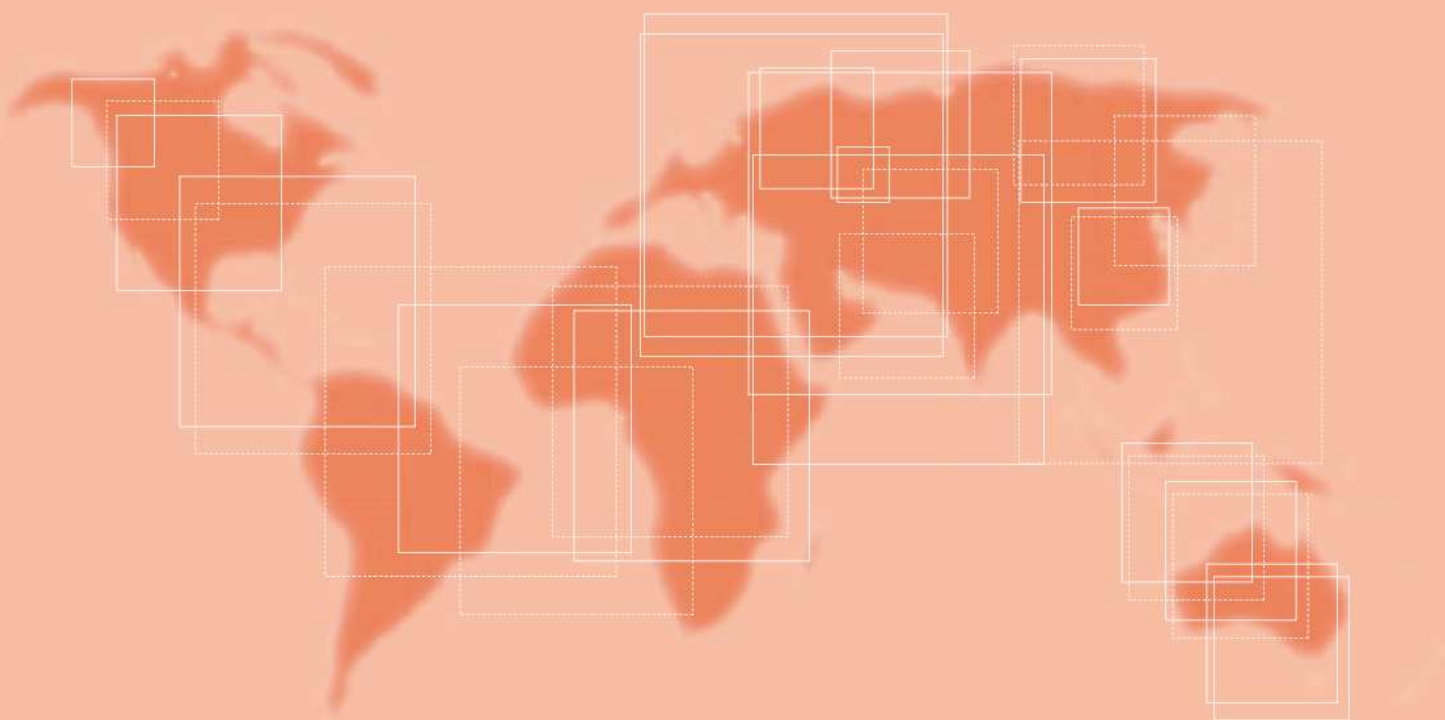




International
Labour
Office
Geneva

Independent Evaluation of the ILO's Country Programme for **Zambia: 2001-2007**



EVALUATION
UNIT

**Independent Evaluation of the
ILO's Country Programme for Zambia: 2001-2007**

International Labour Office
September 2008

Prepared by
Shubh Kumar-Range
Carla Henry

Copyright © International Labour Organization 2008

First published 2008

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to ILO Publications (Rights and Permissions), International Labour Office, CH-1211 Geneva 22, Switzerland, or by email: pubdroit@ilo.org. The International Labour Office welcomes such applications.

Libraries, institutions and other users registered with reproduction rights organizations may make copies in accordance with the licences issued to them for this purpose. Visit www.ifrro.org to find the reproduction rights organization in your country.

Independent Evaluation of the ILO's Country Programme for Zambia: 2001-2007 / International Labour Office. - Geneva: ILO, 2008

1v.

International Labour Office

ISBN print: 978-92-2-121673-5

ISBN web pdf: 978-92-2-121674-2

technical cooperation / decent work / ILO Programme / programme evaluation / role of ILO / Zambia

01.01.3

ILO Cataloguing in Publication Data

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications and electronic products can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. Catalogues or lists of new publications are available free of charge from the above address, or by email: pubvente@ilo.org

Visit our website: www.ilo.org/publns

Printed in Switzerland



Source : www.un.org/Depts/Cartographic/map/profile/zambia.pdf

Preface

This evaluation report was prepared by independent consultants with no previous involvement in the ILO's country programme to Zambia. The lead evaluator was Shubh Kumar-Range, who was joined by Carla Henry from the ILO Evaluation Unit and Kristine Alsvik from the ILO Africa Regional Office in Addis-Ababa. Additional analysis was provided by Jeffrey Banda and support for finalizing the report by Sergio Iriarte Quezada. Responsibility for the content and presentation of findings and recommendations rests with the evaluation team. As such, the views and opinions expressed in the report do not necessarily correspond to the views of the ILO, its members, or implementing partners.

Contents

List of Abbreviations.....	vii
Executive Summary	x
1. Introduction	1
1.1 Background to the ILO in Zambia and rationale for evaluation exercise	1
1.2 Evaluation Objectives	2
1.3 Scope and Methodology	2
1.4 Evaluation limitations	2
2. Zambia: From economic slide to recovery.....	4
2.1 Improving macroeconomic conditions.....	4
2.2 Trends in poverty and living conditions.....	4
2.3 Government of Zambia responses in FNDP	7
2.4 The UN System response to GRZ priorities: JASZ, UNDAF, SAG.....	10
3. Priorities in the ILO’s Past Programme in Zambia.....	12
3.1 Situational Analysis of Labour and Employment policies.....	12
3.2 ILO support to Zambia: Country Priorities and Operational Strategies.....	13
3.2.1. Legislative and policy support for Zambia’s employment policy.....	14
3.2.2. Extending opportunity for self employment for women and people with disabilities with skills development.....	15
3.2.3. Institutional development to promote labour intensive infrastructure development	15
3.2.4. Protecting people with HIV and AIDS against discrimination in the world of work:	16
3.2.5. Elimination of child labour	16
3.2.6. Expansion of social security protections in the population.....	17
4. Key Findings	18
4.1 Relevance and Comparative advantage.....	18
4.2 Partnerships and Tripartism	20
4.3 Validity of design and strategy of the DWCP in Zambia and its link to the UNDAF.	24
4.4 Results orientation and potential for impact.	25
4.5 Impact and Sustainability	28
5. Strategy Assessment by Strategy Objective and DWCP Priority.....	31
5.1 Overview	31
5.2 Rights at Work: Dealing with the challenges of economic liberalization and loss of formal sector jobs.....	31
5.2.1. Rights of the Zambian workforce:	31
5.2.2. Child labour and trafficking:	32

5.3 Employment: tackling the policy and cross-cutting dimensions of employment growth and broad-based development	33
5.3.1. Employment as a priority in the DWCP: 2007-2011	35
5.4 Social Protection: strengthening existing protections, and going beyond the formal sector.....	36
5.4.1. HIV and AIDS in world of work as a DWCP priority: 2007-11.....	38
5.5 Social dialogue: addressing weaknesses within the tripartite members and related institutions.....	39
6. Organizational Effectiveness.....	40
6.1 Vision and Strategy.....	40
6.2 National Partnerships	40
6.3 DWCP Implementation.....	41
6.4 Resources mobilization	42
6.5 Performance Review and Innovation.....	43
6.6 Knowledge Management and Knowledge Sharing	43
7. Conclusions and recommendations	45
7.1 General conclusion	45
7.2 Specific conclusions and recommendations.....	45
8 Comments by the Office on the evaluation	50
9 Tripartite Constituent Assessment	52
Annex 1.....	54
Annex 2.....	56
Annex 3.....	57
Annex 4.....	62
Annex 5.....	65

List of Figures

Figure 1. Zambia; Human Development Index, 1975 to 2005.....	5
Figure 2. Degrees of Informality for all employed persons 2005	7
Figure 3. Trends in ODA Resource Flows to Zambia.....	8
Figure 4. Organizational chart for the ILO Lusaka Office, including lines of support and accountability.	42

List of Tables

Table 1. Trends in MDG indicators 1990-2007	6
Table 2. Outcome framework for Zambia DWCP 2007-2011	13
Table 3. Summary of findings from project-level evaluability exercise.....	27
Table 4. Summary of project level <i>ex-post</i> sustainability findings	29

List of Abbreviations

ACT/EMP	Employers' Activities (ILO)
ACTRAV	Workers' Activities
AfDB	African Development Bank
AIDS	Acquired Immunodeficiency Syndrome
BDS	Business Development Services
CBP	Capacity-building Programme
CCA	Common Country Assessment
COMAGRI	Elimination of Child Labour in Commercial Agriculture
CP	Cooperating Partners
CSO	Central Statistical Office
DECLARATION	Programme for the Promotion of the Declaration on the Fundamental Principles and Rights at Work (ILO)
DWCP	Decent Work Country Programme
EO	Employers' Organization
EC	European Commission
EVAL	Evaluation Unit (ILO)
FFTUZ	Federation of Free Trade Unions of Zambia
FNDP	Fifth National Development Plan
GDP	Gross Domestic Product
GRZ	Government of the Republic of Zambia
GTZ	German Agency for Technical Cooperation
HDI	Human Development Index
HIPC	Highly Indebted Poor Country
HIV	Human Immunodeficiency Virus
HQ	ILO Headquarters
IFI	International Financing Institutions
ILC	International Labour Conference
ILO	International Labour Office/ International Labour Organization
ILO/AIDS	ILO Programme on HIV and AIDS and the World of Work (ILO)
ILSSA	Improving Labour Systems in South Africa
IMF	International Monetary Fund
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour (ILO)
ITC Turin	International Training Centre Turin (ILO)
JASZ	Joint Assistance Strategy for Zambia
KM	Knowledge Management
LCMS	Living Conditions Monitoring Survey
LMI	Labour Market Information
MDG	Millennium Development Goals
MDRI	Multilateral Debt Relief Initiative (IMF)
MIGRANT	Department for International Migration (ILO)
MLSP	Ministry of Labour and Social Policy
MLSS	Ministry of Labour and Social Security

MTEF	Medium-term Expenditure Framework
NAC	National Aids Council
NELMP	National Employment and Labour Market Policy
NGO	Non-governmental organization
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
OSH	Occupational Safety and Health
PARDEV	Partnerships and Development Cooperation
P&B	Programme and Budget
PEPDEC	Irish Aid Programme
PRSP	Poverty Reduction Strategy Paper
RBTC	Regular Budget Technical Cooperation
RO Addis-Ababa	Regional Office for Africa (ILO)
SADC	Southern Africa Development Community
SAG	Sector Advisory Group
SAP-FL	Special Action Programme on Forced Labour
SIDA	Swedish International Development Agency
SKILLS	Skills and Employability Department (ILO)
SLASA	Strengthening Labour Administration in Southern Africa
SME	Small and Medium-sized Enterprise
SPER	Social Protection Expenditure Review
SRO	Sub-Regional Office (ILO)
SWAP	Sector-wide Approach
TBP	Time-bound Programme
TNDP	Transitional National Development Plan
TOR	Terms of Reference
TOT	Training of Trainers
UN	United Nations
UNCT	United Nations Country Team
UNAIDS	Joint United Nations Programme on HIV and AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USA	United States of America
US\$/USD	US Dollars
WB	The World Bank
WEDGE	Women Entrepreneurship and Gender Equality
WFCL	Worst Forms of Child Labour
WHO	World Health Organization
WO	Workers' Organization
ZBCA	Zambia Business Coalition on HIV AND AIDS

ZCTU
ZFE

Zambia Congress of Trade Unions
Zambia Federation of Employers

Executive Summary

This report highlights the main findings, conclusions and recommendations based on an independent evaluation of ILO's support for Zambia from 2001 to 2007. It includes an assessment of approaches taken, progress being made against country-level strategies and outcomes, and lessons learned to inform future strategy development of the Zambia Decent Work Country Programme (DWCP): 2007-2010.¹ The evaluation also focuses on ILO's positioning vis-à-vis constituents, UN partner agencies and the broader national development context, and includes recommendations to strengthen the ILO's contribution to Zambia.

The ILO has been actively supporting Zambia to advance the decent work agenda since its introduction as the core ILO policy framework and strategy in 2000. Since 2004 the ILO's programme of support to Zambia has been based on the National Employment and Labour Market Policy, that in turn informed a draft DWCP in 2006, which was finalized in late 2007. The DWCP design is also clearly shaped by the ILO's project-level interventions launched during the early 2000s, and integrates a number of approaches already underway in Zambia. Collectively over the past six years, ILO support has totalled nearly \$25 million in extra budgetary support and approximately \$3 million in regular budget expenditures for the ILO Lusaka Office since 2000, as well as technical missions from the Harare SRO and Geneva headquarters.

Three main priorities have been identified for Zambia's DWCP:

- More and better employment for the youth, women and people with disabilities, supported by enhanced labour market information (LMI) systems;
- Responding to HIV and AIDS challenges in the world of work; and
- Elimination of child labour, particularly in its worst forms.

Conclusions and Recommendations

The Zambia evaluation concludes that the ILO has designed a comprehensive operational framework through the Zambia DWCP, which brings together an effective combination of its comparative technical advantage and related country priorities. The evaluation further concludes that the ILO has been innovating to adjust to a dynamic change process in the overall joint assistance strategies between the government, the UN system and other development assistance agencies. The ILO programme in Zambia has been responding to the opportunities offered by the new aid environment in creating partnerships for policy development, capacity building and joint implementation or funding of new programmes.

However, several weaknesses have been identified in the evaluation. These relate to issues of operational focus, technical integration and capacities for implementation. The biggest challenge faced by the ILO Lusaka Office will be its capacity to respond to emerging institutional and policy developments in Zambia, and to capitalize on the opportunities being presented to contribute to the national priority of "Broad based wealth and job creation through citizenry participation and technological advancement".

¹ For those countries where Decent Work Country Programmes are recently established, the evaluations review prior work as part of ILO support to the country in promoting decent work.

The ILO's relevance in Zambia

The ILO's work has great relevance in Zambia at this time and this is widely recognized, especially within the Government of Zambia, and by the social partners. The ILO in Zambia has also been instrumental in highlighting the discrepancy between the stated government objectives of broad based employment growth and little explicit support from the international development community. Currently, only ILO, Zambia's Ministry of Labour and Social Security (MLSS), and to some extent social partners, are actively involved in supporting the Fifth National Development Plan (FNDP) employment sector strategy.

The ILO's unique contributions within the decent work priorities are recognized, but mixed with concerns about scale and sustainability of ILO capacities. This is especially the case given the widely acknowledged need to expand employment and social protection for the population where poverty rates have remained high and HDI indicators poor.

In recent years, the ILO's integration within the UN system has expanded. The current move by the ILO programme in Zambia to expand sectoral partnerships within the government and UNDAF is highly commended. In addition to the partnerships that have been developed, new opportunities exist, such as with the government ministries mandated to improve the livelihoods of rural and vulnerable persons.

Legislative gains made with the regional labour administration projects need to be reinforced for sustainability. Additional areas of the social protection agenda are present in the DWCP, such as gender, HIV and AIDS in the workplace and elimination of child labour, that also require ongoing capacity building in the MLSS and tripartite partners to ensure that capacities are sustained.

A clear need in forwarding the decent work agenda is to increase its presence in the Government's own internal monitoring system that helps guide the FNDP implementation. The monitoring systems for the NELMP need to be strengthened, and the MLSS contribution to higher-level reporting facilitated. The launching of the 2008 labour force survey provides a timely opportunity for targeted studies on critical employment policy areas.

Recommendations

(1) In coordination with MLSS and channelled through the government strategy on macroeconomic policy, the ILO Lusaka Office, with support from ILO headquarters (HQ), should prepare a concept note on how the employment situation in Zambia can be integrated into the overall monitoring of the FNDP so that the note can contribute to the FNDP mid-term evaluation scheduled for late 2008.

(2) The ILO Lusaka Office should more directly integrate these macroeconomic policy aspects into its DWCP strategy, including more specifically on how the 2005 and 2008 Labour Force Survey can be compared to assess changes in the employment situation in Zambia, identify programming priorities and target needs, and to focus policy discussions.

(3) The ILO should take advantage of the upcoming 2008 midterm review of the UNDAF to ensure that the issue of employment and gender is covered in the terms of reference and added into the broader UNDAF and FNDP monitoring framework and indicators.

Tripartite participation and partnership

ILO tripartite partners in Zambia are currently facing a weakened institutional support environment. This hinders them from being effectively engaged with the DWCP implementation. At present, the resources channelled to Zambia Federation of Employers, Zambia Congress of Trade Unions and the Federation of Free Trade Unions through ILO Workers' Activities department (ACTRAV) and Employers' Activities department (ACTEMP) largely fall outside the DWCP implementation. There is reportedly too little exchange between various ILO internal players regarding work plans and activities.

Economic liberalization has also brought increasing complexity to tripartite relations, and this requires a renewed emphasis on social dialogue. It is important for the ILO to turn its attention to this dynamic to deliberate on how to orient its internal structures to respond more effectively.

Recommendations

(4) The ILO Lusaka Office should move to form a tripartite advisory committee for implementation of Zambia DWCP and work with the committee to combine technical resources into a better coordinated plan of action.

(5) The ILO Africa Regional Office (RO Addis-Ababa) should work with the ILO Lusaka Office to develop annual work plans for the DWCP that map out the various activities to be taken with ILO support from the Lusaka Office, the SRO technical team, the RO and HQ, to better ensure a coordinated and transparent set of activities. Better coordination within ILO's regional structure is required to ensure that tripartite partners get the full support from available resources. Harare SRO and the ILO Lusaka Office should have regular joint meetings to work out coherent strategies for supporting social partners within the broader DWCP framework.

(6) The Office should find means to augment support to tripartite partners to ensure that gains made under the labour administration projects on reaching tripartite agreements to ensure integration of ILO ratified conventions into Zambia's upcoming legislative reforms of the Industrial Labour Relations Act, and the Employment Act.

Focus and coherence of country programme design and strategies

The ILO programme in Zambia has good focus vis-à-vis the larger UN and international development context. This said, the DWCP outcomes and strategies require better integration across projects and across technical support persons within ILO's structure to achieve improved effectiveness. Sustained attention has to be paid to improving the level of coherence and integration both horizontally and vertically in the ILO to support this effort.

The ILO Lusaka Office has begun reshaping its strategy for mobilizing resources and new technical support initiatives; however, there is not yet good coordination with other parts of the ILO in this endeavour. It was widely perceived among its stakeholders that ILO Lusaka needs to shift focus from pilot projects requiring project implementation units, to institutional capacity building of its constituents and other national partners, with links to ongoing FNDP budgetary support mechanisms for sustainability.

In the area of HIV and AIDS in the work place, ILO has a clear role to play in helping bridge national policies with actual implementation at the enterprise level. There is a national need for a more comprehensive means of monitoring at the enterprise and industry levels the quality of interventions and support being provided. National and UN stakeholders want ILO active in resolving these gaps.

The ILO is promoting the dual goals of employment growth and protection of workers that is required for economic growth. The primary focus of this model in the past has been on the formal employment sector, but this now needs to be revitalized in the context of the broader informal economy linked to each of DWCP priorities.

