accordance with the DWCP
- What outputs have been produced and delivered and to what extent are they being used by the partners to achieve intended outcomes.
- What are emerging risks and opportunities
- Have the activities undertaken contributed to gender sensitive outcomes

#### 11. Lessons learned

- What good practices can be learned from the DWCP that can be applied in the next phase and to similar future DWCPs?
- What should have been different, and should be avoided in the next phase of the DWCP?
- Are the outcomes being realised from the DWCP implementation matching or exceeding the ambitions of the constituents

#### 12. Areas of improvement

- What are the key areas of improvement which can enhance implementation and monitoring

## **8.2 Tentative List of Organizations to be consulted**

- 8.2.1 Ministry of Labour and Social Security
- 8.2.2 Ministry of Finance
- 8.2.3 Ministry of Commerce, Trade and Industry
- 8.2.4 Ministry of Youth, Sports and Child Development
- 8.2.5 Ministry of Justice
- 8.2.6 Ministry of Gender
- 8.2.7 Ministry of Community Development
- 8.2.8 Ministry of Agriculture
- 8.2.9 Ministry of Transport and Communications
- 8.2.10 Ministry of Information and Broadcasting Services
- 8.2.11 Ministry of Health
- 8.2.12 Ministry National Development Planning
- 8.2.13 Ministry of Higher Education
- 8.2.14 Ministry of General Education
- 8.2.15 Zambia Development Agency
- 8.2.16 Citizens Economic Empowerment Commission
- 8.2.17 National Aids Council
- 8.2.18 International Labour Organisation
- 8.2.19 Zambia Federation of Employers
- 8.2.20 Zambia Congress of Trade Unions
- 8.2.21 Federation of Free Trade Unions of Zambia
- 8.2.22 Jesuit Centre for Theological Reflection
- 8.2.23 Policy Monitoring and Research Centre
- 8.2.24 Zambia Agency for Persons with Disabilities
- 8.2.25 Central Statistical Office (CSO)



### **8.3 List of Documentation for Review**

- 8.3.1 Revised Sixth National Development Plan 2013-16
- 8.3.2 Industrialisation and Job Creation Strategy 2013-16
- 8.3.3 National Employment and Labour Market Policy
- 8.3.4 Zambia Decent Work Country Programme
- 8.3.5 Z-DWCP Implementation Plan
- 8.3.6 Annual Work Plans and Reports for MLSS
- 8.3.7 Annual reports for Workers' and Employers' Organisations
- 8.3.8 Annual Progress Reports of the Z-DWCP
- 8.3.9 Child Labour Policy
- 8.3.10 Gender Policy
- 8.3.11 Millennium Development Goals
- 8.3.12 National Youth policy and Action Plan
- 8.3.13 SME Policy
- 8.3.14 UNDAF 2011-16
- 8.3.15 ILO evaluation reports

## Annex 2 ZDWCP 2013-2016 Stakeholder Interview Schedule

Date: \_\_\_\_\_

Respondent Position: \_\_\_\_\_

Department: \_\_\_\_\_

Number of years with the organization: \_\_\_\_\_

Province: \_\_\_\_\_

Rural/Urban (circle applicable)    1. Rural    2. Urban

**Institution Type:**    1. Government Ministry/Executive Agency  
 (Tick appropriate)    2. State Owned Enterprise  
                                  3. Private Sector Employer  
                                  4. Trade Union  
                                  5. Trade Association  
                                  6. Cooperating Partner (Specify) \_\_\_\_\_  
                                  7. Other (Specify) \_\_\_\_\_

ZDWCP 2013-2016 RELEVANCE/APPROPRIATENESS		
1. Do you know the Zambia Decent Work Country Program (ZDWCP) 2013-2016?	YES NO	IF NO GO TO Q 5
2. If YES, how did you know about the Program?	1 Participated in its formulation 2 My job covers decent work/employment issues 3 Heard about it from other sources 4 Other (specify) _____	
3. In your view, has ZDWCP 2013-2016 been adequately publicized to the following? Staff in your organization  Other relevant stakeholders  General public?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO  <input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO  <input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO	
4. Who is responsible for ZDWCP publicity?	<input type="checkbox"/> 1 MLSS <input type="checkbox"/> 2 ILO <input type="checkbox"/> 3 EACH TLC MEMBER	
5. Have you heard anything about ZDWCP? From what source?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO Sources: 1 Work colleagues and/or associates. 2 Workshop/seminar 3 Media (electronic, radio, print, etc.) 4 Other (Specify) _____	

