



Evaluation Summary



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

Final Evaluation

Quick Facts

Countries: *Zambia*

Final Evaluation: *July 2018* Date

Mode of Evaluation: *Independent*

Administrative Office: *CO Lusaka*

Technical Office: *DWT/Pretoria & ILO/Geneva*
Green Jobs Programme

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Project End: *31 October 2018*

Project Code: *ZAM/13/01/FIN*

Donor & Project Budget: *Finland, US\$12, 300*
000; United Nations and Government of Zambia
US\$1.100 000

Keywords: *Green jobs, Micro Small and Medium*
Enterprises (MSMEs), building construction,
private sector development,

Background & Context

Summary of the project purpose, logic and structure The “Zambia Green Jobs Programme, Enhancing competitiveness and sustainable business among MSMEs in Zambia’s building construction sector” is a private sector technical assistance project implemented as a UN Joint Program with technical support extended by the International Labour Organization (ILO), UN Environment (UNEP), Food and Agriculture Organization (FAO), United Nations Conference on Trade and Development (UNCTAD) and International Trade Centre (ITC). In this report it will be referred to either as ZGJP, or the Project. This initiative was funded by the Government of Finland starting with an 18-month inception phase (01 January 2012 – 31 August 2013 with an allocation of US\$1,3 million). After a successful evaluation and closure of the inception phase, proceeding with a 48-month implementation phase (01 September 2013 - 31 August 2017) with an allocation of US\$12.1 million including a US\$1.1m in-kind contribution from the UN System and Government of Zambia.

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

Outcome 1: Increased appreciation in the Zambian public at large, and building industry stakeholders in particular, of green building principles – named green “mind-set” and attitude”;

Outcome 2: A refined industry-specific regulatory framework that stimulates demand among private and public housing developers for environmentally friendly building materials, products and methods, named “Enabling green business environment”; and

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

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

Present Situation of the Project

The project period was from 1 September 2013 to 30 March 2018 but a no-cost extension was provided until 31 October 2018. The project is disseminating lessons learnt and implementing the last elements of its exit and sustainability plan.

Purpose, scope and clients of the evaluation

The objectives of the evaluation are to “generate knowledge; assess the efficiency and effectiveness of the programme; assess the relevance and sustainability of outputs as a contribution to longer-term outcomes that can be replicated in other sustainable areas that can result in creation of decent green jobs especially for youths and women. The scope of the evaluation is the entire ZGJP implementation, i.e. the period during which it has been implemented (2013 – 2018). Special focus is on coherence and synergies across components and participating agencies and partners. All key outcomes and outputs are subjected to the evaluation from the start of

the programme to the closing at the end of April 2018. The evaluation criteria used to assess the Project’s achievements are relevance, effectiveness, efficiency, impact orientation and likelihood of sustainability. Validity of the Project design was also looked into.

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

Methodology of evaluation

The evaluation applied qualitative methods to collect both qualitative and quantitative data and information. Quantitative data was obtained from secondary sources. Field visits to partner institutions and project areas were undertaken in Lusaka, North-Western and Copper belt Provinces during March-April 2018.

Main Findings & Conclusions

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

a) The Project is designed as a UN partnership programme - a reflection of “One UN”/“UN as One” models. The Project’s Project Document and framework designs are generally well developed. The relations between the different elements within the LFA framework; as well as within the Strategic framework are basically logical and coherent. The majority of the outcomes and outputs are tangible.

a) The Project was initially aware of important external risks, however, some risks that are formulated have no place in a LFA framework as they clearly can be influenced by, or are under the direct control of the Project itself/Lead Agency – such as the capability of the Project UN and management staff.

b) Having two different frameworks for the Theory of Change (LFA and a Strategic Framework) confuses the picture regarding what, exactly, the Project intended to achieve in terms of outputs and outcomes.

Conclusion – Validity of the project’s logical and strategic frameworks (design)

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

Key finding 2. Project relevance

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

Key finding 3. Project effectiveness

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

Key finding 4. Project efficiency

All in all ZGJP has been adequately efficient. However, multiplicity of activities and geographical spread may have compromised efficiency in some

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

Key finding 5. Likelihood of sustainability and impact

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

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

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

Recommendations & Lessons Learned

Main recommendations and follow-up

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

Recommendation 1

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

Recommendation 2

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

Recommendation 3

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

Recommendation 4

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

Recommendation 5

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

- a) Involve fewer agencies in UN Delivering as One - to improve on efficiency and effectiveness, and
- b) Make it mandatory for future similar programme to produce both semi-annual and annual Technical

Progress Reports for full accountability and transparency that report on accomplishments against plans.

Recommendation 6

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

Recommendation 7

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

Lessons learnt

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