Recommendations

(7) The Office move promptly to mobilize resources in the area HIV and AIDs in the work place. A technical mission, including representation of ILOAIDS and ACTEMP, could design an appropriate means to upgrade ILO action in this priority area, and to ensure a more effective collaboration between Zambia's social partners, the National Aids Council, the Zambia Business Coalition on HIV/AIDS and related networks addressing workplace policies and practices.

(8) The ILO Lusaka Office should consolidate its work targeting the informal economy to make it more visible and tangible. It should also review priorities and intervention approaches to increase its support to those working in the informal economy.

(9) Future resource mobilization should closely align with and reinforce the Zambia DWCP strategies and organizational approaches. Stand-alone projects that technically and operationally will operate outside of the DWCP should no longer be accepted by the region. The RO should specifically appraise proposals for adequate integration into national strategies, institutions and processes and approve only those meeting criteria. Department of Development Partnerships (PARDEV) is also recommended to improve guidance to field staff on how the ILO is to mobilize resources within ODA joint assistance strategies and UNDAF contexts.

Evidence of direct and indirect impact of ILO's contribution

This evaluation found evidence of ILO's contribution and impact at many levels. Impact was most evident among the tripartite partners, who have significantly internalized ILO's technical contributions within their own programmes and operations, and made effective use of support during difficult times. Given its strong track record of tripartite partnership in the country, the Lusaka Office was well positioned to have a quick impact on the FNDP by being instrumental in giving greater visibility to the MLSS and the labour sector as a whole. As a result, employment, worker rights and social welfare issues promoted in the ILO's work are now gaining better recognition within the UN system, and to a more limited extent within the cooperating partners, the international development banks and the IMF.

Capacity building and pilot efforts with the tripartite partners and others have been a large part of ILO's programme in the country and have clearly been of value. However, given ongoing organizational challenges for the ILO constituents, and changing economic scenarios, the sustainability of capacity could not be assessed. The ILO can help constituents to better monitor and report on this.

There is need for better tracking of ILO's country programme results and impact. Zambia's DWCP has a results-based framework with indicators linked to the eight outcomes profiled. The Lusaka Office, however, needs to develop monitoring plans for each of these outcomes, which will in the process, also add focus and specificity to the intended results currently identified. Progress is also required on the plans to introduce a standard template to link DWCP operations more visibly, and for making accessible all work plans and progress reports – at both project and outcome levels. Finally, the Lusaka Office can aim for stronger synergies between the DWCP and MLSS performance monitoring systems.

Recommendations

(10) The Lusaka Office should work with the MLSS to ensure strong operational links to national development monitoring and evaluation frameworks to assure better integration into a national work plan for DWCP implementation. This should be accompanied with support for capacity development.

(11) The Lusaka Office should move quickly to revise and finalize the current results framework and a time-bound monitoring plan for the DWCP outcomes.

Efficiency and adequacy of ILO organizational arrangements

The Harare SRO and Lusaka Offices have made impressive progress in articulating a vision and set of priorities in Zambia but are now focusing on how to ensure that the programme will be country driven and well known and regarded in Zambia.

The roles and responsibilities between field offices are not adequately clarified and current practices are somewhat outdated since the introduction of DWCPs. There is need to revisit these to ensure that SRO technical missions are more responsive to DWCP commitments and become an integral part of the delivery of specific work plans linked to the DWCP.

The Lusaka Office is very tightly staffed at the country level with the result for Zambia being uneven support and coordination to administrate all the work associated with an integrated country programme approach. Current capacities are largely fragmented across project-delineated groupings.

Recommendations

(12) It is recommended that the Lusaka Office develop a strategy that builds synergies between staff and support functions funded from technical cooperation and from the regular budget, to create a more efficient and effective organizational approach to implementation. In addition, to the extent possible new resource mobilization initiatives should incorporate these strategies to ensure more coherence and efficiency.

1. Introduction

1.1 Background to the ILO in Zambia and rationale for evaluation exercise

After two decades of declining levels of economic growth that badly exacerbated unemployment and poverty in the country, Zambia is enjoying a turnaround in growth, which has been enhanced by a debt relief package of over \$2 billion through HIPC completion. Government attention is now focused on strengthening policies and actions to promote employment and improve labour conditions in the informal and formal economies.

The ILO has been actively supporting Zambia to advance decent work since its introduction as the core ILO policy framework and strategy in 2000.² The design of the Zambia Decent Work Country Programme, which was finalized in 2007, currently constitutes the main vehicle for delivery of this support. Prior to this, ILO interventions were to align with national development frameworks and address priority needs of the primary national constituents: the Ministry of Labour and Social Security, the employers' organisations, and workers' organisations.

In any country the DWCP has two basic objectives. It is a means to promote decent work within a results-based framework, as a key component of national development strategies. At the same time it helps to organize ILO knowledge, instruments, advocacy and cooperation for the benefit of tripartite constituents within the fields of comparative advantage of the Organization. Tripartism and social dialogue are central to the planning and implementation of a coherent and integrated ILO programme of assistance to constituents in member States.

The Zambia DWCP also designates the ILO contribution to Zambia's UN Development Assistance Framework (UNDAF) and constitutes one main instrument to better integrate ILO's technical interventions into the broader UN development agenda.

Since 2004-05, the ILO's programme of support has been shaped around a constituent-agreed set of priority areas for collaboration, which were subsequently specified in a national DWCP for Zambia. This prioritized:

- i) more and better employment for youth, women, and people with disabilities, supported by enhanced labour market information;
- ii) responding to HIV and AIDS challenges in the World of Work; and
- iii) elimination of child labour, particularly in its worst forms.

As specified in the DWCP 2007-2011, ILO interventions under the main priorities are designed to contribute to tangible outcomes (see table 2, chapter 3) . Much of the ILO's contributions have benefited from technical cooperation, which over the past decade has totalled about \$20 million. A breakdown of extra budgetary resources for this is provided in annex 2.

² For countries where Decent Work Country Programmes are recently established the evaluations review activities and achievements as part of ILO support for the country in promoting decent work.

1.2 Evaluation Objectives

This evaluation provides an independent assessment of the ILO's country programme of support to Zambia, over the period of time from 2001 to 2007. It provides an account of results achieved as well as a reflection on lessons learnt, and suggestions for improving effectiveness in the future. In particular, the evaluation considers progress towards implementing the recently formulated Decent Work Country Programme. It identifies areas in which the ILO's collaboration has been more and less effective in supporting national decent work efforts, and recommends as to what should be pursued in the future, and where improvements can be made. The evaluation also focuses on the ILO's strategic positioning in the country, its approach to setting an ILO agenda, as well as the composition, implementation and evolution of ILO national strategies as they relate to the decent work agenda. Finally, lessons learned related to ILO management and organizational effectiveness are noted. The specific terms of reference for this evaluation are provided in annex 3.

1.3 Scope and Methodology³

The evaluation was managed by the ILO's Evaluation Unit (EVAL) and conducted by a team of external and ILO evaluators. It is based on a combination of desk reviews and meetings with stakeholders as well as with the ILO's programme staff at the country and Harare SRO levels.

The evaluation involved a scoping mission in February to gather input from key stakeholders, to gauge the evaluability of the programme, and confirm proposed coverage and methodology for the study. A desk-based portfolio review analyzed project and other documentation, key performance criteria and indicators, to assess sustainability of performance over time for the main programme technical areas. The evaluation team also conducted a series of interviews of key international and national constituents, development partners and implementing partners in Zambia during the month of March. Finally, the evaluation included a participatory review of internal organizational capacities and practices that support the ILO's work in Zambia with regards to adequacy and suitability.

Key performance criteria for the evaluation were:

- The role and relevance of the ILO in Zambia, its niche and comparative advantage, and UN partnership approach
- Tripartite participation and partnership
- The focus and coherence of the ILO programme's design and strategies
- Evidence of direct and indirect impact linked to the ILO's contributions
- Efficiency and adequacy of ILO organizational arrangements
- Knowledge development and sharing

1.4 Evaluation limitations

The tight time line available for the evaluation did not permit meetings with all stakeholders and recipients of the ILO's training, advice and capacity building. Reliance was primarily on available documents—including project-level evaluations and performance reporting—to assess specific impacts and their likely sustainability. Given the dynamic nature of Zambia's national planning and donor responses under the Delivering as One UN framework over the past few years, a lot of time was required to assess the strategic integration in those spheres.

Another major limitation was the inability of the evaluation team to make direct contact with the SRO team in Harare.

2. Zambia: From economic slide to recovery

2.1 Improving macroeconomic conditions

Rich in human and natural assets, Zambia was at independence in 1964 a middle income country. However, excessive dependence on copper, high food grain subsidies and limited investment in economic diversification or infrastructure development led to unsustainable living standards. Zambia's heavy external borrowing to finance consumption and limited industrialization led to a steady decline in GDP. Other measures of welfare also deteriorated, and by 1998, an estimated 73 percent of the population lived in poverty.

In recent years, Zambia has transitioned from economic slide to recovery. The economy has experienced modest growth, with real GDP growth in 2005-07 between 5-6 percent per year. Privatization of government-owned copper mines in the 1990s relieved the government from covering mammoth losses generated by sustaining the industry and greatly improved the chances for copper mining to return to profitability and spur economic growth. Copper output has increased steadily since 2004, due to higher copper prices and foreign investment.

The mining sector continues to drive economic development in Zambia, as it has done for the past 70 years. Achieving faster growth in future will however, require greater diversification in production. While Zambia is rich in natural resources, including land for agricultural production, it remains underutilized. Infrastructure has deteriorated since the mid 1970's. The high cost of transport, communications and inputs make it difficult for Zambian farmers to compete internationally. In its reform measures, the Government has removed many of the protective policies and state-administered pricing structures that had long prevailed in the economy, and recent surveys rank Zambia's trade and exchange control regimes among the most open and liberal. Growth scenarios in the current national development plan do favour diversification, with sectors such as agriculture, infrastructure, tourism and manufacturing all slated to perform at rates higher than average GDP growth currently predicted at 7 percent.

In 2005, Zambia qualified for debt relief under the Highly Indebted Poor Country Initiative (HIPC), consisting of approximately USD 6 billion in debt relief. Zambia experienced a bumper harvest in 2007, which helped to boost GDP and agricultural exports and to contain inflation. Although poverty continues to be a significant problem in Zambia, its economy has strengthened, featuring single-digit inflation, a relatively stable currency, decreasing interest rates, and increasing levels of trade. However the long period decline and macroeconomic reforms have left a large part of the population in poverty.

2.2 Trends in poverty and living conditions

The authors of the 2004 Living Conditions Monitoring Survey (LCMS) IV⁴ estimate that 68 percent of the population lived below the poverty line, only a slight reduction from the late 1990s. In 2005, the corresponding rates for rural and urban areas were 78 and 53 percent respectively. By 2006, the figures were 80 percent and 34 percent⁵ The vast majority of Zambia's poor live in rural areas, but urban poverty is also high given that about half the country's population resides in urban areas.

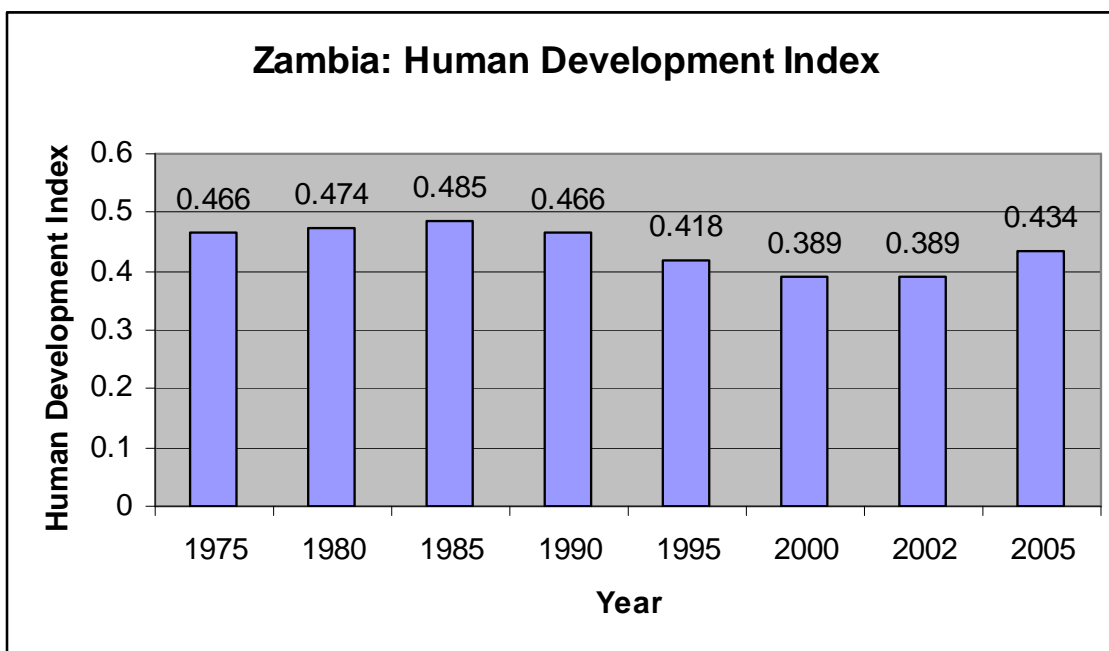
⁴ Central Statistical Office, Government of Zambia (2006). "Living Conditions Monitoring Survey Report, 2004.

⁵ Central Statistical Office, Government of Zambia (2008). "Living Conditions Monitoring Survey Report V, 2006.

The most recent poverty estimates available are from 2006. According to Zambia’s Central Statistical Office (CSO), the 2006 LCMS results reveal that poverty in Zambia has declined from 68 percent in 2004 to 64 percent in 2006. It is striking, however, that this decline in overall rates is primarily due to urban poverty rates declining from 53 to 34 percent between the two surveys. In contrast, the rates of rural poverty rose slightly from 78 to 80 percent.

Levels of human development in Zambia which showed a steady decline since 1990, appear to have recovered between 2002 and 2005. The UNDP’s Human Development Index (HDI), measures human quality of life, and is based on achievement in levels of income, education and health indicators. In 2005, despite some improvement since 2002, Zambia’s HDI was among the lowest in the world – coming in at 165th among 177 countries, indicating high levels of deprivation among the population.

Figure 1. Zambia; Human Development Index, 1975 to 2005



Source: Human Development Report (UNDP, 2006)

Progress towards achieving the Millennium Development Goal has also been limited. According to Zambia’s Human Development Report (2007), the situation worsened between 1990 and 2003 for virtually all MDG indicators, but showed slight improvement beginning in 2005 (Table 1). Improvements have been recorded in child nutrition and several health and education indicators.

Table 1. Trends in MDG indicators 1990-2007

Millennium Development Goal indicator	Baseline value 1990	2003 MDGR	2004 ¹	2005 MDGR	2006 ¹	2007 ¹	2015 target
Proportion of people living in extreme poverty (percent)	58.2	58.0	-	53 [□]	51	-	29.1
Underweight children (percent)	25.0	28.0	-	20.1 [□]	19.7	14.6	12.5
Stunted children (percent)	40.0	47.0	-	50 [□]	-	-	20.0
Wasted children (percent)	5.0	5.0	-	6.0 [□]	-	-	2.5
Net enrolments in primary education (percent)	80.0	76.0	85.0	78.0	96.0	97.0	100
Proportion of pupils starting grade 1 reaching grade 5 (percent)	64.0	73.0	-	82.0	83.0	-	100
Literacy rate of 15-24 year olds (percent)	79.0	75.0	-	70.0	-	-	100
Ratio of literate females to males	0.98	0.98	-	0.95	-	-	*
Share of women in wage formal employment (percent)	39.0	35.0	-	35.0	-	-	*
Infant mortality rate	107.0	95.0	-	*	-	70.0	36.0
Maternal mortality rate	649.0	729.0	-	*	-	449.0	162
ESS trends of HIV infection among ANC (percent)	20.0	19.1	-	*	-	-	20.0
ZDHS HIV prevalence	*	16.0	-	*	-	14.3	*
New cases of malaria per 1,000	121	377	-	*	-	-	121
Malaria fatality rate per 1,000	11	48	-	*	-	-	11

Zambia Millennium Development Goals 2003 and 2005

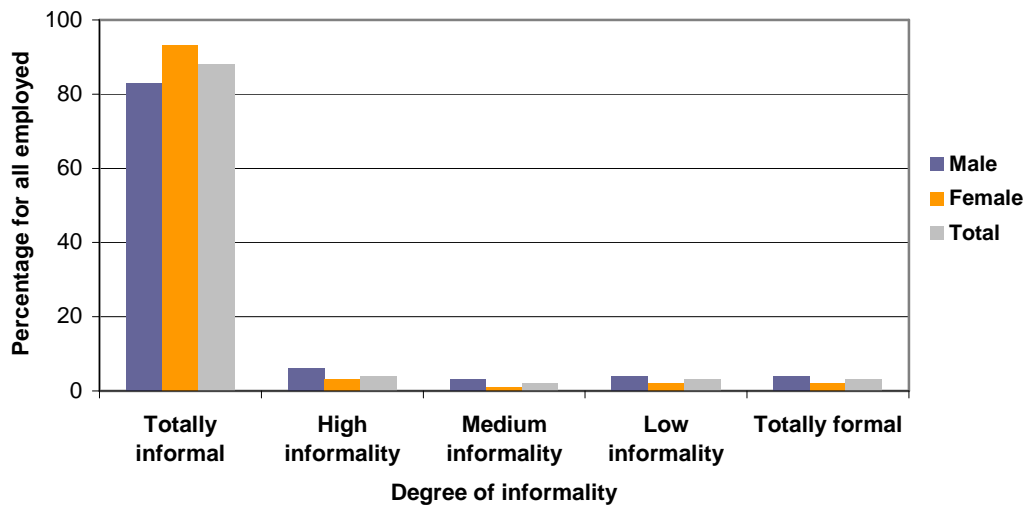
Notes: □ Updated with the 2004 LCMS data * No data presented in the MDG Reports
¹ Data added from the MDG Report 2008

Source: Zambia Human Development Report 2007

In recent years, although Zambia's economy has recorded impressive growth, it has not yet translated into broad-based employment and wealth creation. This is one of the main reasons for the limited improvements in HDI and slow progress towards achievement of MDGs. The Government of Zambia recognizes the need to broaden the economic base of its economy to stimulate employment growth. In 2005, it conducted a new Labour Force Survey, after a gap of nearly 20 years. Regular repeat surveys are planned in order to better monitor and respond to the need for broad-based employment growth.

The employment picture that emerges from the 2005 Labour Force Survey is that formal employment provides only a small share of work (10 percent). As shown in the chart below, informal employment is the main source of income. This holds for both urban and rural areas. Some of the main problems are: high unemployment especially among youth, low skill levels, a large and increasing informal economy, high dependence on agricultural employment, and high underemployment rates in virtually all sectors of employment.

Figure 2. Degrees of Informality for all employed persons 2005



Source: Zambia - Social Protection Expenditure and Performance Review. ILO, Social Security Department, Geneva, 2008

As much as Zambia needs to increase employment and productivity, its industries and businesses face huge challenges in acquiring and retaining skilled manpower. The HIV AND AIDS epidemic in the country is striking its economically active workforce and supply of skilled manpower, with far-reaching social and economic ramifications. Growth in child labour is, for example, directly a result of increasing poverty and child-headed households which are aggravated by transmission of HIV and mortality due to AIDS. In order to reduce poverty, measures to reduce the transmission of HIV AND AIDS and support for those currently living with AIDS, may well be as important as policies to increase the rate and structure of economic growth.