6. What inputs/roles did your organization provide during the design of ZDWCP? (Briefly itemize)	1 _____ 2 _____ 3 _____											
7. Which of the following ZDWCP 2013-2016 Priorities falls under the mandate of your department to implement (if more than one, kindly rank according to level of importance attached to each priority)?	<table border="0"> <thead> <tr> <th></th> <th style="text-align: right;"><b>RANK</b></th> </tr> </thead> <tbody> <tr> <td>Effective application of fundamental principles and rights at work to support equitable and inclusive economic growth in Zambia</td> <td style="text-align: right;">_____</td> </tr> <tr> <td>Effective social dialogue contributes to sound industrial relations and sustained economic growth in Zambia</td> <td style="text-align: right;">_____</td> </tr> <tr> <td>More and better employment opportunities created, with focus on targeted groups (youths, people with disabilities, people infected and affected by HIV and AIDS, and migrants)</td> <td style="text-align: right;">_____</td> </tr> <tr> <td>Strengthened social protection systems including enhanced HIV and AIDS work place response</td> <td style="text-align: right;">_____</td> </tr> </tbody> </table>			<b>RANK</b>	Effective application of fundamental principles and rights at work to support equitable and inclusive economic growth in Zambia	_____	Effective social dialogue contributes to sound industrial relations and sustained economic growth in Zambia	_____	More and better employment opportunities created, with focus on targeted groups (youths, people with disabilities, people infected and affected by HIV and AIDS, and migrants)	_____	Strengthened social protection systems including enhanced HIV and AIDS work place response	_____
	<b>RANK</b>											
Effective application of fundamental principles and rights at work to support equitable and inclusive economic growth in Zambia	_____											
Effective social dialogue contributes to sound industrial relations and sustained economic growth in Zambia	_____											
More and better employment opportunities created, with focus on targeted groups (youths, people with disabilities, people infected and affected by HIV and AIDS, and migrants)	_____											
Strengthened social protection systems including enhanced HIV and AIDS work place response	_____											
8. Are ZDWCP 2013-2016 priorities and outcomes appropriate to Zambia's current labour market realities?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO											
9. Is the ZDWCP strategy coherent: i.e. are activities and outputs consistent with its overall goal and its objectives?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO											
10. Do your annual work plans and budgets include ZDWCP 2013-2016 activities?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO											
11. Have ZDWCP 2013-2016 budgeted resources been released both adequately and timely?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO											
12. Does your department/institution actively monitor its implementation of ZDWCP mandate?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO											
13. <b>IF GOVERNMENT AGENCY/MINISTRY/ DOMESTIC STAKEHOLDER OR UN AGENCY:</b>	Do you know the Revised Sixth National Development Plan (2013-2016)  <input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO	Have you read it in some details?  <input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO										

<p>14. Which of the following R-SNDP objectives does your work on ZDWCP 2013-2016 respond to?</p> <p>To promote employment and job creation through targeted and strategic investments in selected sectors <span style="float: right;">TICK</span> _____</p> <p>To promote rural development by promoting agricultural development, rural enterprises and providing Support infrastructure in rural areas _____</p> <p>To enhance human development by investing in the social sectors. _____</p> <p>To accelerate infrastructure development to enhance growth potential of the economy _____</p>		
<p>15. <b>IF UN AGENCY:</b> Do you know the United Nations Development Assistance Framework UNDAF 2011- 2015?</p>	<p><input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO</p>	<p>IF YES GO TO Q 16</p> <p>IF NO GO TO Q 17</p>
<p>16. Which of the following UNDAF (2011-2015) outcomes does ZDWCP 2013-2016 respond to? Please tick.</p> <p style="text-align: center;">TICK</p> <p>1 HIV and AIDS _____</p> <p>2 Sustainable livelihoods and food security _____</p> <p>3 Human development _____</p> <p>4 Climate change, environment and disaster risk reduction and response _____</p> <p>5 Good governance and gender equity _____</p>		
<p>17. Do you have any joint work plan with other ministries/agencies/other stakeholder institutions on ZDWCP 2013-2016 activities?</p>	<p><input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO</p>	
<p>18. In your view, have Government, Employers and Workers' organizations (Tripartite constituents) devoted enough resources and energy to implement ZDWCP?</p>	<p><input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO</p>	
<p>19. Does the ZDWCP implementation pay adequate attention to marginalized groups' interests like gender, youths and the disabled?</p>	<p><input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO</p>	
<p>20. Do the Government, Employers and Workers' organizations hold joint events to mobilize resources for ZDWCP implementation?</p>	<p><input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO</p>	
<p>21. What major factors have affected the implementation of ZDWCP?</p>		

22. What corrective measures are required to improve ZDWCP implementation?		
23. How would you rate the UN's (ILO, UNDP, FAO and World Bank) involvement in ZDWCP 2013-2016 design and subsequent implementation?	Design: 1.[ ] Inadequate 2.[ ] Adequate 3.[ ] Not sure 4.[ ] Good 5.[ ] Very Good	Implementation: 1.[ ] Inadequate 2.[ ] Adequate 3.[ ] Not sure 4.[ ] Good 5.[ ] Very Good
<b>EFFECTIVENESS</b>		
24. To what extent has your department achieved the planned ZDWCP outcomes and outputs?	<input type="checkbox"/> 1 Not at all <input type="checkbox"/> 2 To some extent <input type="checkbox"/> 3 To a great extent	
25. How do you rate the quality of ZDWCP outputs produced to-date?	<input type="checkbox"/> 1 Poor <input type="checkbox"/> 2 Fair <input type="checkbox"/> 3 Good	
26. Kindly itemize the ZDWCP outputs produced to-date by your department/institution?	1 _____ 2 _____ 3 _____ 4 _____	
27. Have those outputs benefited both women and men equally?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO	
28. What worked well during ZDWCP implementation?		
29. What did not work well during ZDWCP implementation?		
30. Has your organization received any external support to towards ZDWCP implementation?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO	
31. Do you recall whether stakeholders' mapping was undertaken to assess ZDWCP implementation capacity readiness?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO	