2.3 Government of Zambia responses in FNDP

The Government of Zambia launched its Fifth National Development Plan for Zambia 2006-2010 (FNDP) following completion of its first Poverty Reduction Strategy Paper (PRSP) under the Transitional National Development Plan of 2002-2005, and HIPC acceptance. The FNDP is guided by the National Vision 2030 (NV2030), which has as its goal to transform Zambia into “a prosperous middle income country by the year 2030”. It is organized around the theme of “broad-based wealth and job creation” and it focuses on “economic infrastructure, technological advancement, citizenry empowerment and human resource development”.

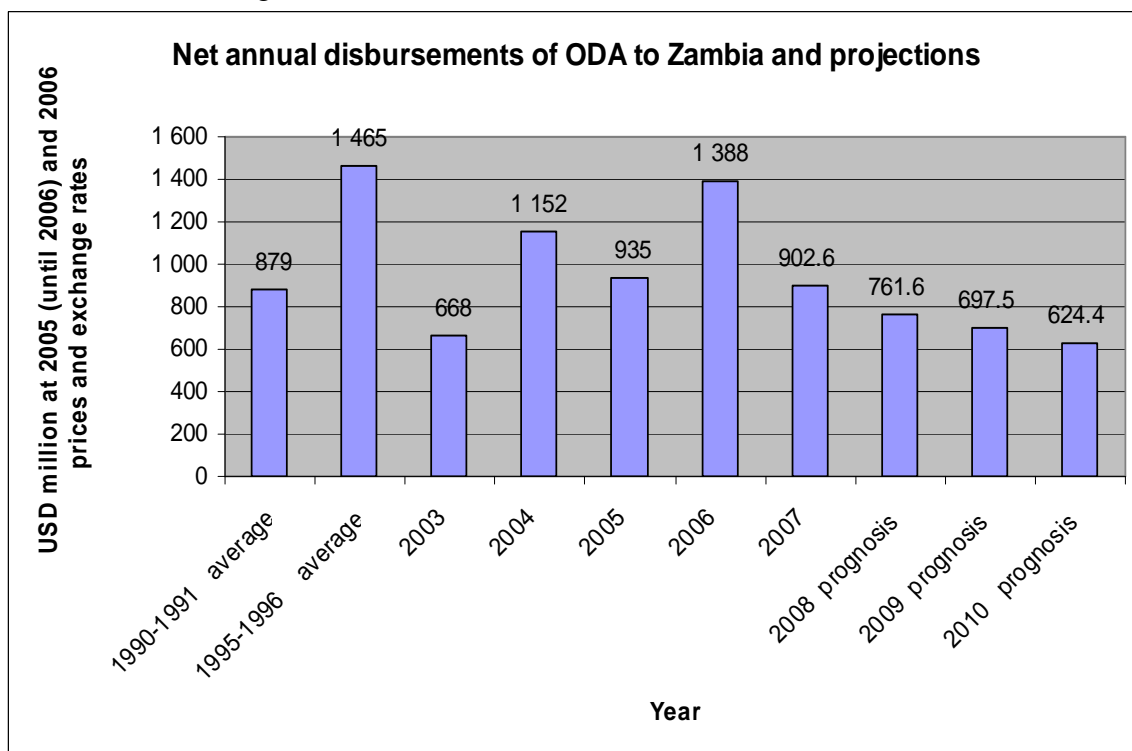
The FNDP builds upon the achievements of the previous PRSP, emphasizing macroeconomic performance and public expenditure management, achieving tangible results and strong monitoring and evaluation arrangements. The extensive external debt relief received through the HIPC Initiative and the Multilateral Debt Relief Initiative (MDRI) have quickly reduced debt service payments, providing scope for additional poverty-reducing spending. The projections for resource mobilization in the FNDP, from both domestic and external sources are also encouraging.⁶ While the achievement of the FNDP scenario depends on scaled-up donor assistance over current projections, this may be realistic to

⁶ Joint Assistance Strategy for Zambia (JASZ) 2007-2010. April 2007, p. 24.

expect. If the level of project/programme grants continues at current levels for the period 2007-2010, Zambia will still need to contract new development loans of USD 60 million per annum in order to meet the current FNDP financing gap. With MDRI debt relief, Zambia benefits from the fiscal space that has been created by a very predictable form of “direct budget support”. For the first time in more than two decades, Zambia’s domestic capital expenditure budget in 2007 was on par with that expected from its Cooperating Partners.

Figure 4 below provides recent Official Development Aid (ODA) flows and projections from Zambia’s various cooperating partners. Figures beyond 2008 are based on conservative estimates that do not include new agreements with the IMF, the World Bank or AfDB and other cooperating partners. If these projections hold, then the total ODA resources available to Zambia will be between USD 700-750 million per annum. The JASZ estimates that this figure would be sufficient to meet the current FNDP financing gap.

Figure 3. Trends in ODA Resource Flows to Zambia.



Source: Table 3, Statistical Annex of the 2007 Development Co-operation Report OECD/DAC and Table 3, Joint Assistance Strategy for Zambia, Final Version.

One marked development is that the FNDP presents an elaborate medium-term expenditure framework (MTEF) under which the external cooperating partners are requested to provide predictable assistance either through direct budget support or sector wide approaches (SWAP). This policy is intended to achieve a gradual move away from the traditional individual project mode of providing assistance.

Employment and Social Security in the FNDP: In the PRSP that served as the plan document under the government’s Transitional National Development Plan (TNDP) from

2002-2005, employment generation and labour protection issues were seen as a cross-cutting issue. As the FNDP was a follow-up to the PRSP, it initially took on a similar approach and failed to consider labour issues as a primary sectoral theme in the document.

Among ILO stakeholders, it is widely recognized that but for the ILO's intervention, labour policy and related issues could have become practically invisible on the national scene in the country. As it stands, some progress has now been made in remedying this, even though the institutional frameworks are still weak and seeking direction and clarity. In the past, formal sector employment and related worker and employer institutions were much more central in the country's political economy. In transitioning to a liberalizing economy, new institutional frameworks are emerging, the tripartite partners that have been the ILO's traditional constituents are facing the need to reposition and engage with the new economic realities.

The Ministry of Labour and Social Security has identified five key sector-wide policy priorities:

- To promote decent work through, maintenance of industrial harmony, employment creation, and enhancement of social protection and workers' rights;
- Provision, collection and analysis of up-to-date labour market information (LMI) needed for policy formulation;
- Prevention and reduction of all forms of child labour and discrimination in employment;
- Revision and formulation of employment and labour policies and legislation; and
- Contribute to the reduction of HIV and AIDS prevalence in the country.

Progress made includes development of an Employment and Labour Market Policy paper.⁷ This states that the main objective is to create adequate and quality jobs under conditions that ensure sufficient income, protection of workers' and basic human rights.

Work has also been done on what is intended as a 'domestication' of ILO Conventions that have been ratified by the Government. A Labour and Industrial relations bill is currently being processed for being tabled in the Zambian Parliament during its current session.

In all these areas, the ILO's technical support and expertise will be essential to promote broad based decent employment growth with social protection to the workforce.

The MLSS has designated sector performance outcomes linked to improved labour productivity, increased foreign investment due to flexible labour laws and skilled labour, and increased job creation. Monitoring indicators include the formal employment rate, the number of hours due to strikes, the number of individuals covered by social security schemes, the number of annual labour inspections, number of occupation-related accidents, and productivity improvement indices. The MLSS is currently completing its first progress report, however, data shortfalls for some indicators is an ongoing constraint. In general, the indicators are only partially aligned with the sector strategy.

Budget increases have been steady over the past few years with Kwacha 19 billion for the MLSS compared to Kwacha 16 billion in 2006, with these increases staying in line with overall government budget expansions. Additional funding through other ministry budgets

⁷ National Employment and Labour Market Policy, Ministry of Labour and Social Security, Government of the Republic of Zambia, November 2004.

has helped to increase resources for core programmes linked to decent work, including work to support district-level committees to eradicate worst forms of child labour, expansion of labour inspection and OSH inspection, including updating the registry of firms. In 2006, the MLSS was designated an ‘economic ministry’, which positioned it more favourably in the budgeting process. The labour force survey, which was planned for 2007 but delayed due to bad weather and shortage of funds, is re-budgeted for 2008.

2.4 The UN System response to GRZ priorities: JASZ, UNDAF, SAG

The United Nations system in Zambia is undergoing an important transformation in the way it does business in line with the principles articulated in the 2005 Paris Declaration⁸. It is re-positioning itself to engage with GRZ, alongside Zambia’s other major development partners in the Joint Assistance Strategy for Zambia (JASZ), as a means of radically boosting aid effectiveness.

Twelve bilateral donors together with the UN system and the International Financing Institutions (IFIs), and the European Commission (EC) are signatories to the JASZ. This joint assistance strategy represents the foreign assistance community’s joint response to Zambia’s newly developed Vision 2030 and the Fifth National Development Plan (FNDP) which together constitute the national framework for reducing poverty and promoting sustainable expansion of the economy. The JASZ also attempts to strengthen local ownership of the development process and enhance official development assistance (ODA) effectiveness and mutual accountability by linking the international arrangements endorsed under the Paris Declaration and the effectiveness criteria in Zambia Aid Policy and Strategy to the FNDP.⁹

The UN Resident Coordinator, who is also the country director of UNDP, has overall coordinating responsibility. The UN system participated in the planning of the current FNDP, and contributed to the diagnostics. The creation of JASZ was based on a recognized need for division of labour across donors and government. The government identified 18 sectors around which to organize international support, however, there was considerable concentration of international aid around a handful of sectors, with others receiving little or no support. A realignment led to the creation of a matrix of JASZ lead and member agencies, of which the UN system, was designated as an international donor. The ILO as a contributing UN specialized agency is therefore seen to be a provider for building national capacity to implement the FNDP. Within the UN system, it is also to engage in resource mobilization, primarily at the international level, to address its own gaps in fulfilling its functions in identified areas of contribution.

Alignment and harmonization by the JASZ Cooperating Partners (CPs) is primarily aimed at reinforcing FNDP priorities and the country’s institutions. In accordance with these overarching principles, the UN system in Zambia has developed a common strategic framework for the operational activities of the UN system at country level—the United Nations Development Assistance Framework for 2007-2010. Guided by the Millennium Development Goals as well as national priorities outlined in Zambia’s fifth national development plan, the Zambia UNDAF serves as the basis for individual UN agencies, funds and programmes to formulate their actions for the period 2007-2010 in Zambia. It also

⁸ A 2008 evaluation of the initial implementation of the Paris Declaration can be found at www.oecd.org.

⁹ Joint Assistance Strategy for Zambia (JASZ), April 2007 final draft; source UNDP.

serves as the UN system's contribution to the JASZ. Zambia's UNDAF focuses on four inter-related areas where it can best contribute: i) HIV and AIDS, ii) Basic social services, iii) Governance and iv) Food security. Promoting gender equality and environmental sustainability will cut across and support all areas.

In operational terms, UNDAF interventions integrate across the Sector Advisory Groups (SAGs) that were set up by the Government for achieving broad participation in developing the FNDP, now guide the implementation of FNDP priorities in the key development sectors. Individual agencies with active engagement in the development sector are invited to participate. At the present time however, the SAGs are at various stages of development. More broadly, according to the government, they require clearer terms of reference to ensure that their role in terms of monitoring, budgeting and generally overseeing the implementation of the FNDP is met.

At the time of the evaluation, the national strategy for employment and labour, one of 18 sectoral chapters profiled in the FNDP, has not yet been operationally linked to the JASZ or a SAG designated to coordinate support in implementing the policy. Within the donor community and the UN system, support for addressing the employment situation in Zambia remains piecemeal, although there is general recognition that this should not be the case.

3. Priorities in the ILO's Past Programme in Zambia

In this section we will look at the focus and coherence of the ILO's past programme of work, and its current design and operational strategies in Zambia highlighting how these have evolved into the Zambia DWCP 2007-11. We do this in the context of first, a situational analysis of labour issues and policies in the country, and then in relation to the country's national development policy and approach as well as UNDAF.

3.1 Situational Analysis of Labour and Employment policies

There are encouraging signs of economic recovery in Zambia. However there is no evidence that these gains are accompanied by broad-based employment growth and poverty reduction. The labour of poor men and women is concentrated in subsistence agriculture or low-paid casual work in Zambia's cities and towns. Few have secure jobs, and most own little in the way of skills or productive assets. Formal sector employment consists of no more than 10 percent of the workforce, and working conditions appear to have deteriorated with economic liberalization.¹⁰

In the course of structural adjustment and economic liberalization in Zambia, there has been considerable transition for the ILO's social partners. Employers and Workers Organizations have witnessed proliferation and fragmentation. The trade union situation in Zambia was adversely affected by the package of reforms introduced in the 1990s, which heralded large-scale privatization of parastatal enterprises and labour market liberalization. Formal sector employment has shrunk and greater attention is being directed at the informal and unorganized sectors to spread economic benefits.

Reforms in the Labour Laws in 2002 worked in part to open the way for foreign investment¹¹. The changes made weakened existing worker protections. These are traditional ILO issues where the organization has helped government rationalize the best ways forward. At the present time, in an era of rapid transition – in the national economy and its priorities, and in the way the UN system and donors are aligning and responding to these priorities, ILO is also faced with a larger development agenda requiring a refocusing on the policy and institutional development agendas.

Since it joined the ILO in 1964, Zambia has ratified 43 Conventions, including all eight of the core Conventions.¹² Table a.1 in annex 1 provides additional details on the ratifications. However, lack of their domestication into local laws has meant that judgements based on ILO Conventions have been rejected by the Supreme Court. The current review of the Industrial and Labour Relations Act and the Employment Act are key instruments that can address the issues to have fundamental labour standards in place and operational.

¹⁰ Central Statistical Office, Government of Zambia (2007). Labour force Survey Report 2005.

¹¹ ZCTU and FFTUZ, Personal Communication

¹² The ILO core conventions are: Forced Labour, 1930; Freedom of Association and Protection of the Right to Organize, 1948; Right to Organize and Collective Bargaining, 1949; Equal remuneration, 1951; Abolition of Forced Labour Convention, 1957; Discrimination, 1958; Minimum Age, 1973; and Worst Forms of Child Labour, 1999.

3.2 ILO support to Zambia: Country Priorities and Operational Strategies

Consultations for identifying Zambia’s DWCP priorities were held between the Government, social partners and the ILO from 2005 to 2007, and overlapped with the finalization of the National Employment and Labour Market Policy (NELMP) in 2005.

Three main priorities have been identified for Zambia’s DWCP:

- i) More and better employment for youth, women and people with disabilities, supported by enhanced labour market information (LMI) systems;
- ii) Responding to HIV and AIDS challenges in the world of work; and
- iii) Elimination of child labour, particularly in its worst forms.

Cross-cutting priorities include promotion of gender equality and equity, capacity building for constituents and other partners, and promoting good governance among partners. Table 1 below outlines the outcome framework falling under each priority area.

Table 2. Outcome framework for Zambia DWCP 2007-2011

Priority One: More and better employment for vulnerable groups	Priority Two: Responding to HIV and AIDS challenges in the World of Work	Priority Three: Elimination of child labour, particularly in its worst forms
Outcomes supporting Priority One	Outcomes supporting Priority Two	Outcomes supporting Priority Three
Policies, legislation, action plans, strategies, programmes and resources facilitating the creation of decent employment for the youth, women and people with disabilities in place and implemented in accordance with the NELMP (within 4-6 years)	National and sector-wide HIV and AIDS workplace policies for the formal and informal economies based on ILO’s Code of Practice adopted by government, the social partners, and other key stakeholders in both the formal and informal economy, with evidence of socio-economic impacts.	A national Child Labour policy formulated and action plan to combat Child Labour and Trafficking adopted and implementation started within 2-4 years.
The target groups have enhanced employment and self-employment opportunities, assisted by improved access to business development services, management and technical skills, and financing mechanisms, and supported by national Budget and cooperating partners.	HIV and AIDS workplace concerns are included and mainstreamed in other national projects and programmes of the ILO and its developing partners.	Greater awareness of child labour issues among ILO constituents, decision-makers and implementing agents, the media and local communities, and effective advocacy and lobbying mechanisms.
Reduced risks, vulnerabilities and Decent Work deficits facing the target groups in seeking and maintaining decent employment (including with basic social protection), and graduating from informal to formal employment and enterprises, including by taking account of the comments of the Committee of Experts on the application of fundamental and priority ILO Conventions.		Child labour issues and concerns are promoted, included and mainstreamed in other national projects and programmes of the ILO and its developing partners.

There are several common elements in the operational strategies for implementing the DWCP for achieving each of these priorities. The first and main common element is an emphasis on policies, regulatory frameworks and legislative improvements. These encompass all the priority programming areas—to help creation of decent employment for youth, women and people with disabilities; to promote national and sector-wide HIV and AIDS workplace policies based on the ILO’s Code of practice on HIV and AIDS and the world of work; and to formulate a national child labour policy and enact legislation to combat child labour and trafficking. Success in this common element of the operational strategy is dependent on technical support from the ILO’s SRO for programme coherence and effectiveness, with additional support from HQ and the Addis-Ababa RO.

Support and active participation and engagement of MLSS, ZCTU, FFTUZ and ZFE in policy formulation and implementation, including provision of capacity building, is a second common element in the operational strategy. Joint action by the ILO’s tripartite partners is essential for success in – extending social protection, social dialogue, promoting rights and voice at work, and improving working conditions in accordance with ILO standards and ILC tripartite conclusions.

A third common key element of the operational strategy is building capacity of a variety of organizations that would be required for successful implementation and sustainability of the DWCP. These organizations include tripartite partners, civil society organizations such as women’s associations, groups that provide training and business services for persons with disabilities. The ILO has considerable comparative advantage in promoting capacity and integration of representative associations, e.g., by training in capacity building for small business associations, and promoting linkages with micro-finance institutions following lesson of the ILO’s Social Finance Programme and Turin Centre in Zambia.

In addition to the above, there are two newer elements in the operational strategy for Zambia’s DWCP. These are – a substantial expansion in inter-sectoral cooperation with other government ministries for programme support, and greater engagement with the UN system and the ILO’s cooperating partners in UNDAF for coherence and integration in programme implementation.

Each of the above elements of the DWCP approach in Zambia use and build upon the ILO’s areas of traditional comparative advantage. In working jointly with the MLSS, WO’s and EO’s and the Government’s NELMP, they also support the Government of Zambia in its priorities related to decent work promotion.

The DWCP design is clearly shaped by the ILO’s project level interventions during the early 2000s. It coincides with and integrates a number of approaches already underway in Zambia. Prior to the formulation of Zambia’s DWCP in 2007, the ILO’s programme of support was based on selected priorities that had been developed in partnership with constituents and social partners. Some of the main aspects covered and related project interventions, which have now ended are summarized below.

3.2.1. Legislative and policy support for Zambia’s employment policy

A major regional project “Strengthening Labour Administration in Southern Africa” (RAF/01/M55/USA) was implemented in Zambia from 2001-2007, and was aimed at bringing national laws into conformity with international labour standards and principles of

the ILO Declaration on Fundamental Principles and Rights at Work. Particular focus was on freedom of association and effective recognition of the right to collective bargaining.

The project provided technical support to enable capacity building for the ILO's tripartite partners and a tripartite review of the labour laws to bring these into conformity with International Labour Conventions. All social partners suffer from continuing capacity deficits. As a result the tripartite process has not been able to sustain the content of legislative reforms that were informed by this project.

3.2.2. Extending opportunity for self employment for women and people with disabilities with skills development

Several projects have been conducted with the aim of developing the capacity of small entrepreneurs, particularly women, and businesses. Most noteworthy in this regard has been cluster of Irish-funded capacity building projects (INT/04/M64,M65,M66/IRL) aimed at promoting women entrepreneurs for gender equality, who include women with disabilities. The work has been innovative both through its direct targeting of persons with disabilities in combination with initiatives to support legislative reforms to promote employment of persons with disabilities. Results of this work include building institutional capacity to impart basic business skills training for women and those living with disabilities, increased access to financial services, increased market access and technical skills, representative institutions energized and tripartite partners (Government and social partners) sensitized and trained to enable Disability Legislation to move forward.

Other projects that have also been aimed at small enterprise development include: "Developing business service markets for Micro and Small Enterprises in Zambia" (ZAM/03/01M/SID), "Employment and Sustainable Livelihoods" (ZAM/98/003) and "Sustainable Lusaka" (ZAM/97002). In the first, the ILO provided technical support to its partners, and specific progress had been made in piloting of radio and printed media interventions, with community radio broadcasting in English and Bemba demonstrating the biggest outreach among MSEs. Through the others, in collaboration between the ILO, UNDP, UN Habitat, Irish Aid and Lusaka City Council, the ILO focused on community mobilization for alternative waste management. The community committees subsequently established are still functioning five years after project closure.

3.2.3. Institutional development to promote labour intensive infrastructure development

From 1999 to 2007, a series of projects were implemented that were aimed at building capacity to maintain and rehabilitate Zambia's national road network using labour intensive techniques. These projects were: Technical support and advisory services to the roads Schools (ZAM/06/03M/ZAM), Training and advisory services to roads training school (ZAM/98/01M/ZAM), Support to Roads Department Training School, Labour based techniques (ZAM/04/O1M/ZAM), and Labour based road rehabilitation and maintenance (ZAM/90/01M/FIN).

The main purpose of these projects was to increase capacity in both public and private sectors to produce and maintain infrastructure using labour intensive techniques, thereby

maximizing benefit from investments in creating development assets, fostering the domestic construction industry, and helping in the achievement of national employment goals.

Among the important results of these projects were – introducing and demonstrating the appropriateness and competitiveness of labour based road works and methods in Zambia; building capacity for small-scale contractors to compete in bidding and contract management for road works; a registration scheme developed to regulate the industry by ensuring only trained legitimate persons to undertake road works; and upgrading of training schools. Collaboration with UNDP and other projects in the SADC region provided additional multiplier effects.

3.2.4. Protecting people with HIV and AIDS against discrimination in the world of work:

Starting in 2002, the ILO's international project, "Prevention and mitigation of HIV and AIDS labour and socioeconomic impact in the world of work" (INT/01/M24/ITA) was implemented in Zambia in its post-pilot phase aimed at developing and implementing national policies and action plans on HIV and AIDS in the workplace. The project provided major support to the ILO's tripartite constituents to formulate a national policy framework, and training of trainers undertaken to enable them to extend implementation to all their constituent members. An outcome has been that tripartite agreement led to decision to amend labour legislation to include prohibition of discrimination on grounds of HIV status. This law has currently not yet been adopted. As part of this project two commercial establishments – York Farm and Kariba Minerals – have implemented pilot activities to protect their workers with HIV and AIDS against discrimination.

Another project – "Rapid assessment of the impact of HIV and AIDS in the informal economy" (ZAM/04/02/UND) was focused on the informal economy, with the aim of developing and implementing gender-sensitive rapid interventions for the prevention of HIV transmission and mitigating the impact of HIV and AIDS on traders and entrepreneurs in the informal economy of Zambia. A study was completed, and pilot sites set up for follow-up action.

3.2.5. Elimination of child labour

Two regional projects aimed at eliminating the worst forms of child labour were implemented from 2001 to 2006. These were – "Elimination of child labour in commercial agriculture" (RAF/00/P51/USA) and "Child labour capacity building programme" (RAF/02/P51/USA). The first was smaller in scope – aiming at building capacity of government and social partners as well as other stakeholders to identify and eliminate hazardous child labour. The second project was focused mainly on enabling legislative action to implement ILO Convention 182 – the elimination of the worst forms of child labour. In addition to amending the Employment Law to include child labour as an offence, this project also sought to build institutional capacity for the ILO's tripartite partners and others to formulate and implement organizational policies as well as a National Child Labour Policy.

This work has made rapid progress, and has been well received in Zambia. Some notable outcomes include: establishment of a Child Labour Unit in the MLSS, with district teams under the District Commissioner; adoption of The Employment of Young Persons and Children Act that includes child labour as an offence (2004); development of a national child labour policy, and the active engagement of the social partners, particularly ZCTU, in supporting their constituent members to implement this policy.

Three new projects also underway are: “Support to development and implementation of time bound measures against the WFCL in Zambia” (ZAM/06/50P/USA), HIV& AIDS and Child Labour: Zambia and Uganda, and “Study to establish the scale and nature of child trafficking” (ZAM/06/50P/EEC)

3.2.6. Expansion of social security protections in the population

The ILO’s Global Campaign on Social Security and Coverage for All as a means to Combat Poverty in Africa and Asia (ZAM/06/51M/UKM) started in 2007 with the aim to further the policy agenda by exploring the feasibility of a set of basic benefits. The work started in the context of an existing policy draft in the Ministry of Labour and Social Security, and social protection pilot schemes underway in the Ministry of Community Development and Social Services. This project has produced an analysis of “Social Protection Expenditure and Performance Review” which examines the various social protection needs, and budgets based on the vulnerability within the population. Given the small pool of national expertise available for social protection expenditure assessments, it has so far not been feasible to integrate this work into the existing national social protection development programmes. However, the ILO has benefited from its tripartite partners and social dialogue in helping to create ownership and providing access to government departments not normally associated with ILO activities.

Additional analysis of the relevance, effectiveness and sustainability of these interventions is provided in Chapter 5.

4. Key Findings

4.1 Relevance and Comparative advantage

In this section, we analyse the relevance and validity of the ILO Zambia country programme to ILO's strategic policy framework, its integration into the country's national development plan, and in the UNDAF for Zambia.

Within the four strategic priorities of the ILO, past assistance to Zambia (in terms of number of projects) has been primarily in the area of Employment (Sector 2), followed by Rights at Work (Sector 1), Social Protection (Sector 3) and Social Dialogue (Sector 4).¹³ As noted in the previous chapter, the evaluators find that the ILO's work over the evaluation period has fallen within the decent work global strategies, aligned well with programming priorities in Africa, and has integrated cross-cutting elements to improve the coherence across initiatives.

Many of the country-level outcomes also fall within the Africa regional priorities for addressing poverty and achieving sustainable economic growth, strengthening constituents and social dialogue, and increased cooperation particularly to policy coherence.

Finally, the ILO's forthcoming country-level initiatives, which are still in early stages of development, are being designed to maintain and strengthen the consistencies.

The DWCP in the context of Zambia's FNDP and NELMP.

Based on their review, the evaluators find that the ILO's partnership with the Ministry of Labour and Social Security has helped to ensure that the DWCP is well embedded within the National Employment and Labour Market Policy, and the priorities identified within that. Since 2004, the policy paper has been the primary reference for shaping dialogue and setting priorities between the MLSS and the ILO.

As stated in the government policy paper the three DWCP priorities are also expected to contribute towards Zambia's efforts to achieve the following Millennium Development Goals by different means:

- #1: Eradicate poverty and hunger - by promoting employment of vulnerable groups (e.g. persons with disabilities; women entrepreneurs facing hardship);
- #2: Achieve universal primary education – by working to eliminate child labour;
- #3: Promoting gender equality – by promoting employment and income opportunities for women;
- #6: Combat HIV and AIDS – by protecting workers and families with AIDS, raising awareness prevention and treatment in the world of work;
- #8: Decent and productive work for youth – by promoting employment skills and opportunities for youth

The NELMP is also providing both the UN System along with the ILO and the Government of Zambia with a comprehensive framework for working together, at least in theory. Though progress is being made towards implementation of the NELMP, there is still much to put in

¹³ Zambia, Decent Work Country Programme, Section 2.5

place. Implementation, however, is likely to gain momentum once the Sector Advisory Group (SAG) for this sector is established and operational.

Given that Zambia is experiencing steady economic growth, but not yet producing broad-based employment and poverty reduction, the ILO's new macroeconomic policy coherence initiative in partnership with IMF and the World Bank will be extremely relevant in the Zambian context. This will require a high calibre of economic analysis on the ILO's part to produce a policy impact.

Achieving this requires support and guidance from the apex of the national plan implementation and monitoring authorities in the Ministry of Finance and National Planning. There is an opportunity for the ILO to undertake policy studies under a Study Fund of the Ministry of Finance and National Planning's Monitoring and Evaluation Unit – aimed at unpacking the poverty and employment situation as well as linking employment indicators with other macroeconomic indicators for better policy and programme guidance.

Based on the above factors the ILO does appear to be strategically positioned and relevant to current policy dialogue, and is gaining momentum in drawing attention to policy issues at the macro level.

Observations regarding informal economy gaps in the current ILO DWCP

Although 'domestication' of ratified Conventions is a priority, they will fail to give protection to over 80 percent of workers in the informal economy. The large size of the informal economy in Zambia has left many people in work environments which have little or no regard for workers' rights, and poor health and safety conditions. In the informal economy issues of HIV and AIDS in the workplace and child labour are issues that are intricately connected with economic growth and poverty reduction.

Employment growth that is broad-based is a key priority for the DWCP, as it is for the FNDP. The lack of opportunities for decent work holds back human development, exacerbates poverty, and limits achievement of MDGs.

Given the high degree of unemployment and poverty in the country, the level of social protection is low. There has been an increase in the number of occupational accidents, some on a large scale. This can be attributed to the inability of government departments to enforce Occupational Safety and Health laws. This and other issues such as discrimination of HIV and AIDS cases, negatively impacts on the country's GDP growth rate.

Expanding social dialogue and supporting institutions, such as arbitration mechanisms are likely to facilitate smoother functioning of the formal sector of the Zambian economy. However, these mechanisms are largely absent in the informal economy, and hence social dialogue is unavailable to resolve disputes. Existing worker and employer organizations could be strengthened to reach out more effectively to workers in the informal economy.

In summary, the ILO and the Zambia DWCP are well aligned and highly relevant to the needs of the country, and work in the areas where the ILO has capacity strengths and comparative advantage. There is, nonetheless, need for the ILO to improve awareness of how its programme of support reaches those working in the informal economy.

4.2 Partnerships and Tripartism

The ILO constituents face several ongoing challenges that impede the effectiveness of the Office's efforts to develop and implement integrating strategies. Despite these limitations ILO constituents expressed genuine appreciation regarding the collaboration with the Office over the past six years and provided specific examples of its effectiveness in the form of tangible outcomes. The historical context and current potential across the three constituent groups—GRZ Ministry of Labour and Social Security, the Zambia Federation of Employers, and the workers' organizations of Zambia Congress of Trade Unions (ZCTU) and Federation of Free Trade Unions of Zambia (FFTUZ), are highly specific and can help clarify why all continue to struggle with capacity constraints.

Ministry of Labour and Social Security

The MLSS went through a restructuring that aimed to have in place by 2000 a strong team to support overall government reform and structural adjustment. Despite major organizational and strategic advancements over the past six years, capacity constraints have remained with some sections of the NELMP implementation plan remaining seriously under-budgeted.

The MLSS has continued to face challenges linked to ongoing casualization of labour and labour brokering, particularly in the mining sector areas of the country. Collaboration with the ILO has in part helped to address serious capacity gaps in labour inspection planning, coverage and reporting. For 2006, the MLSS produced a comprehensive performance report of labour inspection, which is the first of what should be regular annual reporting against proposed targets. In addition, the quality and quantity of inspection capacities have expanded. Inspectors are now using the integrated approach to inspections, aided by new inspection forms provided by ILSSA.

In addition, ILO collaboration has technically supported the Ministry along with social partners to jointly review the labour law to endeavour to bring it into conformity with ratified international labour Conventions. The revised law is to be presented to Parliament in 2008. Training of trainers on labour law, child labour and HIV and AIDS, and follow-up, also have been effective.

Finally, the Industrial Relations Court (IRC) has been targeted for technical support and constituents trained in alternative dispute resolution. Although a serious backlog of industrial dispute cases remains in the IRC, the MLSS reports improved social dialogue leading to a reduction in number of strikes, as reported by MLSS.

The ILO notes in a 2007 evaluation of its support to the MLSS and social partners (ILSSA project), however, that continuing deficits in capacity could threaten the substantive gains made in the areas of labour law reform, dispute resolution, training of trainers and support to labour administration. These concerns have been echoed by constituents, though at the time of the evaluation, much of the capacity benefits from the ILO's work was being sustained at least in part.

Employers' Organizations

The Zambia Federation of Employers (ZFE) was founded in 1955. Its principal functions are to establish, promote, and maintain good relations between employers and employees throughout the Republic of Zambia, and to be the highest and central organization representing employers to the Government. ZFE also provides to its members a wide range of services and training activities in areas such as: industrial relations; personnel management; productivity improvement; management of privatisation; occupational health & safety; and management skills for SMEs.

Although officially its membership is recorded as including 215 organizations employing over 250,000 employees, ZFE has seen the strength of its membership decline in recent years with many of the larger employers joining chambers of commerce and other private sector development organizations.

The ILO contributed funding (ACT/EMP) to ZFE to develop its strategic plan, 2006- 2010, followed by technical support to draft an action plan. The core business remains industrial relations; however, efforts are being made to focus more on macro-policy reform to better support business, improving skills matches between employers and workers, among others. The organization is aiming to increase membership and rationalize staffing.

ZFE has been somewhat unsettled by the growth of the donor-supported Zambia business forum coalition on HIV and AIDS, which has emerged as a key coordinating mechanism for firms moving to establish workplace policies and practices for prevention and treatment of HIV and AIDS. A strategy for effectively dealing with the development is not yet in place.

At regional level, the ILO is working towards the strengthening of the employers' organizations to work together with the business coalitions. In particular, a Pan-African Business Coalition on HIV and AIDS was launched in 2008 and ILO provided technical and financial support to ensure the participation of representatives of ACTEMP/IOE and ITUC to indicate the need for collaboration between the employers' and workers' organizations and the business coalitions at country level.

Workers' Organization

Zambia's trade union structure is dominated by two separate central federations: the Federation of Free Trade Unions of Zambia (FFTUZ) and Zambia Congress of Trade Unions (ZCTU), which is the largest and most dominant. ZCTU was founded in 1965. It has approximately 30 affiliated unions.

In the aftermath of widespread reforms of the 1980s, the effects which were large scale retrenchments and lay offs of workers, trade union membership declined drastically, to the extent that ZCTU membership has dropped by half since the mid-1990s.

To counteract this, the unions made some inroads in organizing people in the informal sector. Declining membership subscriptions has meant shrinking capacities and capital for member services, and increased difficulty in attracting and retaining well-qualified personnel.

ILO as well as other sources of technical support has therefore been essential to upgrading skills and know-how, to decide positions and member support regarding many of the national issues and policy debates.

ILO support has taken the form of capacity building exercises linked to SLASA, including support in collective bargaining and mediation. However, there is need for improved capacities to understand and more effectively respond to national policy measures, to strengthen the membership base and improve member participation, and to further consolidate unions to counter fragmentation and discord.

General Observations

ILO interventions to date have been instrumental in bridging social partners through difficult times and in building MLSS capacities. The social partners are not yet well oriented towards setting their strategies in conjunction with national development frameworks, in part because of capacity constraints. For ZFE attention has focused on strengthening membership and sorting out leadership fluctuations. The ILO is seen more in this context as a source of organizational support, rather than as a major strategic partner with whom to engage in priority policy and operational areas of intervention.

Although support to social partners from the ILO Lusaka Office has been reasonably incorporated into their technical support portfolio, both EOs and WOs have raised concerns that given their limited capacities some of the joint action supported inside projects pulls them in the wrong direction by displacing higher-priority activities, such as strengthening their membership bases.

At the same time, many of the priorities for intervention and action sourced from ACTRAV and ACTEMP are not well known by the ILO Lusaka Office. The evaluators consider this failure in information exchange as one reason for the current partial mis-match between social partner interests and those priorities being taken up within the DWCP. The ILO Employers' specialist position for Southern Africa has been vacant since September though a replacement will soon arrive. The Workers' specialist has just been reposted and the position remains vacant at the time of this report. The delay in filling critical field posts was also mentioned by social partners as an additional constraint to joint strategy development.

The ILO has done relatively well in its programmatic and operational response to emerging strategic and political challenges in Zambia and in the UN system reform process. This is particularly commendable given its relatively small presence in the country, its multi-country responsibilities and budgets largely allocated to project operations leaving little staff time to engage in the multiple dialogues that have taken place to put the current status of the reform in place.

Despite its relatively small presence in the country, it has emerged as leading figure thanks primarily to its country representative's active engagement in the country's issues and in seeking out the value and relevance that the ILO has to offer in responding, energetically and creatively.

In summary, there is a strong recognition of the ILO's current and future potential contributions, within the UN system, among donors, and with partners beyond the traditional tripartite ones. Past contributions are valued most within the tripartite partners – MLSS,

FDE, ZFTU and FFTUZ. However, there are currently disconnections between two sources of ILO support for Zambia's social partners, and steps should be taken to improve communication and coordination between ACTRAV, ACT/EMP, the SRO specialists and ILO Lusaka.

ILO partnership within the UNCT and the UNDAF

The Zambia UN Country Team (UNCT) is composed of 12 resident agencies, which include IMF and WB. The UN Resident Coordinator, who is also the UNDP country director, has overall coordinating responsibility. Within the UN, the RC has considerable influence in shaping priorities and helping to position UN agency members within the broader FNDP context. To date, there is not yet a firewall in place to separate RC functions from those of UNDP directorship, and this situation has caused some discomfort within the UNCT.

Additionally, according to some members of the UNCT, the UNDAF has not yet set a common vision or understanding of what is to be achieved, and how cooperation between agencies can be more soundly based on the substantive and institutional benefits of such collaboration, and not sprouting from a perceived need to collaborate procedurally for the sake of demonstrating that it can be done. There were also inconsistencies noted within the operational strategies to achieve several UNDAF outcomes where the ILO was designated to take a lead role. In several cases, despite its recognized mandate and designated UNDAF role, the ILO was unable to mobilize adequate resources. At the same time, other UN agencies with better access to funding were increasing their own activities, such as HIV and AIDS in the public sector workplace.

The recasting by the JASZ of the ILO as a quasi-donor agency within the larger UN donor family appears to be raising expectations—both within and outside of the UNCT, about the scale and form of ILO support. During interviews several international donors and UN partners noted with concern that the ILO was not doing enough in those areas where it clearly had reason to be active and influential. Social protection in the informal economy, and addressing HIV and AIDS in the workplace were two particular areas where the ILO's mandate and expertise were seen as being underutilized.

At the time of the evaluation, the FNDP sectoral strategy for employment and labour has not yet been operationally linked to a JASZ or SAG to coordinate support in implementing the policy. Within the donor community and the UN support for addressing the employment situation in Zambia remains piecemeal, although there is general recognition that this should not be the case.

Finally, although the UN system has agreed on a joint strategy with promising signs of better integrated processes, the government has not made much progress in supporting inter-ministerial collaboration in such areas as education, health, etc. The SAG approach, however, assumes that for each SAG there will be joint accountability within designated Ministries to contribute to a joint solution. An example of this is the SAG on social protection, which is headed by the Ministry of Community Development and Social Services, but which encompasses the government strategy on social protection, including social security. In this case, as in others, meaningful collaboration between ministries has been slow to materialize.

Neither the UNCT nor government have given adequate attention to this issue, leaving some UN agencies favourably connected to government and donor SAGs through well positioned partnering ministries, while other agencies remain handicapped through the relatively weak positioning of partnering ministries.