32. In your view how would you rate ILO capacity and effectiveness on the following:				
	Poor	Good	Very Good	Excellent
Addressing priorities that are consistent with the country's current capacity and available expertise	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Flexibility and responsiveness to changing situations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Working with constituents in larger national effort through voice, interest and comparative advantage	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ILO operations matching ZDWCP activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ILO operating fairly and with integrity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provided credible and skilled specialists supporting ZDWCP	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Capacity to ensure roles and expectations are managed and understood by key implementing partners	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Effectiveness of backstopping support from ILO regional Office, DWT Pretoria and Geneva to ZDWCP	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>EFFICIENCY</b>				
33. Were ZDWCP outcomes too ambitious compared to implementation capacity?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO			
34. What has been the most serious constraint to ZDWCP implementation?	1 Inadequate financial resources 2 Inadequate technical capacity within my institution 3 Lack of political will/ZDWCP champion 3 All of the above			
35. <b>FOR ILO ONLY:</b> Did the various institutions designated to implement ZDWCP activities efficiently utilize the resources allocated by ILO to deliver planned results?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO			
36. Kindly rate the effectiveness of the following ZDWCP management arrangements:				
	Poor	Fair	Good	Excellent
Adequacy of management and governance in terms of clarity of roles and responsibilities by all concerned	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ZDWCP Steering Committee monitoring of ZDWCP performance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Effective M&E system in place	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Systematic collection and collating of relevant information	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Poor	Fair	Good	Excellent
Disaggregation of data by gender and other characteristics	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ZDWCP receiving adequate political, technical and admin Support from national and implementing partners	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Adequate involvement of relevant stakeholders to ensure expected outcomes of collaboration are spelt out in ZDWCP	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Clarity of vision and strategy in terms of roadmap for ZDWCP delivery understood by all	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Clear strategy for facilitating gender equality and linkages to national gender advocacy infrastructure	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>IMPACT AND SUSTAINABILITY</b>				
37. Do you recall whether a mid-term review of ZDWCP was undertaken or not?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO			
38. List up to three decent work improvements that are directly linked to ZDWCP activities?	1 _____ 2 _____ 3 _____			
39. Is awareness of decent work benefits more prevalent as a result of ZDWCP implementation?	<input type="checkbox"/> 1 YES <input type="checkbox"/> 2 NO			
40. To what extent are ZDWCP outputs being used by other stakeholders to achieve decent work objectives?	1 None 2 Somewhat 3 To a limited extent 4 A lot			
41. Has GRZ become more aware of allocating more technical and financial resources to decent work priorities as a result of ZDWCP?				
42. <b>FOR TCLC PARTNERS:</b> Has ZDWCP positively contributed to facilitating transformation of TCLC?				

43. Have durable inter- and intra- institutional coordination and collaboration mechanisms on decent work been created to continue post ZDWCP 2013-2016 project period?				
44. Would you agree whether ZDWCP 2013-2016 has had positive impact on and contributed to sustainability of future decent work country programs based on the following features?	Strongly Disagree	Disagree	Agree	Strongly Agree
Programme strategy and management steered towards impact and sustainability	[ ]	[ ]	[ ]	[ ]
Programme defines clear outcome level results against which it can be assessed	[ ]	[ ]	[ ]	[ ]
Clarity and agreement on how results will be documented and verified (i.e. indicators with targets, milestones, etc.)	[ ]	[ ]	[ ]	[ ]
Outcome indicators in line with R-SNDP, UNDAF and SDGs	[ ]	[ ]	[ ]	[ ]
Intended outcomes justify the resources being spent	[ ]	[ ]	[ ]	[ ]
Assessment of whether ZDWCP are sustainable has been carried out and remedial measures are in place	[ ]	[ ]	[ ]	[ ]
National decent work knowledge networks being used and strengthened to widely disseminate relevant information	[ ]	[ ]	[ ]	[ ]
<b>LESSONS LEARNED</b>				
45. What are the emerging risks and opportunities that have been identified during the ZDWCP implementation period?				
46. What are good practices from ZDWCP 2013-2016 that can be applied to future similar programs?	1 _____ 2 _____ 3 _____ 4 _____			



<p>47. What should be avoided and done differently during future ZDWCP projects?</p>	<p>1 _____</p> <p>2 _____</p> <p>3 _____</p> <p>4 _____</p>
<p>48. Have the achievements of ZDWCP fallen short, matched or exceeded expectations?</p>	
<p>49. What specific measures should be taken in future to improve ZDWCP design, implementation and monitoring and evaluation?</p>	<p>1 _____</p> <p>2 _____</p> <p>3 _____</p>

***END – THANKS FOR YOUR TIME AND PATIENCE***

### Annex 3: List of Individuals Interviewed by Job Title, Institution and District

No	District	Name of Institution	Position
1	Lusaka	Ministry of Community Dev & Social Welfare	Acting Permanent Secretary
2	Solwezi	Solwezi Municipal Council	Director Administration
3	Solwezi	NAPSA	Provincial Credit Officer
4	Solwezi	Judiciary	Senior Presiding Local Court Magistrate
5	Solwezi	Community Development	Senior Community Development Officer
6	Solwezi	Solwezi Trades Training Institute	Acting Vice Principal
7	Solwezi	Ministry of Health	Human Resource Manager
8	Solwezi	Principal Medical Officer	Human Resource Development Officer
9	Solwezi	Central Statistical Office	Senior Statistical Officer
10	Solwezi	Mines Development Dept.	Field Surveyor
11	Solwezi	ZANIS	Cameraman
12	Solwezi	ZANIS	Clerical Officer
13	Solwezi	Youth Development	Provincial Youth Coordinator
14	Solwezi	Human Resource & Administration	Senior Education Officer
15	Solwezi	Provincial Education Office	Senior Planner
16	Kaoma	Education	Deputy Head
17	Kaoma	Human Resource Manager	Executive Officer
18	Kaoma	NGO Coordinating Council	Provincial Coordinator
19	Solwezi	Judiciary	Local Court Magistrate
20	Solwezi	ZAPD	Registry Clerk
21	Solwezi	Policy & Planning	Provincial Agriculture Planner
22	Solwezi	Provincial Planning Unit	Senior Planner
23	Kaoma	Community Development	Assistant Community Development Officer
24	Kaoma	Ministry Of Health	Human Resource Management Officer
25	Kaoma	Zambia Police	Coordinator VSU
26	Kaoma	DEBS Education	Education Standard Officer
27	Kaoma	ZANIS	Technician
28	Kaoma	Education	Education Standard Officer -G1
29	Kaoma	Department of Youth	Assistant Trades Instructor
30	Kaoma	Marinatha Grassroots Institute	Executive Director - Founder
31	Solwezi	Water Affairs	Executive Director - Founder
32	Solwezi	Engineering	Shop - Steward
33	Solwezi	Ministry of Labour	Assistant Labour Commissioner
34	Kaoma	Kaoma Trades Training Institute	Vice Principal
35	Kaoma	FPRW	M & E Officer
36	Kaoma	Ministry of Labour & Social Security	Assistant Labour Officer
37	Kaoma	ZCTU Western Province	Regional Co-ordinator ZCTU Western