In Zambia, there is need for stronger UN commitment to mutual support in building-upon the comparative advantages of individual agencies, including the ILO. The UNCT can do more to set by example the advantages of collaboration across traditionally distinct lines.

4.3 Validity of design and strategy of the DWCP in Zambia and its link to the UNDAF

The DWCP in the context of the UNDAF

The 2007-10 UNDAF is a means of identifying key priorities for the UN system in response to the country's national development plan. The UNDAF is focused around four thematic pillars: governance; HIV and AIDS; food security and basic social services.

The ILO's DWCP directly supports several UNDAF outcomes. The ILO is a contributing member to the joint UN team on HIV and AIDS, with specific lead in strategies to address HIV and AIDS in the workplace. The UN is lead agency on the JASZ for HIV and AIDS. The ILO is also a contributing member to the Gender outcome, and designated to contribute to joint programme through work done under the WEDGE project.

The ILO's DWCP also directly supports the UNDAF basic social services sub-outcome on education and social protection, where child labour is set within strategies on education and health. The ILO is currently working with the IOM and UNICEF on trafficking of children, and formulating a joint programme, initially funded by UNICEF but soon to be financed through additional resources, which were jointly mobilized through the UNDAF team. This initiative has been praised within the UN and government for its integrated and strategic approach.

Traditionally, ILO technical cooperation projects in Zambia have been stand-alone, time-bound projects, dependent on external funding, mostly mobilized at global levels. This has not always helped in embedding a strong sense of national ownership for the ILO's project work from the start, nor does it provide the means by which to flexibly respond to changes and take advantage of emerging opportunities mid-course during project implementation. The introduction of RBSA will likely partially soften current rigidities through its more flexible use.

ILO has only recently begun adjusting its own planning processes to align with the new institutional modalities and DWCP priorities. Examples include the TBP child labour project to support national efforts to eradicate worst forms of child labour, the new ILO-led UN initiative on employment promotion for small business development, and its joint work with UN partners to provide technical support to the National Aids Council. That the ILO is constrained to move more extensively is partly due to the continued preference of some donors to fund through a project approach, and for PARDEV to orient proposal development around thematic rather than country contexts. Projects also tend to focus on direct action and

pilot or demonstration approaches, which may not have commitment of government or other partners to continue after project completion.

Based on feedback during interviews, the ILO's traditional engagement with and support of tri-partite constituents has also been somewhat piecemeal, being shaped by donor interests and/or ILO programming and funding cycles. More recently, in accordance with the Zambian government reforms and moves towards UN integrated programming, there are signs that this situation is likely to change, a shift that is strongly endorsed by the evaluation team. Since 2007 there is a greater aligning of the ILO's national programming with the UN's cooperating partners as well as with national partner programme funds and priorities. This is expected to contribute to greater institutional capacity building and sustainability, and fewer stand alone and demonstration or pilot programmes.

To summarize there is need for continued organizational changes to ensure greater flexibility in programming large and small interventions, and in screening potential global interventions for adequate resonance with national partners.

4.4 Results orientation and potential for impact.

The results framework

The ILO is taking steps to ensure a means of introducing a governance mechanism at national level through which to instil a sense of accountability for results linked to the Zambia DWCP. A DWCP advisory committee comprising of government, social partners, cooperating partners/donors, and other stakeholders is to be created to provide strategic guidance for meeting national development objectives. It would also serve to monitor progress and results, and will link to the SAG on Employment and Labour.

The ILO Lusaka team and their technical colleagues in Harare have designated in the DWCP document a results framework which configure from three priorities, to nine outcomes, all of which have strategies and programme approaches summarized. In addition to this documentation, a plethora of project and UN strategy plans, progress reports and special studies provide more in depth information on the logic and expected outcomes of the ILO's and UN's contributions.

In terms of internal logic, each of the three DWCP country priorities identified (see table 1), and the various outcomes and strategies within each priority link convincingly, however there is concern about the sufficiency of action currently underway for several of the outcomes. Relatedly, as discussed in the next section, the choice of indicators in terms of both fit and measurability needs further reflection, particularly if these are to be a means for strengthening the monitoring function to be carried out by the newly formed DWCP advisory committee. One additional aspect relevant to the results framework is the need for a more coherent focus on target groups and more attention to the manner in which changes will be evidenced.

National capacity development for monitoring and evaluation

Under the FNDDP, the government has stepped up considerably its attention to results-based planning, monitoring and reporting. In MLSS, the various departments have designated

performance parameters against which to regularly report, however, few have found the means by which to maintain the necessary data flows for monitoring reliably the results being attained. As of the time of the evaluation, MLSS indicators and reporting frameworks were not well linked to ILO's similar elements, whether at the project or DWCP outcome level.

As both the ILO and MLSS share the need to improve their current RBM approach and practices, the ILO would benefit from exploring all opportunities to better align their respective indicators, targets and data collection efforts with those of MLSS, already set up under the framework of the FNDP, but not yet wholly operational. In addition, as social partners improve their own RBM capacities, the ILO should strive for greater consistency in choice of indicators, data, and review processes.

According to the DWCP for Zambia, a combination of qualitative and quantitative indicators would be developed and put in place for monitoring progress towards projected results under each of the plans outcomes. It is envisioned that all constituents would be involved in the planning, implementation and monitoring process. It is also expected that the partners would need capacity building support to participate meaningfully in performance monitoring and evaluation.

At the time of this evaluation, besides the reporting on individual projects, and the mandatory annual reports required by the ILO, there was little evidence of any formal DWCP monitoring systems development being developed.

Evaluability of selected projects in Zambia

As part of the preliminary work for this evaluation, an assessment was carried out to determine the feasibility and adequacy of the project-level performance and outcome/impact information. The focus was on any constraints in terms of data availability, programme logic and coherence and usefulness of the performance reporting.

The exercise focused on issues related to the projects' immediate objectives in terms of sustainable DWCP results in Zambia, project's intervention logic, availability of performance indicators to monitor and evaluate interventions, measurability of targets and data availability, reporting of progress, and overall appropriateness and adequacy of information for meaningful assessment of impact.

Table 3 below summarizes the findings. The scoring relates to level of evaluability of projects based on available project documents and related progress reports and evaluations. These projects all constitute major actions under the DWCP outcomes, so that documenting the effectiveness of the ILO's work at these levels, is critical to drawing higher level conclusions regarding the ILO's contributory added value.

Table 3. Summary of findings from project-level evaluability exercise

Name of project	Comments from assessment
Development of Business Services Market for Micro Small Enterprises (BDS) ZAM/03/M01/SIDA	Needs improvement. <ul style="list-style-type: none"> • No log frame provided with phase I project document; unclear objectives and time frame of project makes assessment difficult. Situation improved with phase II log frame in document. • Data collection and performance reporting of annual reports and mid-term reviews provide helpful data. • Impact assessment exercise launched in 2005 and to be relaunched.
Special Action Programme to combat Forced Labour-SAP-FL	Adequate. <ul style="list-style-type: none"> • Project aligns clearly with Zambia DWCP. The findings of the research to feed into the ILO component of the UN joint trafficking programme into a project document for submission to interested donors. The project outline will be integrated in the DWCP (not able to find out from available data if a project document has been developed). • No Zambia-specific results framework existing in documents available for this evaluability exercise; intervention handled as large activity within the SAP-FL programme.
Support to development and implementation of time bound measures against the WFCL in Zambia ZAM/06/P50/USA	Good. <ul style="list-style-type: none"> • Intervention logic adequate and comprehensive. Clear implementation mechanism and expected outcomes of project. The project makes sense, and the logic of the interventions is likely to help achieve the outcomes. • Based on project doc, log frame and intervention logic and data collection provides ground for meaningful assessment of project/impact.
Prevention and mitigation of HIV and AIDS labour and socio-economic impact in the world of work INT/03/M27/ITA	Needs improvement. <ul style="list-style-type: none"> ▪ Outcomes clearly stated, both for project in general, and at country level. However, unclear intervention logic, no analysis of assumptions. Hard to assess whether intended implementation mechanisms (stated as outputs and a list of activities) will help to achieve the outcomes. ▪ Log frame not available for this evaluability exercise. ▪ Available reports (quarterly, end of project report) give account of activities carried out, but no analysis of the extent to which these lead towards achieving identified outcomes. No attention to performance indicators
ILO Global Campaign for Social Security and Coverage for All as a means to reducing poverty in Africa and Asia GLO/06/M54/UKM, URT/06/50/UKM, ZAM06/51/UKM (recently closed)	Good. <ul style="list-style-type: none"> • Based on available documentation, a meaningful assessment of impact seems feasible. The objectives of the project are clear, the log frame of the project seems appropriate and the progress reports give adequate information on the progress of the project, in line with the logical framework and reporting on achievements against indicators, and revised workplans are also provided.

<p>Strengthening labour Administration in Southern Africa (RAF/0155M/USA)</p> <p>(recently closed)</p>	<p>Adequate.</p> <ul style="list-style-type: none"> • The project makes sense and seems operational. Logic of interventions appears adequate in helping to achieve outcomes. However, project to cover 6 countries, harder to assess intervention logic for each country based on project document. • Project’s strategy and implementation outline appears appropriate, data collection and performance reporting based on mid-term evaluation provides good data for further assessment of impact. However, one challenge might be country specific data as project covers several countries.
<p>Women Entrepreneurship Development and Gender Equality”; (INT/04/M64/IRL)</p>	<p>Needs improvement.</p> <ul style="list-style-type: none"> • No log frame provided with project document, which is inter-regional. • Data collection and performance reporting provided, but hard to assess as no baseline provided in project document. Project document appears fragmented. • Progress report provides performance reporting primarily at activity level, weak analysis of effect. • Impact assessment report provides adequate data collection and performance reporting.

General observations

All assessed projects had objectives clearly in line with Zambia DWCP priorities, as well as other national development plans, such as the Fifth National Development Plan (FNDP) and the National Employment and Labour Market Policy (NELMP). However, a proper monitoring system needs to be developed to link the projects with the DWCP, to enable a structured analysis of the projects’ contribution to sustainable DWCP results in Zambia.

Overall, there is a need for improvement in development of appropriate log frames for the projects. It was found that many of the projects had weak, a couple non existent log frames and intervention logics, and weak analysis of baselines, assumptions linked to risk management and data collection. From available data, it seems most projects report well at the activity level, but are weaker on analysis of whether these activities will lead towards achieving identified outcomes.

Hence, there is need to improve overall planning and reporting of projects, and specifically also how the various projects feed into the overall priorities of the Zambia DWCP.

4.5 Impact and Sustainability

Sustainability is an issue of concern where various programmes or interventions produce short term results or benefits, but fade out once the external technical and financial resource stream ends. The incorporation of the development into the local knowledge base, ownership in terms of buy in produced within institutional structures and capacity, as well as dedicated local capacity and resources are required.¹⁴

¹⁴ According to the OECD/DAC definition, sustainability refers to the continuation of benefits from a development intervention after major development assistance has been completed, or the probability of continued long-term benefits, also considering the resilience to risk of the net benefit flows over time.

The evaluation team conducted an assessment of sustainability of recently completed projects. The results provide more robust evidence about the effectiveness of the instruments and interventions supported by the ILO, and also identify good practices or gaps in our approaches that affect sustainability. A list of the projects which were assessed *ex post* is included in annex 2. A summary of project-level *ex post* findings is provided in table 4 below.

Table 4. Summary of project level *ex-post* sustainability findings

Project	Implementation period	Budget USD	Key observations.
Strengthening Labour Administration in Southern Africa	2001-07	700,000*	Though capacity built and progress made on legislative and dispute resolution aspects, absence of continuity and coherence of ILO support resulted in few concrete legislative reforms or improvement in worker conditions.
Training and advisory services to roads training school	99-04	1,116,653	Roads training school continues to include labour based training in curriculum
Elimination of Child Labour in Com. Agriculture	2001-05	605,000	Created sensitization and expertise within tripartite partners, and a good foundation for Child Labour Capacity Building Programme's success.
Child Labour Capacity Building Programme	2002-06	1,025,000	Harmonized legislative framework and National Child Labour Policy established. Child Labour policy and plan of work mainstreamed within MLSS and tripartite partners.
HIV and AIDS- Socio-economic consequences	2002-06	200,000	Tripartite constituents, esp. ZCTU has internalized policy framework. Through UNDAF, HIV AND AIDS in world of work experience being scaled-up within Government agencies.
Labour-Based Road Rehabilitation and Maintenance	2001-04	1,161,499	Road Authorities have knowledge and capacity for labour based methods.

* Estimated share of US\$2.8 million four-country project that was directed towards Zambia.

General findings

Strong tripartite participation in the ILO's programming has generally been a pre-requisite for sustainability. Technical support from the ILO seems to have contributed to clear outcomes particularly in projects where issues of capacity building have been related to developing or improving policies or laws, raising knowledge on specific issues and increasing institutional capacity (provide support to member organizations, advocacy work, strengthen strategies, training and application of tools and methodologies).

The emergence of new institutions and modalities, as well as the weakening of several of its traditional institutional social partners in Zambia, has increased the challenges for ensuring sustainability. Also the fragmentation of the ILO's own institutional supports and partnership structures, including but not restricted to its tripartism, and technical support for policy development, has at times weakened its programming effectiveness and sustainability. This was most evident in the context of the important SLASA/ILSSA initiative.

Related to this, sustainability was evident where the ILO technical assistance fed into clear capacity needs of its constituents and partners, and when the partner organization had a clear understanding and could make proper use of the support the ILO provided.

The ability to forge new partnerships, to help expand a combination of technical and funding prospects, in support of both policy development and ongoing implementation -- can be clearly linked to recent ILO programme sustainability. Thus the child labour projects appear to be the most sustainable – especially as they relate to capacity building of partners (assist in law reforms and policy development). But this is less clear on action programmes related to withdrawing of children. The latter requires far greater inter-sectoral collaboration than available at the present time.

The exercise also suggested that collaboration existed across projects and that this helped to ensure sustainability. Given this, the ILO's DWCP can be better integrated within and across projects, to support improved effectiveness and sustainability. Better planning around achievement of country priorities could help the integration. Also better monitoring plans are required at all levels of project and DWCP implementation. Most projects did not have clear sustainability plans, nor did partners interviewed have a strong sense of what these could be. Questions related to this generated vague responses in many cases, and little concrete feedback on how they were used in the cases where these were said to have been developed.

Finally, the short duration of project interventions has implications for the sustainability of various outcomes, such as action programmes to address child labour, which tended to last for less than two years.

5. Strategy Assessment by Strategy Objective and DWCP Priority

5.1 Overview

Noting that the ILO developed the current decent work country programme over the period 2005 to 2007, which covers about half the period being assessed, its main areas of intervention can be grouped under the ILO's broader strategic objectives, with special attention given to those thematic priorities being covered under the current DWCP. The following sections are based on an analysis of the DWCP-related programming documentation and supporting project documents, including existing evaluations, as well as key interviews with project staff and national partners.

5.2 Rights at Work: Dealing with the challenges of economic liberalization and loss of formal sector jobs

During the period of economic slide and leading to structural adjustment adjustment efforts of the 1990s until the recent period of economic recovery period since 2002, Zambia has witnessed a steady loss in formal sector employment, and the growth in 'informalization' of employment. These periods typically are also accompanied by a perceived contradiction between attracting FDI and enforcing social protections, especially in the face of constricted government budgets.

5.2.1. Rights of the Zambian workforce:

Zambia has historically had a strong record of commitment to protecting rights of its workforce. It has ratified 43 International Labour Conventions, including all the ILO's core Conventions. However, translating them into operational terms has not been easy. Between 2002 and 2006, two major regional projects have been implemented in Zambia by the ILO with the objective of contributing to the improved application of the ratified fundamental Conventions, in particular freedom of association standards, and thereby promoting the industrial peace needed to accelerate economic growth. The immediate objectives of these projects were specifically to help bring labour legislation into conformity with ratified ILO Conventions and widely disseminate them; strengthen the capacities of the Ministry of labour to promote and apply the fundamental principles and rights at work and support social dialogue; strengthen the capacities of trade unions and employers' organizations to promote and apply the fundamental principles and rights at work; strengthen the capacities of dispute resolution mechanisms and the labour/industrial relations systems; and promote bipartite and tripartite cooperation. (Additional information on the interventions has been given in section 4.2)

Both these projects have made significant contribution to labour law reform, as well as training of trainers, and support to tripartite partners in addressing a host of labour issues. All social partners suffer from major continuing deficits in capacity. These include lack of equipment, inability to secure and/or to provide financial support (especially in the case of governments), and low levels of membership and funding for employer and worker organizations. These needs demonstrate the continuing importance and relevance of such activities in country. Continuing deficits in capacity across all social partners and institutions have the potential to threaten the sustainability of project gains. This was noted particularly

in the face of the slow pace of implementation in these multi-country regional projects, and consequent omission of important elements of project implementation or timely follow-up.¹⁵

In addition to the mentioned projects, the ILO technical interventions have targeted support in most of the areas highlighted in observations by the Committee of Experts on the Application of Conventions and Recommendations (CEACR). A summary of the recent CEACR observations directed at Zambia are provided in annex 6.

The ILO Lusaka office does not have the technical capacity to address follow-up and sustainability questions once projects end and therefore depend on the SRO, RO or HQ support for this. Several current projects related to HIV and AIDS and child labour aim at raising awareness and capacity, but do not address legislative dimensions directly due to a gap in this expertise. This is a lacuna that can only be filled by concerted support from the technical staff at SRO and HQ. Another important component of the DWCP that is dependent on the SRO staff expertise for its technical progress is the Labour Market Information System. This is crucial for monitoring the fundamental rights and principles at work as well as the status of employment in the different sectors. It is also an important part of the National Employment and Labour Market Policy, but is yet to get off the ground in Zambia.

5.2.2. Child labour and trafficking:

Since the early 2000s International Programme on the Elimination of Child labour (IPEC), has gained momentum in following the national child labour programmes (1999-2001), which prepared the ground for future support, starting with two regional projects: the COMAGRI project aimed at withdrawing children working under hazardous conditions in commercial agriculture, and the CBP (Building the Foundations for Eliminating the Worst Forms of Child Labour in Anglophone Africa) that was implemented from 2003-2006. Considerable progress was made under these two activities in a wide range of dimensions – information gaps, awareness raising, capacity building and actual implementation of withdrawal of children from hazardous employment. In addition, collaboration with ILSSA/SLASA projects and tripartite partners of the ILO also enabled progress to be made in the revision of legislative framework to harmonize them with relevant international Conventions.

The Employment of Young Persons and Children Act was amended in 2004, and a Child Labour Policy was drafted. Institutional capacity was strengthened with the setting up of a Child Labour Unit in the MLSS – which is operating today with grants from the Government, and has extended its work to the District Level. Collaboration with social partners, including tripartite partners, such as ZCTU has provided strength and sustainability to the development of this effort.

Two new projects were again launched in Zambia under IPEC – in order to further consolidate the legislative gains, capacity building and implementation of child protection programmes. The primary deliverable is support to the Government of Zambia to formulate a comprehensive National Plan of Action for time-bound elimination of the Worst Forms of Child Labour (WFCL), launched in 2006. This is complemented with specific interventions to address HIV and AIDS and child labour, which launched in 2004.

¹⁵ ILSSA Midterm Evaluation Report

This work is making good progress. The MLSS has taken strong ownership of the process, including requesting increased budgets from the Ministry of Finance and National Planning. Partnerships within the UN system (UNICEF) and IOM as well as with the tripartite and other social partners has been firmed up, as has collaboration with other ILO projects, such as those for women and HIV and AIDS. All these developments improve the likelihood of impact and sustainability.