38	Kaoma	YWCA	Project Coordinator
39	Kaoma	Ministry of Health	Pharmacy Technologist
40	Kaoma	Agriculture	Agriculture Officer
41	Lusaka	Ministry of Higher Education	Permanent Secretary
42	Lusaka	MLSS LSK	Director Planning
43	Lusaka	MLSS LSK	Principal Social Security Officer
44	Lusaka	ZCTU H/Q	Director of Research & Economics
45	Lusaka	ILO - Arise	National Program Manager
46	Lusaka	ILO - GBV Coordinator	National Project Coordinator
47	Lusaka	MLSS-Planning & Research	Senior Planner
48	Lusaka	MLSS - Social Security	Director - Social Security
49	Lusaka	MLSS - Labour	Assistant Labour Commissioner - Legal
50	Lusaka	MLSS - Labour	Labour Officer
51	Lusaka	MLSS - Labour	Labour Commissioner
52	Lusaka	MLSS-Planning & Research	Principal Planner
53	Lusaka	ILO - Green Jobs Program	Program Manager
54	Lusaka	Economics -ZFE	Economist

## Annex 4: Zambia Decent Work Country Programme II: 2013-2016 - Implementation Status Report

Commented [JC1]:

December 2013 – June 2016

DWCP Key Result Areas		Progress on the DWCP Implementation to December 2016	
DWCP Outcomes (10)	DWCP Outputs (32)	Institution	Progress to date, results achieved by outputs, key challenges and opportunities
<b>Outcome 1.1:</b> Enhanced application of fundamental principles and rights at work through revision of key legislation and policies.	Output 1.1.1: Gaps in labour laws identified and laws revised	MLSS  ILO	<ul style="list-style-type: none"> <li>– Gaps in labour laws identified in an Issues Paper of 2013 that recommended: (i) consolidation of all provisions governing labour market institutions in to one act, i.e. Labour Institutions Act to optimize on the high costs associated with multiple labour market regulatory institutions; (ii) adoption of measures to increase and optimize financial and other resources of labour market institutions; (iii) adoption of measures to expand reach of labour market institutions to workers in informal economy; and (iv) the need to address the key challenge of blanket application of labour laws to all firms irrespective of their size that negates economy's capacity to create jobs.</li> <li>– C189 - domestic workers' gap analysis conducted in 2015</li> <li>– Employment Amendment Act (no. 15 of 2015) passed by the National Assembly (and process of repealing the Employment Act just started)</li> <li>– Regulatory Impact Assessment for the construction MSME sub-sector validated by key industry stakeholders; submitted to the MLSS's Labour Code Review Committee Chairpersons</li> <li>– Labour legal reforms agenda has stalled.</li> </ul>
	Output 1.1.2: Ratified ILO Conventions reviewed and other relevant ILO Conventions considered for ratification	ILO	<ul style="list-style-type: none"> <li>– 5 ILO Conventions ratified on 23 December 2013:<sup>18</sup> <ul style="list-style-type: none"> <li>o CO81 – Labour Inspection Convention, 1947 (no. 81)</li> <li>o C129 – Labour Inspection (Agriculture) Convention, 1969 (no. 129)</li> <li>o C155 – Occupational Safety and Health Convention, 1981 (no. 155)</li> <li>o C181 – Private Employment Agencies Convention, 1997 (no. 181)</li> <li>o C187 – Promotional Framework for Occupational Safety and Health Convention, 2006 (no. 187).</li> </ul> </li> <li>– SI 121 of 2013 passed on hazardous labour – thereby banning child labour</li> </ul>
	Output 1.1.3: National Employment and Labour Market Policy (NELMP) revised and submitted for adoption	MLSS  ILO	<ul style="list-style-type: none"> <li>– Consultative review of NELMP completed and awaiting Cabinet approval</li> <li>– Youths, workers, employers and persons with disability all participated in the NELMP National Stakeholders' consultative workshops.</li> <li>– Technical support to the 2014 Labour Force Survey that was published in early 2016.</li> </ul>
	Output 1.1.4: Child Labour Policy and Action Plan implemented	MLSS  ILO  ILO	<ul style="list-style-type: none"> <li>– *Child Labour Inspection undertaken in Kaoma and communities sensitised on child labour issues</li> <li>– Law enforcement officers trained on child labour laws</li> <li>– The ARISE project supported the implementation of child labour policy and action plan with the following results: <ul style="list-style-type: none"> <li>o 4,327 children prevented from child labour;</li> <li>o 575 children withdrawn from child labour;</li> <li>o 28 tobacco production technicians/agronomists trained in child labour prevention and OSH;</li> <li>o 100 tobacco value chain stakeholders/farmers sensitized in child labour issues and OSH;</li> <li>o 330 guardians receive support for improved livelihoods;</li> <li>o 400 care givers and guardians/ farmers receive support in form of self-generated community savings and lending schemes, entrepreneurial training provided to vulnerable households and then organized into business groups;</li> <li>o Child labour concerns integrated in 6 Government departments (youth, education, community development and social welfare, information, Police victim support unit); and</li> <li>o Creation of 23 District Child Labour Committees to coordinate, detect, monitor and sensitize communities against child labour practices; etc.</li> </ul> </li> <li>– 9, 000 people reached on awareness on child labour and education countrywide</li> <li>– 4 Provincial Education Teams trained on mainstreaming child labour in education</li> </ul>

<sup>18</sup> See [http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200\\_COUNTRY\\_ID:103264](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200_COUNTRY_ID:103264) (doi: 9 February 2017).

			<ul style="list-style-type: none"> <li>- 800 households supported with economic empowerment initiatives to further support prevention and withdrawal efforts</li> <li>- 141 teachers trained on issues of child labour, education, children's rights and concerns around protection</li> <li>- 3 reading and recreation centres established to support child labour identification, prevention and withdrawal services at community level</li> <li>- Institutional and technical capacities strengthened for District and community networks</li> <li>- Heads of Department in Mpika District trained using SCREAM to facilitate the localization, sharing, resource mobilization, monitoring the implementation of the National Child Labour Policy and the National Action Plan-NAP</li> <li>- Targeted groups trained on child labour such as religious leaders, traditional leaders and advisors, local councillors and Local Government officers, media (including community media)</li> <li>- Community members mobilised on child labour and transferred knowledge and tools on child labour elimination and education</li> <li>- District, community and institutional networks established and strengthened</li> <li>- 1, 100 children prevented from child labour using peer to peer life skills and behavioural change strategies</li> <li>- 500 adolescents (15-17 years) identified with withdrawal from child labour training in life skills and psychosocial support (67 are pursuing skills training programmes with at least 75% school participation)</li> <li>- 120 households' livelihood improved through income generating activities</li> <li>- 253 parents/caregivers livelihood's improved through establishment and training of 25 Self Help Groups and community based micro savings and loans schemes</li> <li>- Out-of-school youths trained on life skills at community centres through development of training materials</li> <li>- 4 community education instructional centres established for literacy, numeracy and agricultural skills training</li> <li>- Partnership formed with Ministry of Labour and Social Security to support the implementation of the National Action Plan on child labour</li> <li>- Partnership formed with Zambia Federation of Employers to raise awareness on Worst Forms of Child Labour on tobacco farms and strengthen capacity for employers', farmers' and community response</li> <li>- Child labour mainstreamed in District Government programmes</li> </ul>
			<ul style="list-style-type: none"> <li>- Domestic Work Sector National Plan of Action (NPA) developed (i.e. gap analysis for domestic workers) in February 2015, incorporating interventions on prevention and protection of child domestic workers.</li> </ul>
<b>Outcome 1.2:</b> Increased observance of labour laws and application of fundamental principles and rights at work	Output 1.2.1: New field stations established	MLSS	<ul style="list-style-type: none"> <li>- 31 field stations established in various districts</li> </ul>
	Output 1.2.2: New labour inspectors/officers recruited	Public Service Management Division	<ul style="list-style-type: none"> <li>- Over 55 labour officers/inspectors recruited for increased observance of labour laws and application of fundamental principles and rights at work</li> </ul>
	Output 1.2.3: Law enforcement officers and stakeholders sensitized on labour laws	MLSS	<ul style="list-style-type: none"> <li>- Child Labour Inspection undertaken in Kaoma and communities sensitized on child labour issues</li> <li>- Law enforcement officers and District Child Labour Committee members trained on child labour laws – Kaoma, Nkeyema, Lundazi, Kasama, Choma and Mazabuka</li> </ul>
<b>Outcome 2.1:</b> Enhanced Social Dialogue through a functional, effective and more relevant Tripartite Consultative Labour Council administrative structure	Output 2.1.1: Administrative structure of TCLC reviewed and operational	ILO	<ul style="list-style-type: none"> <li>- Tripartite Social Dialogue Partnership Committee for the mining sector established</li> <li>- 25 Social Partners trained on National Social Tripartite Dialogue</li> <li>- Administrative structure of TCLC not reviewed.</li> <li>- TCLC meetings very irregular and met only once in 2016</li> <li>- TCLC still remains just as an advisory institution</li> </ul>
	Output 2.1.2: Industrial and Labour Relations Act and Employment Act reviewed for amendment	MLSS	<ul style="list-style-type: none"> <li>- See progress under Output 1.1.1 above</li> <li>- Roadmap on the merger of the two trade union mother bodies (ZCTU and FFTUZ) and technical meetings on merging the two constitutions close to finalization. Next major step is for each mother body (especially ZCTU) to present to its Labour Conference the resolutions and next steps for the merger. ZCTU Labour Conference scheduled for March 2017.</li> <li>- Freedom of association and collective bargaining, especially the right to strike, identified as a gap in the current Industrial and Labour Relations Act. Consensus on the process of reviewing labour laws did not materialize during DWCP and ever since the process started in 2007.</li> </ul>