© International Labour Organization
Young child with his market stall on a road

5.3 Employment: tackling the policy and cross-cutting dimensions of employment growth and broad-based development

Employment is a very high profile issue in Zambia. The Fifth National Development Plan, 2006-2010, which is in effect, the second PRSP launched following HIPC inclusion has as its principle theme – “broad based wealth and job creation through citizenry participation and technological advancement”. However, in the first PRSP, employment was not considered a separate economic sector, and dealt as a cross-cutting measure. Since the FNDP was a follow-up to the successful first PRSP, the same approach was adopted initially. As a result, the Ministry of Labour and Social Security—the ILO’s tripartite partner—was not included in the initial FNDP draft document.

It is widely recognized that the ILO’s strong intervention was instrumental in the decision to finally include a sectoral strategy in the FNDP for addressing employment issues late in the drafting process. Assistance of the ILO has also been central in helping the MLSS to formulate an employment strategy and chapter into the final national development plan. The country’s employment and labour policy has needed to evolve in response to the needs of economic development as well as social justice. Maintaining industrial harmony, promoting labour welfare and protecting rights of workers are necessarily linked to employment creation for poverty reduction and economic growth. The range of employment issues is therefore very wide, and this is reflected in the new National Employment and Labour Market Policy, that has been produced by the MLSS with the assistance of the ILO, and adopted by parliament.

Within the wider set of issues that need to be addressed to promote a broad-based employment growth, the MLSS continues to have primary responsibility for its previous portfolio. This includes such priorities as – promoting industrial harmony, labour welfare and worker rights, occupational health and safety matters, HIV and AIDS at workplaces, social security for the formal sector, elimination of child labour, and labour market information systems.

Since 2001/02, the ILO has implemented several projects that have also addressed job creation issues in the informal sector by promoting self-employment opportunities, supported by business development services, skills training and financial mechanisms. Though institutions have been targeted for capacity development, the sustainability has been limited since they were not well tied up with ongoing government programmes, and the informal sector institutions being targeted were too weak and fragmented to carry forward the work on their own. It is now being recognized that pilot and capacity building programmes need to be linked up with broader institutional funding mechanisms, often of the government ministries in order to have the sustainability and scale-up possibilities.

The new generation of ILO employment-oriented projects for the informal economy, have tie-ups with several sectoral ministries, such as the Ministry of Community Development and Social Services – that have mandates for improving livelihoods among poor and vulnerable groups, and the mandate for social protection for the informal sector. Also, bolstered funding of these ministries through the ‘basket funding’ by international donors may be of assistance in expanding these initiatives well beyond the initial activities through ILO projects. These basket funds are intended to support pro-poor initiatives and ensure they are firmly embedded in nationally-owned development plan implementation. Finally, the SAG mechanism, in which all sectoral partners from various ministries are joined by UN partners and donors, could also be helpful in expanding impact of informal sector employment initiatives. Currently there is no SAG specifically for employment or labour policy implementation. Once established this could also help promote inter-sectoral partnerships in promoting informal sector jobs creation.



© International Labour Organization
Woman in a tailoring workshop

In Zambia, the increase in poverty, unemployment and ‘informalization’ of the economy can be linked to the macroeconomic reforms necessitated by the earlier economic collapse. While there is evidence of an economic upturn, it also appears that many of the reforms are

uncoordinated and can act as a detriment to employment and decent work. Zambia's growth path illustrates some of these downside policy risks. The ILO's new policy coherence approach that is currently being developed in collaboration with other key agencies, such as the UNDP, World Bank and IMF will enable a greater prioritization of employment and decent work. Macroeconomic policies need to be analysed for measures that would promote domestic capital formation for investment in labour intensive industries.

5.3.1. Employment as a priority in the DWCP: 2007-2011

Employment growth for broad-based development is of primary importance for the Zambian economy if it is to make progress in reducing poverty and to achieve the Millennium Development Goals. For the ILO's DWCP in Zambia, "More and better employment for youth, women and people with disabilities, supported by enhanced labour market information systems" is the first of three priority outcomes. The emphasis on more and better employment signifies the need for job creation that enables productivity improvements as well working conditions conducive to human security and well-being in accordance with core and fundamental international labour standards.

Policy development in the areas of more and better employment has already benefited from the ILO's involvement and inputs over the past few years. Some of the main developments have been: the formulation and launch of the National Employment and Labour Market Policy (NELMP); expanding information, application, and reforms of labour laws under the ILSSA and SLASA projects; and a new initiative in consultation with IMF and the World Bank for greater policy coherence in macroeconomic policies for generating employment and decent work in Zambia.

In the implementation aspects, some activities have been taking place under the ILO-Irish Aid partnership for promoting business development for women and people with disabilities, and the SIDA funded ILO Business Development Services BDS-Zambia project that supports micro, small and medium scale enterprises. According to a recent evaluation of the WEDGE program, it was found that there was lack of systematic approach to capacity building. In order to improve programme effectiveness and efficiency, the ILO should reinforce its side of the partnership with technical support in the field as the amount and location of the ILO's existing technical support appears to be inadequate. An evaluation of the BDS programme also found several *ad hoc* elements in the implementation strategy, and limited sustainability due to weak capacity of the informal sector institutions to pick up and run with the training and networks established.

Another weakness in the past was the concentration of the ILO's established government partnership opportunities, which were primarily with the MLSS, whose mandate was seen to be mostly with monitoring enforcement of labour laws and related tripartite issues, whereas employment generation was a more cross-cutting topic dealt with by several ministries, including but not limited to, Ministries of Commerce, Agriculture, Community Development, and Mines.

Under the new aid modalities, donors that provide basket funding to any sector also need to ensure that supporting technical assistance, particularly to build government capacities, is also being made available. The mechanism for coordinating this is the SAG structure. The SAG for each sectoral ministry solicits participation by all the concerned cooperating partners from the donor and UN system as well as other cooperating sectoral ministries.

The likely impact of the ILO's work, especially on the more and better employment initiative is expected to grow under this new system, where employment growth has so far remained an implicit assumption, with few tangible concerted efforts to date. New projects that have recently been developed by the ILO for promoting business development in the informal sector are now squarely partnered by other sectoral ministries and with the ILO participating in their SAGs.

Monitoring of progress and labour market conditions is another outcome of this DWCP that has made some progress. The first labour force survey in the country was conducted in 2005, after nearly two decades. It is planned that this will be followed-up regularly every few years (originally planned every two years, but this is likely to increase to three, based on progress made to date for a repeat survey). In addition to these periodic national surveys, a Labour Market Information System is a planned component of the DWCP. This is also a prominent component of the workplan for the MLSS. However, little discernible progress on setting up an LMIS has been made on this so far. The technical direction for this initiative is being provided by the ILO's SRO in Harare, and though an initiative for developing LMIS in the Southern Africa Region was launched two years ago, there is not much to show for it in Zambia. One of the problems appears to be that this exercise is now primarily focused on building its own regional database and from this, to prepare its component of the African Trends Report, which risks sidelining support for building up the local systems.



© International Labour Organization
Paralytic teacher in a training centre

5.4 Social Protection: strengthening existing protections, and going beyond the formal sector

Within the Social Protection sector, there are two priorities for Zambia. The first priority is the large number of workers in the informal economy – which leaves the majority without basic forms of social protection. The existing social protection arrangements provide coverage only to workers in formal employment. Given the inadequate social security benefits for workers leaving employment and their lack of access to new skills training, there is a strong likelihood that many – particularly women, youth and people with disabilities – would end up in a poverty trap. The ILO's work on this aspect of social protection is

currently at the policy development stage, and was the subject of a recent report on social security coverage.

According to a recent analysis and report, Social Protection Expenditure and Performance Review for Zambia, funded through DFID¹⁶, existing social assistance programmes represent only 1.5 per cent of all social protection expenditure (including health) and slightly over 4 per cent of all non-health social protection expenditure. Taking into account that such programmes are aimed at alleviating poverty, and more than half of the Zambian population is classified as very poor, this allocation is certainly far from sufficient. Unless there is a substantial policy change, this expenditure will not increase and will remain over time at a level well below 0.2 per cent of GDP.

In recent years there has been a slight increase in social assistance expenditure due, to a large extent, to increased donor funding rather than greater budget allocations. The share of donor-funded social assistance has increased and may increase even more if plans to scale-up cash transfer pilot schemes into a national programme are accepted. However, for there to be long-term sustainability, such financing will need to be gradually taken over by budgetary allocations.

A thorough analysis of policy options to extend social protection coverage will be the subject of the next phase of the social security project, some consideration of the policy developments and financing needs required to address poverty and the needs of vulnerable groups have been made in the recent report.

The second area of priority for Zambia in the social protection sector is issue of prevention and mitigation of HIV and AIDS in the world of work. Workers and those of working age remain vulnerable, and cases of discrimination and stigmatization are commonplace in workplaces across the country. To address the situation, the government has been working with social partners and other stakeholders on a national HIV and AIDS workplace policy, as well as adding a chapter in the new Employment Act. ILO has contributed to this workplace policy development through the project on 'Prevention and Mitigation of HIV and AIDS: Labour and socio-economic impact in the World of Work'. It has also helped the MLSS to develop a code of conduct on HIV and AIDS in the workplace, but questions still remain on how to institutionalize it. ILO's social partners have all expressed an interest in promoting the workplace policy and have benefited from the training included in the project. ZCTU has also expanded the promotion of the new policy's principles within its constituent members.

Within the UNDAF, preventing the transmission of the HIV is one of the four priorities for Zambia. Within this initiative under overall UN coordination, UNAIDS is taking the lead and has become a 'best practice model' for joint UN team effectiveness. The ILO participates in this UN HIV/AIDS strategy team in support of implementing work place policies. However, its scale of contribution and staffing have been well under capacity for meeting technically the accelerating call for stronger institutional support to advance implementation of HIV and AIDs work place polices.

Globally as well, according to the Division of Labour within UNAIDS, ILO is the lead Agency for the world of work and the private sector mobilization with the activities coordinated by the UNAIDS Secretariat.

¹⁶ ILO, Social Security Department, Zambia: Social Protection Expenditure and Performance Review and Social Budget. June 2008. Geneva.

5.4.1. HIV and AIDS in world of work as a DWCP priority: 2007-11

This work has high visibility in the country given the magnitude of the impact of HIV and AIDS on the population. It is also the aspect of the ILO's work in Zambia that figures most prominently in the current UNDAF for Zambia. Unfortunately, this area of the DWCP remains poorly developed, most likely due to uncertain funding. Past projects in this area conducted during this evaluation period were mainly of a pilot nature, and institutional capacity for their sustainability or scaling-up is questionable, except for those that have been adopted by ZCTU within its member organizations. However, methods and experience developed are likely to be most relevant to the ILO if it can maintain and strengthen its participation in the Joint United Nations Programme of support on AIDS (2007-2010). Coordinated by UNAIDS, this is widely held as one of the most successful of the UNDAF teams in Zambia.

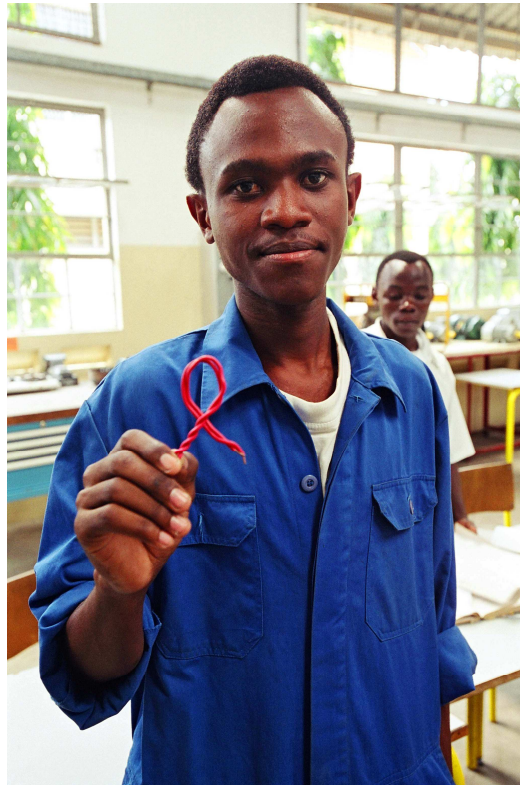
One of the main priorities of the UNDAF is to promote workplace policies for HIV and AIDS, including the making them more gender responsive. This is to be put in place by building the capacity of the National Aids Council (NAC) and enabling it to monitor policies of employer, worker and business organizations. At the present time, a workplace programme has been instituted in all government ministries, as a model for application in all spheres of the world of work. Within the UNDAF division of labour, the ILO is the lead organization in strategic planning for workplace policies, and also figures prominently in 'provision of information and education' for prevention.

The National Aids Council (NAC) has partnered with the ILO and MLSS in adapting the Code of practice on HIV and AIDS and the world of work, and to demonstrate workplace integration of HIV and AIDS. A core component of this strategy involves private sector partnerships and coordination through the workplace AIDS partnership (ZWAP). The latter is a network of civil society organizations that provide training and technical assistance for private sector organizations. But many gaps remain. In particular, there is an institutional lacuna for implementing workplace policies, for example, in taking the results of the pilot programmes forward. Some of this is being done by ZCTU as well as the ZBCA through its affiliate members, but no information is available on the effectiveness or impact of these efforts.

The significant contribution of the ILO in this area is evident at three levels. First, it is well respected for its expertise in hands-on development of workplace policies at the enterprise level that are jointly supported by workers and management. Second, the ILO Code of practice on HIV and AIDS and the world of work is widely used to guide enterprise policies throughout the country, irrespective of ILO involvement, and in setting acceptable practices in this area. Third, the ILO has contributed substantively to the government's drafting of a national policy on HIV AND AIDS in the workplace.

Currently the ILO is wrapping up work with several enterprises to establish workplace policy and practice on HIV AND AIDS. The approach includes emphasis on training and introducing new functions to the workplace among staff. A major component of the ILO's approach is to involve workers in setting the policy content, which is a major challenge. In addition, once agreed, a committee is set up to ensure ongoing monitoring of implementation. The committee is composed of middle management, local clinics, workers and union representatives. Policies cover procedures for referral for treatment, reasonable accommodation, prevention at work, and rights to privacy and non-discrimination.

Integration of HIV and AIDS workplace concerns within all of the ILO's country programmes is another priority of the DWCP. This is an issue that requires a broader engagement so that a plan of action is put in place. At present, resources and energies tend to be focused on specific project implementation requirements, rather than DWCP requirements. There is also neither results-based budgeting nor reporting in place to either create incentives or to track implementation.



© International Labour Organization
Symbolic red ribbon of wire

5.5 Social dialogue: addressing weaknesses within the tripartite members and related institutions

There is evidence of increasing commitment by ILO's tripartite social partners to use social dialogue, not only as a tool for dispute resolution, but also for facilitating consultation and addressing strategic issues related to employment and labour. This momentum had been primarily in the formal economy, as may be expected. Nevertheless, the number of strikes and industrial disputes highlights existing inadequacies in the social dialogue mechanisms. In the informal economy, workers generally do not benefit from the processes of social dialogue.

As discussed in section 4.2, the ILO's Improving Labour Systems in Southern Africa (ILSSA – formerly SLASA) project has been working on capacity building for the MLSS to help introduce alternative dispute resolution options such as mediation to reduce the backlog in the Industrial Relations Court. It is also working with the tripartite partners on mediation as an alternative dispute resolution mechanism.

6. Organizational Effectiveness

The country programme evaluation process included a short self-evaluation by the Lusaka Office to identify existing capacities and good practices, as well as opportunities for improvement in implementing strategies and achieving ILO country-level outcomes in Zambia. The Lusaka Office is the primary source of administrative backstopping to Zambia but is technically supported by the SRO Harare whose specialists have an important role in providing ongoing core technical assistance. For this reason, the exercise was complemented by interviews of ILO staff from the Harare SRO.

A short survey was circulated to Lusaka Office staff which asked them to rate their capacities in seven broad areas. Within each, specific questions detailed different capacity dimensions. 18 staff members completed the survey and 14 participated in a half-day workshop to discuss results.

The exercise focused on their expression of a mission and vision for the ILO in Zambia, capacities and practices in developing and implementing a strategy, and management of national partnerships. The exercise also considered current capacities to review and apply performance-related information to innovate and improve. This included consideration of current approaches for managing and sharing information on Zambia DWCP.

A summary of the main issues raised is provided below. For nearly all points, the evaluators are in agreement with the outcomes of the self-assessment.

6.1 Vision and Strategy

The Office has made impressive progress in articulating a vision and set of priorities in Zambia but is now focusing on how to ensure that the programme will be country driven and well known and regarded in Zambia, which as of yet it is not. The introduction of the DWCP in 2007 has made the ILO strategy and interventions much more coherent; there is now a clearer point of reference for operations where before these were largely stand-alone, primarily project delineated initiatives. The evaluators also note the progress made in articulating a vision and strategy for ILO's work in Zambia but the need to raise awareness of this and implications for how ILO will work differently in the future.

6.2 National Partnerships

The ILO Lusaka Office has been dynamic in building partnerships with government, social partners and UN partners but the process has required careful attention to many levels of sensitivities. The ILO is recognized as speaking and acting very consistently within the `UN` and not as only the ILO. Within the UNDAF, it has been effective as designated lead or within a secondary leadership role. However, in general UN partners consider the ILO's human resource capacity to be of insufficient scale to meet the demands being placed on it.

Regarding the social partners, the ILO Lusaka Office has not found it straightforward to integrate ZCTU and ZFE into the broader decent work country strategy implementation. The capacity constraints of these social partners have held back their involvement in the DWCP priorities at an operational and to some degree at a strategic level.

The communication flow between the SRO specialists coordinating support to national social partners and the Lusaka Office staff coordinating development and implementation of the DWCP is one area where improvements could likely lead to greater connectivity and coherence. The roles and responsibilities between field offices are not adequately clarified and current practices are somewhat outdated with the introduction of DWCPs and processes revolving around these. There is need to revisit these to ensure that SRO technical missions are more responsive to DWCP commitments and become an integral part of the workplans linked to the delivery of DWCP outputs and outcomes.

In general, the Sub-regional Office can revisit current arrangements to identify revamped business practices to improve communication and to better coordinate workplans and shared priorities within the DWCP between the ILO Lusaka Office and Zambia's social partners. There is need to develop specific plans laying out how each social partner will work with the ILO on identified strategies, and also where they will play a more observational role.

Finally, regarding the ILO's work within the UNCT, the ILO Lusaka Office's good practices for championing the ILO as a UN partner deserve more widespread adoption by ILO officials in other countries of the region. A means of sharing successes and good practices could be taken up by the Addis Office.