<b>Outcome 2.2:</b> Enhanced industrial harmony through Social Dialogue	Output 2.2.1: Social partners' dialogue, negotiation and collective bargaining skills strengthened	MLSS	<ul style="list-style-type: none"> <li>- Social dialogue study undertaken and recommendations submitted to strengthen social dialogue in Zambia</li> <li>- National Social Tripartite Dialogue Training done for 25 Social Partners that culminated into the formation of the Tripartite Committee for the mining sector as a sub-committee of the TCLC.</li> </ul>
	Output 2.2.2: Gap analysis of workers' and employers' organisational capacities carried out with an agreed action plan	ILO	<ul style="list-style-type: none"> <li>- Trade union gap analysis study undertaken and fed into the joint strategy on negotiations in collective bargaining</li> <li>- Technical support to the Workers Compensation Fund Control Board and National Pension Scheme on increasing access to social protection schemes among workers and MSMEs in the building construction sector provided</li> </ul>
<b>Outcome 3.1:</b> Increased decent employment opportunities for target beneficiaries within MSMEs in sectors with growth potential for enhanced human development	Output 3.1.1: Enhanced entrepreneurship, business start-up, management and technical skills among targeted MSMEs	MYS	<ul style="list-style-type: none"> <li>- Under Green Jobs Programme, the following outputs have been achieved by end 2016:</li> <li>- Stakeholders MOU on skills development established and stakeholders capacitated on work based learning (WBL) and recommendation to develop a WBL national framework to guide skills development in Zambia, guided by roadmap agreed upon at the workshop; gap analysis of the Apprenticeship Act undertaken highlighting gaps in the Act and other policies and legislation related to skills development and providing recommendations for policy and legislative review.</li> <li>- MSMEs construction sector job improvements report published</li> <li>- More than 2.5 million people reached with social and mass media platforms to educate and change mindsets on green jobs</li> <li>- Created more than 2,668 decent and green jobs through linkages and facilitation of MSMEs training in entrepreneurship, business start-up, management and technical skills</li> <li>- Facilitated transforming construction practices to become environmental compliant and sensitive</li> <li>- Improved working conditions and productivity in better quality jobs in MSMEs</li> <li>- Enhanced business linkages and access to appropriate technologies and markets for some targeted MSMEs – benefiting at least 6,667 enterprises</li> <li>- 1,600 youths trained in the Gender and entrepreneurship in 10 Youth Resources Centers.</li> <li>- 1300 Young entrepreneurs have accessed the YDF countrywide and have received training in business skills.</li> </ul>
		ILO	<ul style="list-style-type: none"> <li>- First Action Plan on Youth Empowerment Developed. The plan provides adequate instruments and strategies for addressing youth unemployment comprehensively through a multi-sectoral approach.</li> <li>- An action Plan on Youth Employment and Empowerment developed and adopted by Cabinet (and launched by the President).</li> <li>- 2,000 youth entrepreneurship skills enhanced in Gender and Entrepreneurship Together (GET) Ahead and Improve your Exhibition skills</li> <li>- Draft entrepreneurship policy: technical Assistance to Ministry of Education, Science and Vocational Training and Early Education (MESVTEE then)</li> <li>- Inclusive skills training piloted in the National Vocational Training and Rehabilitation Centre (NVRC)</li> <li>- 370 new jobs created during the period under review; additionally, qualities of 417 jobs were improved.</li> <li>- 29 women beneficiaries trained in solar panel assembly.</li> <li>- 100 youth smallholder farmers (69 male, 31 female) in Chibombo and Mporokoso districts trained on basic entrepreneurship</li> <li>- 3,500 GBV survivors trained on entrepreneurship, business management, exhibition skills and Financial Literacy skills with supported from Implementing Partners (IPs)</li> <li>- A national Business and Disability Network established under ZFE</li> <li>- Capacity of national media strengthened on disability reporting</li> </ul>
		ILO	<ul style="list-style-type: none"> <li>- Rural Youth Enterprise for Food Security programme launched in 2013 to promote decent jobs for youth and improve food security by increasing market awareness for value addition in selected food crops</li> <li>- 844 joint ventures created between 2011 and 2015 in order to enhance entrepreneurship</li> <li>- The Zambia Development Agency Act is currently under review</li> <li>- 12 Core venture and Cooperative based clusters have been established; Rice in Zambezi; Timber - Copper belt; Groundnuts in Eastern and Copper belt; Leather in Lusaka and Copperbelt; Dairy in Kitwe and Choma; Gemstone Copperbelt and Lundazi; Textiles in Lusaka; Sugar cane grower in Mazabuka; Soy production in Kasama; Milling plant and out grower scheme in Solwezi</li> <li>- Export Promotion Division to broaden MSMEs access to local and international markets established</li> <li>- KAIZEN Institute of Zambia (KIZ) Limited – the main aim of this institute is to improve the quality, productivity, efficiency, employee morale and competitiveness of both the public and private sectors in Zambia in line with the Vision 2030.</li> <li>- A directorate at ZDA has been created to spearhead MSMEs activities such as Product Development, access to domestic and foreign Markets, linking MSMEs to large companies.</li> </ul>
	Output 3.1.2: Enhanced access to markets and technology for the target beneficiaries	MYS	<ul style="list-style-type: none"> <li>- Rural Youth Enterprise for Food Security programme launched in 2013 to promote decent jobs for youth and improve food security by increasing market awareness for value addition in selected food crops</li> <li>- 844 joint ventures created between 2011 and 2015 in order to enhance entrepreneurship</li> <li>- The Zambia Development Agency Act is currently under review</li> <li>- 12 Core venture and Cooperative based clusters have been established; Rice in Zambezi; Timber - Copper belt; Groundnuts in Eastern and Copper belt; Leather in Lusaka and Copperbelt; Dairy in Kitwe and Choma; Gemstone Copperbelt and Lundazi; Textiles in Lusaka; Sugar cane grower in Mazabuka; Soy production in Kasama; Milling plant and out grower scheme in Solwezi</li> <li>- Export Promotion Division to broaden MSMEs access to local and international markets established</li> <li>- KAIZEN Institute of Zambia (KIZ) Limited – the main aim of this institute is to improve the quality, productivity, efficiency, employee morale and competitiveness of both the public and private sectors in Zambia in line with the Vision 2030.</li> <li>- A directorate at ZDA has been created to spearhead MSMEs activities such as Product Development, access to domestic and foreign Markets, linking MSMEs to large companies.</li> </ul>
		MCTI	<ul style="list-style-type: none"> <li>- 844 joint ventures created between 2011 and 2015 in order to enhance entrepreneurship</li> <li>- The Zambia Development Agency Act is currently under review</li> <li>- 12 Core venture and Cooperative based clusters have been established; Rice in Zambezi; Timber - Copper belt; Groundnuts in Eastern and Copper belt; Leather in Lusaka and Copperbelt; Dairy in Kitwe and Choma; Gemstone Copperbelt and Lundazi; Textiles in Lusaka; Sugar cane grower in Mazabuka; Soy production in Kasama; Milling plant and out grower scheme in Solwezi</li> <li>- Export Promotion Division to broaden MSMEs access to local and international markets established</li> <li>- KAIZEN Institute of Zambia (KIZ) Limited – the main aim of this institute is to improve the quality, productivity, efficiency, employee morale and competitiveness of both the public and private sectors in Zambia in line with the Vision 2030.</li> <li>- A directorate at ZDA has been created to spearhead MSMEs activities such as Product Development, access to domestic and foreign Markets, linking MSMEs to large companies.</li> </ul>

		ILO	<ul style="list-style-type: none"> <li>- Built 12 demonstration unit for green houses in 4 provinces and shared financial risk via partnering with large construction companies to test market for green affordable housing as core business</li> <li>- Large multinational companies investing in green affordable housing for their workers and as a business to low and middle income earners (Lafarge, Barrick Lumwana and Kalumbila town development corporation, People's Process on Housing and Poverty in Zambia)</li> <li>- 100 youth farmers' access improved to increase inputs, extension support and output market access services.</li> <li>- Youth supported through provision of extension services and training on production techniques, access to seed, fertilizer and inoculant as well as production technologies, and secured market for the youth to sell their produce</li> <li>- 500 GBV survivors trained in exhibition skills.</li> <li>- GBV survivors assisted to access land by Municipal councils and Ministry of Lands for productive and marketing purposes through linkages being facilitated by the Programme</li> </ul>
	Output 3.1.3: Enhanced access to financial services for the target beneficiaries	MYS	<ul style="list-style-type: none"> <li>- Improved financial performance of at least 5000 youth owned managed rural enterprises in Eastern, Central, Northern and Luapula Provinces</li> </ul>
		MCTI	<ul style="list-style-type: none"> <li>- 1,866 MSMEs accessed credit from Citizen Economic Empowerment Commission funds.</li> <li>- 147 processing and production projects in the 10 provinces of Zambia accessed K35 million</li> <li>- Youth Development Fund has increased from K11,142,000 in 2012 to K29,302,897.00 in 2015</li> </ul>
		ILO	<ul style="list-style-type: none"> <li>- 18 trainers trained in Financial Literacy; 135 MSMEs trained by trained trainers in financial literacy</li> <li>- Over 1,800 GBV survivors accessed financial services such as training in Financial Literacy, opening bank accounts, savings and credit from financial institutions and specifically banks, Micro Finance Institutions</li> <li>- 100 youth farmers accessed finance in Chibombo and Mporokoso districts through the creation of commercial linkages between the youth smallholder farmers and the National Savings and Credit Bank NATSAVE, who provided the youth with loans averaging K2, 400 for farming inputs.</li> </ul>
		ILO	
	Output 3.1.4. Productivity Centre Established		-
<b>Outcome 3.2:</b> Enhanced local development and employment by multinational enterprises	Output 3.2.1: Revised investment promotion regulations to promote skills transfer and participation of local enterprise		- Not implemented
	Output 3.2.2: Follow up system to monitor compliance of investment promotion by international companies, and the impact of FDI on employment established		- Not implemented
<b>Outcome 3.3:</b> Enhanced utilization of Labour Market Information (LMI) for policy planning and implementation	Output 3.3.1: Statutory instrument to compel institutions to provide LMI data into the		- Not implemented