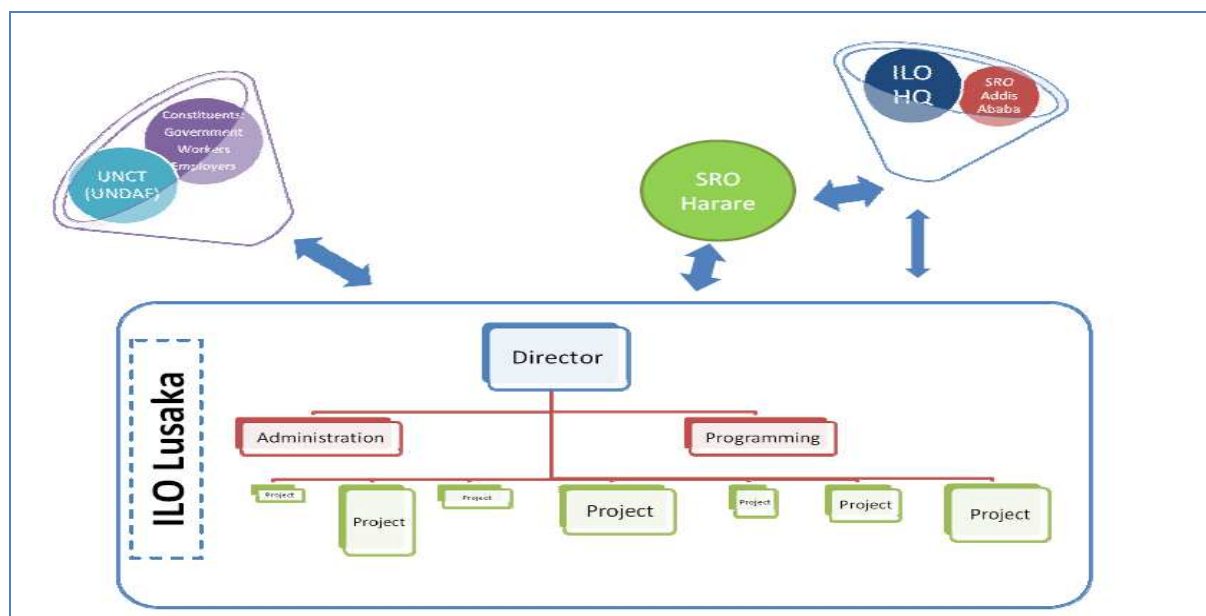
6.3 DWCP Implementation

The ILO Lusaka Office moved into a single location and facility in early 2007 and since then has been working to consolidate administrative processes. This is considered by the staff to have increased efficiencies and effectiveness, and has also led to increased opportunities for collaboration and innovation across 'project lines'. However, the main barrier to further gains encountered is the continued project-oriented approach for budgeting and staffing. Though the project-level work is of high quality and well received, the ILO staff fear that it is not viewed as part of a larger shared initiative.

The Lusaka Office is very tightly staffed at the country level with no international staff fully dedicated to supporting the DWCP. (Figure 4 shows the current organizational structure inside ILO Lusaka and as it works with other Africa offices.) Instead, except for the director, international and national professionals are linked to specific technical cooperation projects and implement them based on their individual project workplans. As already mentioned, these work plans do not yet fit coherently together.

In the case of the Lusaka Office Director and the SRO specialists based in Harare, these international staff divide their work loads across several countries, with requirements in each exacting considerable time and effort. The result for Zambia is intermittent gaps and breaks in support and coordination to administer all the work at the country-level. There is need to increase human resource capacity for Zambia with the right kinds of staff. Most urgent is the need to mobilize resources and develop job descriptions that enable senior professional experts to take the lead in each of the priority programme areas, and to work towards integrating the associated administrative and operational matters.

Figure 4. Organizational chart for the ILO Lusaka Office, including lines of support and accountability.



As a next step, the Lusaka Office is planning to be more strategic in programming extra-budgetary resources, including those available under RBSA, to support its staffing needs in priority areas of work. The Lusaka Office will also need support from the RO and HQ to reinforce this new strategy. Likewise, closer collaboration will be needed to ensure that TC projects and commitments with inconsistent or unrealistic conditions attached are not accepted.

6.4 Resources mobilization

At the time of the evaluation mission, the ILO Lusaka Office was completing a DWCP implementation plan which indicated specific resource and technical gaps that would impinge on delivery of the outcomes. This analysis will become the basis for resource mobilization nationally and internationally. However, in this regard, there is a perceived lack of clarity from HQ regarding how proactive ILO Lusaka can be in mobilizing resources, and how innovative it can be in pursuing resources at the national level. ILO Lusaka is already using identified resource gaps in their strategies to target and focus national-level resource mobilization. To the Lusaka Office's credit it is also incorporating these efforts within the Joint Assistance Strategy for Zambia (JASZ) as part of the agreed development cooperation framework to support the FNDP. There is need to ensure that project staff not move too independently in mobilizing resources, mainly to avoid potential funding partners giving the impression of an unfocused approach within the ILO.

Within HIV and AIDS there is an urgent need to mobilize resources to position the ILO more substantively within the joint UN strategy for addressing HIV and AIDS in the work place. For this, coordination between the SRO technical specialist, the national HIV and AIDS officer and headquarters is essential to ensure a well designed and sustainable endeavour.

As next steps, the Lusaka Office will brainstorm on how to better pool project-level efforts/resources more flexibly for shared functions such as communication, equipment,

transport, web site, etc, where potential for increased efficiencies with the single ILO premises have only been partially captured.

6.5 Performance Review and Innovation

As already discussed, the Zambia DWCP document has outlined a results-based framework with indicators linked to the eight outcomes profiled. Some of these indicators are specific—such as ratification of ILO Convention No. 81, however many are not as measurable, and some do not match well the main means of action being taken. The number of indicators listed for the overall priorities and individual outcomes is high—nine and 35, respectively. More than half of indicators mentioned are taken from those representing P&B results and are used to link resources between HQ and the country-level outcomes rather than to illuminate progress being made on the ground.

Revision of the current matrix and development of more practical and relevant indicators will require technical support from the programming unit in Addis. As a next step the Office will develop more detailed monitoring plans for each of the DWCP outcomes, which may in the process add focus and specificity to the indicators of results. This effort should be accompanied by technical advice on how to make this straightforward and useful.

Related to this, the Lusaka Office will also develop a workplan and introduce a standard template to link the DWCP to operations more visibly; HQ is to provide assistance and guidance on this. There was also discussion of how to develop a platform (database) for storing and making accessible all workplans and progress reports—projects and outcome levels.

6.6 Knowledge Management and Knowledge Sharing

The Lusaka Office does not have dedicated staff to manage the knowledge systems function and collectively struggles to stay up-to-date on hardware, software, networks and KM systems management and development. In terms of capacity, the Lusaka Office currently has difficulty rising above only reacting to problems, although there is need for innovating and upgrading the current situation.

This noted, the team did feel that they could do a better job of sharing knowledge between themselves, but recognized that this would involve their need to change attitudes and appreciate the added benefits of sharing information more regularly and reliably.

Regarding the website, the general impression of the group was that the website was not as developed as it could be and did not reflect well an integrated and networked approach to the Zambia DWCP. The Lusaka team also noted slow updating of the website, partly because of the two additional steps of Yaoundé and HQ in the process. Finally, the group highlighted the need for obtaining stronger internet connectivity for the ILO Lusaka Office.

As next steps, the Lusaka Office plans to pursue getting an IT specialist in the long term, but also could look for short-term help to get the web site upgraded and current for 2008. The design of the website should be revisited to send the right messages about how the ILO's work fits in with larger national strategy and networks. The Lusaka Office will also look for ways of pooling resources and efforts across various projects to support a more informative country-level website.

Knowledge development and sharing

A few notable contributions have been made by the ILO in this regard. There are several instances of this within individual projects, for example the IPEC projects, but with not enough visibility given to enable them to be shared more widely. A major contribution was the Labour Force Survey conducted in 2005 with ILO support. This survey fills an important gap in Zambia's national statistics, and its Child Labour module has also resulted in its own report. This survey provides a good situation analysis and baseline for tracking changes.

It is very important for the ILO Lusaka Office to invest in its knowledge development and sharing component of work in Zambia at the present time. The gaps have been identified, but programme development, implementation and monitoring require cross-sectoral participation.

Progress is also required in the setting up of the LMIS. This is on the workplans of both MLSS and the DWCP. Technical support for this has been tied up with the current Regional initiative, which has not actively supported the building-up of national systems, but is more geared to the mining of available information for building-up regional databases.

In summary, the ILO Lusaka Office has made steady progress in consolidating its administrative and operational processes around a country programme framework, and has momentum to continue achieving improved efficiencies for some time. As discussed above, there are notable bottlenecks, however, where changes in current practices are needed but not yet forthcoming. A fair number of these at least partially depend on decisions being made at regional and headquarters levels.

7. Conclusions and recommendations

7.1 General conclusion

The Zambia evaluation finds that the ILO has designed a comprehensive operational framework through the Zambia DWCP, which brings together an effective combination of its technical comparative advantage and important country priorities. The evaluation further concludes that the ILO has been actively innovating to adjust to a very dynamic change process in the overall joint assistance strategies between the government, the UN system and other development assistance agencies. The ILO programme in Zambia has been responding energetically to the opportunities offered by the new aid environment in creating partnerships for policy development, capacity building and joint implementation or funding of new programmes.

However, several weaknesses have been identified in the evaluation. These relate to issues of operational focus, technical integration and capacities for implementation. The biggest challenge faced by ILO Lusaka Office will be its ability to respond to emerging institutional and policy developments in Zambia, and to capitalize on the opportunities being presented to contribute to the national priority of “Broad based wealth and job creation through citizenry participation and technological advancement”.

7.2 Specific conclusions and recommendations

The ILO’s relevance in Zambia

The ILO’s work has great relevance in Zambia at this time and this is widely recognized, especially within the Government of Zambia, and by the social partners. The ILO in Zambia has also been instrumental in highlighting the discrepancy between the stated government objectives of broad based employment growth and little explicit support from the international development community. Currently, only ILO, Zambia’s Ministry of Labour and Social Security (MLSS), and to some extent social partners, are actively involved in supporting the Fifth National Development Plan (FNDP) employment sector strategy.

The ILO’s unique contributions within the decent work priorities are recognized, but mixed with concerns about scale and sustainability of ILO capacities. This is especially the case given the widely acknowledged need to expand employment and social protection for the population where poverty rates have remained high and HDI indicators poor.

In recent years, the ILO’s integration within the UN system has expanded. The current move by the ILO programme in Zambia to expand sectoral partnerships within the government and UNDAF is highly commended. In addition to the partnerships that have been developed, new opportunities exist, such as with the government ministries mandated to improve the livelihoods of rural and vulnerable persons.

Legislative gains made with the regional labour administration projects need to be reinforced for sustainability. Additional areas of the social protection agenda are present in the DWCP, such as gender, HIV and AIDS in the workplace and elimination of child labour, that also require ongoing capacity building in the MLSS and tripartite partners to ensure that capacities are sustained.

A clear need in forwarding the decent work agenda is to increase its presence in the Government's own internal monitoring system that helps guide the FNDP implementation. The monitoring systems for the NELMP need to be strengthened, and the MLSS contribution to higher-level reporting facilitated. The launching of the 2008 labour force survey provides a timely opportunity for targeted studies on critical employment policy areas.

Recommendations

(1) In coordination with MLSS and channelled through the government strategy on macroeconomic policy, the ILO Lusaka Office, with support from ILO headquarters (HQ), should prepare a concept note on how the employment situation in Zambia can be integrated into the overall monitoring of the FNDP so that the note can contribute to the FNDP mid-term evaluation scheduled for late 2008.

(2) The ILO Lusaka Office should more directly integrate these macroeconomic policy aspects into its DWCP strategy, including more specifically on how the 2005 and 2008 Labour Force Survey can be compared to assess changes in the employment situation in Zambia, identify programming priorities and target needs, and to focus policy discussions.

(3) The ILO should take advantage of the upcoming 2008 midterm review of the UNDAF to ensure that the issue of employment and gender is covered in the terms of reference and added into the broader UNDAF and FNDP monitoring framework and indicators.

Tripartite participation and partnership

ILO tripartite partners in Zambia are currently facing a weakened institutional support environment. This hinders them from being effectively engaged with the DWCP implementation. At present, the resources channelled to Zambia Federation of Employers, Zambia Congress of Trade Unions and the Federation of Free Trade Unions through ILO Workers' Activities department (ACTRAV) and Employers' Activities department (ACTEMP) largely fall outside the DWCP implementation. There is reportedly too little exchange between various ILO internal players regarding work plans and activities.

Economic liberalization has also brought increasing complexity to tripartite relations, and this requires a renewed emphasis on social dialogue. It is important for the ILO to turn its attention to this dynamic to deliberate on how to orient its internal structures to respond more effectively.

Recommendations

(4) The ILO Lusaka Office should move to form a tripartite advisory committee for implementation of Zambia DWCP and work with the committee to combine technical resources into a better coordinated plan of action.

(5) The ILO Africa Regional Office (RO Addis-Ababa) should work with the ILO Lusaka Office to develop annual work plans for the DWCP that map out the various activities to be taken with ILO support from the Lusaka Office, the SRO technical team, the RO and HQ, to better ensure a coordinated and transparent set of activities. Better coordination within ILO's regional structure is required to ensure that tripartite partners get the full support from available resources. Harare SRO and the ILO Lusaka Office should have regular joint

meetings to work out coherent strategies for supporting social partners within the broader DWCP framework.

(6) The Office should find means to augment support to tripartite partners to ensure that gains made under the labour administration projects on reaching tripartite agreements to ensure integration of ILO ratified conventions into Zambia's upcoming legislative reforms of the Industrial Labour Relations Act, and the Employment Act.

Focus and coherence of country programme design and strategies

The ILO programme in Zambia has good focus vis-à-vis the larger UN and international development context. This said, the DWCP outcomes and strategies require better integration across projects and across technical support persons within ILO's structure to achieve improved effectiveness. Sustained attention has to be paid to improving the level of coherence and integration both horizontally and vertically in the ILO to support this effort.

The ILO Lusaka Office has begun reshaping its strategy for mobilizing resources and new technical support initiatives; however, there is not yet good coordination with other parts of the ILO in this endeavour. It was widely perceived among its stakeholders that ILO Lusaka needs to shift focus from pilot projects requiring project implementation units, to institutional capacity building of its constituents and other national partners, with links to ongoing FNDP budgetary support mechanisms for sustainability.

In the area of HIV and AIDS in the work place, ILO has a clear role to play in helping bridge national policies with actual implementation at the enterprise level. There is a national need for a more comprehensive means of monitoring at the enterprise and industry levels the quality of interventions and support being provided. National and UN stakeholders want ILO active in resolving these gaps.

The ILO is promoting the dual goals of employment growth and protection of workers that is required for economic growth. The primary focus of this model in the past has been on the formal employment sector, but this now needs to be revitalized in the context of the broader informal economy linked to each of DWCP priorities.

Recommendations

(7) The Office move promptly to mobilize resources in the area HIV and AIDs in the work place. A technical mission, including representation of ILOAIDS and ACTEMP, could design an appropriate means to upgrade ILO action in this priority area, and to ensure a more effective collaboration between Zambia's social partners, the National Aids Council, the Zambia Business Coalition on HIV/AIDS and related networks addressing workplace policies and practices.

(8) The ILO Lusaka Office should consolidate its work targeting the informal economy to make it more visible and tangible. It should also review priorities and intervention approaches to increase its support to those working in the informal economy.

(9) Future resource mobilization should closely align with and reinforce the Zambia DWCP strategies and organizational approaches. Stand-alone projects that technically and

operationally will operate outside of the DWCP should no longer be accepted by the region. The RO should specifically appraise proposals for adequate integration into national strategies, institutions and processes and approve only those meeting criteria. Department of Development Partnerships (PARDEV) is also recommended to improve guidance to field staff on how the ILO is to mobilize resources within ODA joint assistance strategies and UNDAF contexts.

Evidence of direct and indirect impact of ILO's contribution

This evaluation found evidence of ILO's contribution and impact at many levels. Impact was most evident among the tripartite partners, who have significantly internalized ILO's technical contributions within their own programmes and operations, and made effective use of support during difficult times. Given its strong track record of tripartite partnership in the country, the Lusaka Office was well positioned to have a quick impact on the FNDP by being instrumental in giving greater visibility to the MLSS and the labour sector as a whole. As a result, employment, worker rights and social welfare issues promoted in the ILO's work are now gaining better recognition within the UN system, and to a more limited extent within the cooperating partners, the international development banks and the IMF.

Capacity building and pilot efforts with the tripartite partners and others have been a large part of ILO's programme in the country and have clearly been of value. However, given ongoing organizational challenges for the ILO constituents, and changing economic scenarios, the sustainability of capacity could not be assessed. The ILO can help constituents to better monitor and report on this.

There is need for better tracking of ILO's country programme results and impact. Zambia's DWCP has a results-based framework with indicators linked to the eight outcomes profiled. The Lusaka Office, however, needs to develop monitoring plans for each of these outcomes, which will in the process, also add focus and specificity to the intended results currently identified. Progress is also required on the plans to introduce a standard template to link DWCP operations more visibly, and for making accessible all work plans and progress reports – at both project and outcome levels. Finally, the Lusaka Office can aim for stronger synergies between the DWCP and MLSS performance monitoring systems.

Recommendations

(10) The Lusaka Office should work with the MLSS to ensure strong operational links to national development monitoring and evaluation frameworks to assure better integration into a national work plan for DWCP implementation. This should be accompanied with support for capacity development.

(11) The Lusaka Office should move quickly to revise and finalize the current results framework and a time-bound monitoring plan for the DWCP outcomes.

Efficiency and adequacy of ILO organizational arrangements

The Harare SRO and Lusaka Offices have made impressive progress in articulating a vision and set of priorities in Zambia but are now focusing on how to ensure that the programme will be country driven and well known and regarded in Zambia.

The roles and responsibilities between field offices are not adequately clarified and current practices are somewhat outdated since the introduction of DWCPs. There is need to revisit these to ensure that SRO technical missions are more responsive to DWCP commitments and become an integral part of the delivery of specific work plans linked to the DWCP.

The Lusaka Office is very tightly staffed at the country level with the result for Zambia being uneven support and coordination to administrate all the work associated with an integrated country programme approach. Current capacities are largely fragmented across project-delineated groupings.

Recommendations

(12) It is recommended that the Lusaka Office develop a strategy that builds synergies between staff and support functions funded from technical cooperation and from the regular budget, to create a more efficient and effective organizational approach to implementation. In addition, to the extent possible new resource mobilization initiatives should incorporate these strategies to ensure more coherence and efficiency.

8 Comments by the Office on the evaluation

The ILO Regional Office for Africa welcomes the very first independent evaluation of an ILO country programme in Africa that was undertaken in Zambia (covering 2001 – 2007), as well as its component Conclusions and Recommendations. The report reflects quite substantively the Conclusions of the 11th Africa Regional Meeting (ARM) where ILO constituents in Africa identified the needed adjustments required to effectively implement the Decent Work country programming approach. From a general management perspective, the report provides useful inputs to guide the work in the region as it moves to more coherent and systematic programming as ‘One ILO’ at the country level.

Being cognisant of the importance of enhancing capacities for effective monitoring and evaluation in Africa, the ROAF has established a regional evaluation network to support the development and implementation of a proactive, supportive and strategic monitoring and evaluation mechanism in the region, and Lusaka Office has benefited from training to improve its M&E systems.

The region endorses the first three recommendations and specifically reports that the Regional Office, SRO Harare and HQ units will work with the Lusaka office to ensure the enhanced integration of employment issues into broader development agenda, including the Zambian FNDP mid term evaluation scheduled for [late 2008] and the UNDAF monitoring framework. The Lusaka Office, in association with INTEGRATION, is developing an assessment of the impact of economic growth on decent employment, in the context of promoting a policy coherence initiative in partnership with the World Bank and UNDP.

With reference to the fourth recommendation, the lessons learnt from useful experiences of tripartite advisory committees within the region - as well as other regions –will guide the formation and operation of such a tripartite committee in Zambia. The Government has undertaken to lead the process of establishing a tripartite-*plus* National Steering Committee (NSC) ‘in order to promote ownership and sustainability’.

Work on the implementation of the fifth recommendation has been initiated with the preparation and dissemination of a results-oriented implementation plan template which helps structure main activities around key outputs and links these to the outcomes. This also provides the framework for the required collaboration by different ILO units to support the achievement of the desired results, and builds on the good practices from other regions. In addition, from the beginning of 2008, joint programming (planning, implementation, monitoring and evaluation) at the sub regional level is now mandatory in the region to ensure that the constituents maximally benefit from available ILO resources. Meanwhile, the Regional Office has initiated programmes to build the regional capacity for results based management at all levels.