	national system issued		
	Output 3.3.2: Functional LMIS that provides key indicators of the labour market in place	MLSS	<ul style="list-style-type: none"> <li>The functional and automated Labour Market Information System process commenced with a total of 15 computers installed and Local Area Network (LAN) set up in some Field Stations</li> </ul>
	Output 3.3.3: Public Employment Exchange Services Re-Established		
	Output 3.3.4: The capacities of constituents, and other LMI providers and users is enhanced on the utilization of LMI for policy planning and implementation		
<b>Outcome 4.1:</b> Enhanced application of Social Security policies and laws in Zambia	Output 4.1.1: National Social Security Policy with ILO social protection floor targets submitted for approval		<ul style="list-style-type: none"> <li>The National Social Protection Policy (NSPP) adopted and launched in December 2014</li> <li></li> </ul>
	Output 4.1.2: Relevant Social Security Legislation, regulation and institutions reviewed	MLSS  ILO	<ul style="list-style-type: none"> <li>Layman's bill drafted for workers' compensation Act, proposed amendments to National Pension Scheme Act finalized</li> <li>Technical assistance to Government on the Pension Reform Process provided</li> </ul>
	Output 4.1.3: Social Security awareness created	MLSS  ILO	<ul style="list-style-type: none"> <li>Social security awareness activities conducted for trade union mother bodies (ZCTU and FFTUZ) and some quasi government institutions e.g. NAPSA</li> <li>Civil Society Organizations trained on Platform for Social Protection to improve their knowledge on Recommendation 202 (R 202) of 2012 on National Social Protection Floors</li> <li>Over 150 MSMEs (over 600 individuals) in construction sector sensitised through the Labour Law Advocacy and Awareness campaign on Social Protection Awareness</li> <li></li> </ul>
	Output 4.1.4: Implementation of the National Social Security Policy by the MLSS		<ul style="list-style-type: none"> <li>Technical assistance to government (i.e. both MLSS and the Ministry of Community Development) on the development of an Integrated Framework for Social Protection provided.</li> <li>Technical assistance on the development of the financial and administrative governance of social protection provided – in collaboration with UNICEF</li> </ul>
<b>Outcome 4.2:</b> Extension of social security coverage to the informal economy	Output 4.2.1: Analytical research and knowledge platform developed on social protection	ILO	<ul style="list-style-type: none"> <li>Feasibility study on social health insurance; workers compensation and access to social security undertaken</li> <li>Feasibility study on social health insurance; workers compensation and access to social security undertaken</li> <li>Six training modules of Social Protection developed on the financial and administrative governance of social protection – i.e. for both Zambia and the sub-region</li> <li>ILO delivered workshop on Single Registries for social protection programmes in response to Government request to build capacity of its officials on the design of their system.</li> <li>ILO was invited to be part of the Single Registry Technical Committee comprising Government officials, World Bank and DFID.</li> </ul> <p>Under Zambia Green Jobs Programme, the following studies were concluded:</p>



			<ol style="list-style-type: none"> <li>1. Assessment of social security risks in the construction sector.</li> <li>2. International practices on extension of social security coverage in the construction sector.</li> <li>3. Good working conditions in the construction sector in Zambia.</li> <li>4. Health Saving Schemes that developed recommendations for improvements managed by the Peoples' Process on Housing and Poverty in Zambia. The study was used by the Ministry of Health to assess the potential of community health saving schemes in extending social health insurance. The study findings were presented and discussed at a national stakeholders' workshop with Government, social security institutions and sector (construction) associations in late 2014.</li> </ol>
	Output 4.2.2: Social protection mechanisms for the informal economy developed, disseminated and launched		<p>Under Zambia Green Jobs Programme, ILO signed MoUs with Workers Compensation Fund Control Board and the National Pension Scheme Authority in 2015 to increase access to social protection schemes among workers and MSMEs in the construction sector through the implementation of the following mechanisms to raise awareness among employers and workers in the construction sector on social security:</p> <ol style="list-style-type: none"> <li>1. Practical guidelines and communication materials with social security rules adapted to the construction sector</li> <li>2. Mobile registration campaigns for enrolment and collection of contributions</li> <li>3. Practical tools and mechanisms to incentivise pension scheme coverage in collaboration with relevant stakeholders.</li> </ol>
<b>Outcome 4.3:</b> Increased access to HIV services by women and men workers in key economic sectors	Output 4.3.1: National HIV and AIDS Workplace Policy and Implementation Plan developed and adopted	MLSS	<ul style="list-style-type: none"> <li>- National HIV and AIDS Workplace policy and implementation plan developed for approval/adoption by Cabinet</li> <li>- Implementation of the National HIV and AIDS Workplace Policy were boosted by its inclusion as a priority in the <i>Revised National AIDS Strategic Framework for 2014-2016</i></li> </ul>
		ILO	<ul style="list-style-type: none"> <li>- Technical support on the development of the National HIV and AIDS Workplace Policy Final Drafts and Implementation Plan developed and submitted to MLSS for action on adoption.</li> </ul>
	Output 4.3.2: Sector based HIV and AIDS workplace programmes developed		<ul style="list-style-type: none"> <li>- 5 sector-specific HIV&amp;AIDS workplace programmes developed and implemented in the ministries of Education; Agriculture; Home Affairs; Transport; and Informal economy targeting organizations and workers in the informal sector.</li> <li>-</li> </ul>
	Output 4.3.3: Gender sensitive economic activities started by people living with or affected by HIV started to reduce their vulnerability		<ul style="list-style-type: none"> <li>- 786 (550 women and 236 men) living with and affected by HIV&amp;AIDS commenced economic activities in poultry, oil processing, maize marketing, brick moulding, carpentry, metal fabrication and retailing, creating gainful employment for themselves.</li> <li>-</li> </ul>
	Output 4.3.4: Linkages created between sectors and HIV service providers to scale up access to HIV prevention and care		<ul style="list-style-type: none"> <li>- 8, 547 workers (4,828 females and 3,719 males) sensitized on VCT information, 5, 432 (3, 313 females and 2, 119 males) were referred for VCT services.</li> <li>- 786 (550 women and 236 men) living with and affected by HIV&amp;AIDS commenced economic activities in poultry, oil processing, maize marketing, brick moulding, carpentry, metal fabrication and retailing, creating gainful employment for themselves.</li> </ul>