In line with recommendation 6, the SRO has appointed an Employers’ Specialist, and is recruiting specialists in Workers’ Activities and Standards. Furthermore, the Lusaka Office responds to requests for technical support in labour law reform, as well as in reporting obligations.

Concerning the seventh recommendation, ILO/AIDS and SRO collaborate with ILO Lusaka to expand its capacity to better support national policy and action regarding HIV and AIDS

in the workplace. The Lusaka Office is also strengthening its close engagement with the UNAIDS Country Team and the National AIDS Council.

The eighth recommendation is consistent with the 11th ARM Conclusions on the need to pay special attention to the needs of the informal economy. In this regard, The Lusaka Office will support the Ministry of Labour and Social Security (MLSS) to create a new Department and launch a strategy for addressing employment in the informal economy.

The region endorses the ninth recommendation and consistently emphasises that the priorities, outcomes and targets adopted by its constituents at all levels should constitute the anchor of ILO's programme of support; including the development of funding proposals. In the first instance, only programmes which contribute to the achievement of the Decent Work Agenda for Africa (DWAA) targets set by the 11th ARM are being supported by the ROAF. Offices will be supported to ensure that stand alone projects which operate outside of decent work priorities are not accepted.

On the tenth recommendation, the Government has already informed the ILO that it would designate an officer within the MLSS to act as coordinator for the DWCP. This is expected to ensure that it is integrated into a coordinated national work plan. The work plan and 'M & E framework will be drawn up and approved by the NSC'.

The region welcomes the eleventh recommendation. As a first step, the Lusaka Office has started preparing the monitoring plan of the Zambia DWCP, which will be completed by October 2008. The mechanisms for monitoring and the established indicators are expected to complement those requested by the government through Fifth National Development Plan (FNDP) and particularly those designated for the MLSS.

The Regional Office concurs with the twelfth recommendation and welcomes opportunities to better integrate TC with RB for more 'coherence and efficiency'. Based on a review of HR establishment and requirements, the Lusaka Office RB and TC personnel working in Zambia have been reorganized into three clusters to reflect the priorities of the DWCP: Job Creation, HIV&AIDS and Child Labour. This will enhance greater coherence and efficiency, and ensure that no project falls outside of the DWCP framework. The addition of an Associate Expert and the temporary assignment of the Senior Programme Officer from Harare demonstrate the efforts to design future technical cooperation with consideration of current technical capacity gaps.

9 Tripartite Constituent Assessment

The Government of the Republic of Zambia (GRZ) considers the report to be very timely; barely four days after the Ministry had convened a meeting with ILO officials to discuss the implementation of the Zambia Decent Work Country Programme. This meeting discussed the way forward on the setting up the national steering committee (NSC) and the holding of a stakeholder meeting to discuss the terms of reference (TORs) of the NSC.

The GRZ points out that the FNDP employment and labour sector strategy is supported not only by ILO and its constituents (MLSS and Social partners) but rather this is supported by tripartite- *plus*. Institutions such as the Central Statistical Office, Gender in Development Division are also making notable contributions. The GRZ also concurs with the observation of the evaluation team that ILO needs to shift focus from pilot projects to institutional capacity building. This observation is in line with the Paris Declaration on Aid Effectiveness (2005). The ILO is encouraged to observe the Declaration and plan project implementation with a bias to capacity building and sustainability.

Finally, the GRZ observes that the Decent Work Country Programme, *through the first DWCP priority*, recognises the problem of unemployment especially among, youths, women and people with disabilities. It further recognises that this is more so for the rural population. The GRZ is looking forward to DWCP interventions that will respond to all the identified priorities and in particular this one. It is envisaged that the ILO will assist in the formulation of the DWCP implementation plan, as well as the monitoring tools.

The Zambia Federation of Employers (ZFE) and the Zambia Congress of Trade Unions (ZCTU) are in agreement with the position stated by the independent evaluators concerning the country-level strategy and programming framework.

The ZFE states that the conclusions made by the evaluators reflect the thinking of the ILO's constituents especially in the matter of capacity building in the Ministry of Labour and Social Security (MLSS) and tripartite partners. ZFE underlines the need for capacity building that will make it more relevant to its members and other stakeholders. ZFE notes that the recommendations in the evaluation report are commendable and should be adopted, and if implemented will, in ZFE's view, address the current challenges the ILO Lusaka Office and its Constituents are facing, as revealed by the evaluation. However, there is a strong need in the ZFE for specific capacity building concerning HIV and AIDS in the workplace and a willingness of the ZFE to take the lead in tackling HIV and AIDS in the workplace.

The ZCTU welcomes the recommendation on the need to reinforce tripartism as well as to build the capacity of the ZCTU in order for them to efficiently engage into the tripartite mechanisms.

The ZCTU participated in a workshop on 23-24 August 2008 on compiling country reports for Zambia in conformity with the article 19 and 22 of the ILO constitution. The Government is planning to hold a workshop on reporting obligations, and the ZCTU will benefit from that training. Such capacity building to the ZCTU on technical areas of the ILO is particularly welcome since this allows the ZCTU to effectively participate in the mechanisms provided by the ILO. In this regard, the ZCTU sees the need for ILO Lusaka Office to provide more information and create greater awareness on the Zambia DWCP, and it is looking forward to participating to the National Steering Committee for the Zambia DWCP.

The ZCTU welcomes the evaluators' observations on the need for workplace HIV and AIDS intervention strategies. The ZCTU wishes to be involved in the formulation and implementation of such interventions and therefore looks forward to bipartite programmes that will build the capacity of both employers' and workers' organisations in this area.

Annex 1

Ratification of ILO Conventions by the Government of Zambia

Number	Convention	Ratification year
C5	Minimum Age (Industry) Convention, 1919	1964 ¹⁷
C11	Right of Association (Agriculture) Convention, 1921	1964
C12	Workmen's Compensation (Agriculture) Convention, 1921	1964
C17	Workmen's Compensation (Accidents) Convention, 1925	1964
C18	Workmen's Compensation (Occupational Diseases) Convention, 1925	1965
C19	Equality of Treatment (Accident Compensation) Convention, 1925	1964
C26	Minimum Wage-Fixing Machinery Convention, 1928	1964
C29	Forced Labour Convention, 1930	1964
C45	Underground Work (Women) Convention, 1935	1964 ¹⁸
C50	Recruiting of Indigenous Workers Convention, 1936	1964
C64	Contracts of Employment (Indigenous Workers) Convention, 1939	1964
C65	Penal Sanctions (Indigenous Workers) Convention, 1939	1964
C86	Contracts of Employment (Indigenous Workers) Convention, 1947	1964
C87	Freedom of Association and Protection of the Right to Organise Convention, 1948	1996
C89	Night Work (Women) Convention (Revised), 1948	1965 ¹⁹
C95	Protection of Wages Convention, 1949	1979
C97	Migration for Employment Convention (Revised), 1949	1964
C98	Right to Organise and Collective Bargaining Convention, 1949	1996
C99	Minimum Wage Fixing Machinery (Agriculture) Convention, 1951	1972
C100	Equal Remuneration Convention, 1951	1972

¹⁷ Denounced on 19.06.1976

¹⁸ Denounced on 03.03.1998

¹⁹ Denounced on 10.09.2001

C103	Maternity Protection Convention (Revised), 1952	1979
C105	Abolition of Forced Labour Convention, 1957	1965
C111	Discrimination (Employment and Occupation) Convention, 1958	1979
C117	Social Policy (Basic Aims and Standards) Convention, 1962	1964
C122	Employment Policy Convention, 1964	1979
C123	Minimum Age (Underground Work) Convention, 1965	1967 ²⁰
C124	Medical Examination of Young Persons (Underground Work) Convention, 1965	1967
C131	Minimum Wage Fixing Convention, 1970	1972
C135	Workers' Representatives Convention, 1971	1973
C136	Benzene Convention, 1971	1973
C138	Minimum Age Convention, 1973	1976
C141	Rural Workers' Organisations Convention, 1975	1978
C144	Tripartite Consultation (International Labour Standards) Convention, 1976	1978
C148	Working Environment (Air Pollution, Noise and Vibration) Convention, 1977	1980
C149	Nursing Personnel Convention, 1977	1980
C150	Labour Administration Convention, 1978	1980
C151	Labour Relations (Public Service) Convention, 1978	1980
C154	Collective Bargaining Convention, 1981	1986
C158	Termination of Employment Convention, 1982	1990
C159	Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983	1989
C173	Protection of Workers' Claims (Employer's Insolvency) Convention, 1992	1998
C176	Safety and Health in Mines Convention, 1995	1999
C182	Worst Forms of Child Labour Convention, 1999	2001

Source: www.ilo.org/ilolex/english/newcountryframeE.htm

²⁰ Denounced on 13.10.1999

Annex 2

Project portfolio 2001 to present

Project Title	TC Project Code	Starting	Ending	Budget
Institutionalising Peak Performance	ZAM0000101	2000	2004	215,030
Employment & Sustainable Livelihoods	ZAM98003	1998	2002	287,778
Sustainable Lusaka	ZAM97002	1997	2002	2,680,000
Strengthening Labour Administration in Southern Africa	RAF/01/55M/USA	2001	2007	*,700,000
Assessment on the impact of HIV AND AIDS in Informal Econ.	ZAM/04/02M/UND	2005	2007	100,000
Technical Support and Advisory Services to the Roads School	ZAM/06/03M/ZAM	2006	2007	56,957
Training and advisory services to roads training school	ZAM/98/01M/ZAM	1999	2006	1,116,653
Support to Roads Department Training School, Labour based...	ZAM/04/01M/ZAM	2004	2006	596,425
Associate Expert - Mr. Christian Kingombe	ZAM/AE/03A/DEN	2003	2004	83,805
Associate Expert - Mr Anton Hausen	ZAM/AE/01A/FIN	2005	2007	247,783
Development of Business Service markets for MSMEs.	ZAM/03/01M/SID	2003	2008	2,950,000
Labour-Based Road Rehabilitation and Maintenance	ZAM/90/01M/FIN	2001	2004	1,161,499
Technical Support and Advisory Services to the S...	ZAM/06/04M/FIN	2006	2007	8,480
Broad-based Wealth and Job creation in Zambia: ...	ZAM/07/01M/FIN	2008	2010	1,680,000
ILO Global Campaign on Social Security	ZAM/06/51M/UKM	2007	2008	286,597
Study to Establish the Scale and Nature of Child Trafficking	ZAM/06/50P/EEC	2006	2007	255,102
Support to the development and implementation of TBP	ZAM/06/50P/USA	2006	2010	3,920,000
Centralized Projects/located in other ILO Offices - ZAM				
HIV and AIDS- Socio- economic consequences	INT01M24ITA	2002	2006	200,000
Women Entrepreneurship & Gender Equality (wedge)				600,000
Jobs for Africa	ZAM9902			300,000
Elimination of Child Labour in Com. Agriculture	RAF/00/P51/USA	2001	2005	605,000
Child Labour Capacity Building Programme	RAF/02/P51/USA	2002	2006	1,025,000

* Approximate amount of project resources expended for Zambia component.

Annex 3

Terms of Reference

Terms of reference

Independent evaluation of the ILO's programme of support to Zambia

February, 2008

Introduction

The ILO is conducting an evaluation of the ILO's country programme of support to the Zambia. The evaluation will be managed by the Evaluation Unit in close coordination with the ILO Africa Regional Office (RO) and the ILO Sub Regional Office (SRO) in Harare. The evaluation will also benefit from tripartite national constituent input. The evaluation team will consist of three persons: an external evaluator to act as team leader, an ILO evaluation officer from EVAL and a representative for Africa RO.

Purpose

The purpose of the evaluation is to provide an independent assessment of the ILO's country programme of support to Zambia to 1) provide an account to the Governing Body regarding the results achieved from the ILO programme of support for Zambia over an extended period of time, 2) provide an opportunity for reflection and lesson-learning regarding how the ILO could improve the effectiveness of its operations in the future, and 3) analyse the progress made toward achieving established outcomes and to identify the lessons learnt, in order to guide the development of the next Decent Work Country Programme. The evaluation will consider areas in which the ILO's collaboration has been more and less effective in supporting national decent work efforts, to inform on what should be pursued in the future, and where improvements can be made. This may include reinforcement or changes in priorities, strategies, and organizational practices.

The evaluation has two further intents:

- 1) to provide an ex post assessment of major initiatives undertaken during the evaluation period that should have longer term impact
- 2) to assess the evaluability of ongoing projects supporting the DWCP within the context of the DWCP strategy and links to UNDAF and national development monitoring and evaluation

Client

The principal clients for the evaluation are the ILO's national constituents, international partners in Zambia and national implementing partners, all of whom support national efforts to decent work and poverty reduction, and who share responsibility for deciding on follow-up to the findings and recommendations of the evaluation. The evaluation is also intended for the ILO Governing Body and Office by providing a basis for improved insights as to how to better design, implement, monitor and assess country programmes in the future.

When conducting the evaluation, in addition to the Office (headquarters and field), the tripartite constituents-- as well as other parties involved in the country programme and targeted for making use of the ILO's support, will be asked to participate.

Country context and the ILO's programme of support

After two decades of declining levels of economic growth that badly exacerbated unemployment and poverty in the country, Zambia is enjoying a turn around in growth, which has been enhanced by a debt relief package of over \$2 billion through HIPC completion. Government attention is now focused on strengthening policies and actions to promote employment and improve labour conditions in the informal and formal economies.

Since 2004-05, the ILO's programme of support has been shaped around a constituent- agreed set of priority areas for collaboration, which were subsequently specified in an ILO implementation plan. These prioritized:

- More and better employment for youth, women and people with disabilities, supported by enhanced labour markets;
- Responding to HIV and AIDS challenges in the World of Work;
- Elimination of child labour, particularly in its worst forms; and
- Strong and representative employers' and workers' organizations influencing economic, social and governance policies.

Discussions surrounding the design of a DWCP for Zambia began by 2006, the basis for which was laid out in the government's Fifth National Development Plan for 2006-2010 and further articulated through the 2004 National Employment and Labour Market (NELMP) Policy, which remains in force. The main priority of the DWCP is focused on supporting the development of an efficient and effective labour market to enhance productivity in the economy. Within this context, its interventions are linked to goals and strategies of the NELMP, but bundled within the four pillars of decent work in the ILO: rights at work, employment, social protection and social dialogue.

As specified in the DWCP 2007-2011, ILO interventions under the main priorities are to contribute to tangible outcomes as specified in the table in annex 1. Much of the ILO's technical contributions have benefited from technical cooperation, which over the past decade has totalled roughly \$20 million. A project list for this is provided in annex 2.

Scope

The evaluation timeframe proposed for study is 2001 to 2007. The evaluation will focus on the ILO's strategic positioning in the country, its approach to setting an ILO agenda, as well as

the composition, implementation and evolution of ILO national strategies as they relate to the decent work agenda. Finally, lessons learned related to ILO management and organizational effectiveness will be noted.

The evaluation will recommend regarding:

- 1) The role and relevance of the ILO in Zambia, its niche and comparative advantage, and partnership approach;
- 2) The role and effectiveness of the national tripartite constituents and UN partners in promoting decent work;
- 3) The focus and coherence of the country programme's design and strategies;
- 4) Evidence of the direct and indirect use of the ILO's contributions and support at national level(outcomes); evidence of pathways towards longer term impact
- 5) The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in Zambia;
- 6) Knowledge management and sharing;
- 7) Lessons learned and good practices

The attached annex lists scoping criteria and related questions for each aspect listed above.

Methodology

An overriding finding of previous CPEs is that reporting on specific achievements is difficult given the lack of measurable and/or verifiable indicators provided at the programme, strategic and in some cases at project levels. This conclusion has led to a general perception that the designs of DW country programmes, their strategic priorities and in some cases of the projects that it might include, do not always give proper emphasis to the monitoring and evaluation process. It is therefore difficult to determine definitively whether the ILO's actions are responding to a country priority and, in turn if the strategy involved is consistent with achieving the outcomes that are being sought.

The absence of clear objectives coupled with the lack of progress and outcome indicators render a DWCP and its activities non-evaluable or unable to report on achievements and contributions to national priorities in a verifiable way. Therefore, the evaluability of these programmes and their activities become crucial in ascertaining whether the ILO's actions have contributed, as expected, to achieving the DWCP's strategic priorities and expected outcomes.

The evaluation will involve several stages and levels of analysis:

Phase I:

- A scoping mission to gather input from key stakeholders, gauge evaluability of the programme, confirm proposed coverage and methodology for the study.
-
- Evaluability will be assessed in more detail based on the existence of well defined objectives and strategic priorities with appropriate results frameworks that not only assist in monitoring and evaluating DWCPs per se, but also improve the effectiveness of monitoring activities and provide a basis for determining ex-post if the desired outcomes were achieved. Evaluability will be considered at both project and DWCP levels.
- A desk-based portfolio review will analyse project and other documentation, key performance criteria and indicators, to compare and assess developments and performance over time for the main programme technical areas.

Phase II: March

- A country mission to Zambia will enable detailed interviews of key international and national constituents, development partners and implementing partners. ILO staff working in the field and Geneva on Zambia activities, as well as current and past project staff in the Zambia will be consulted. Travel to selected parts of the country will support more in depth case review at project/outcome level.

Phase III: April-May

- A review of internal organizational capacities and practices to support the ILO's work in Zambia will be conducted. This will include interviews with SRO staff and other ILO officials working substantively with the country programme to:
 - Assess the performance and capacity of ILO managerial, administrative and business processes directly related to the implementation of its standards programme of work.
 - Address opportunities to improve cost containment and efficiencies.
 - Pinpoint areas of risk, recommend process changes, managerial and organizational improvements, and suggest "best practices" for the ILO, as appropriate.
- A draft report based on analysis of all information will be circulated to key stakeholders for comment and factual correction.

Expected Outputs

- A full report of findings and recommendations to be finalized by the Evaluation Unit and presented to the ILO's Director General. The content of this report will focus on

recommendations to situate the country programme on a sound basis for future action in the current national, regional and global environment.

- Background documentation and analysis on which the findings, conclusions and recommendations are based.

Provisional workplan and schedule

These terms of reference will be finalized by February 2008. The draft report will be written in May 2008, circulated for comments, and then finalized by June 2008. A summary of the evaluation report will be included in the November 2008 submissions to the PFA Committee of the Governing Body. This timetable is based on the scope of work and methodology set out above, and resources available for the evaluation.

Proposed Time Table:

Task	Time frame
Preliminary interviews and scoping exercise, draft TORs prepared	January 2008
Internal and external consultations to finalize terms of reference	February 2008
Document review, evaluability exercise	February 2008
Field missions in country	March 2008
Stakeholder workshop; internal capacity assessemnt	April 2008
Draft evaluation report	April/May 2008
Consultations with constituents, as appropriate	May 2008
Final evaluation report.	June 2008

Annex 4

Persons Consulted

Ministry of Labour and Social Security

- | | |
|-------------------------|--|
| 1. Mr. Ngosa Chisupa | Permanent Secretary |
| 2. Mr. Chola Chabala | Assistant Labour Commissioner & Child Labour Manager |
| 3. Mr. Owen Mgemzulu | Chief Planner |
| 4. Mr. Mulwendo Michael | Child Labour Programmes Officer |
| 5. Mr. Bwanga Mutosa | Decent Works Desk Officer |

Zambia Federation of Employers

- | | |
|--------------------|--------------------|
| 1. Mr. H. Chibanda | Executive Director |
|--------------------|--------------------|

Zambia Congress of Trade Unions

- | | |
|-------------------------|--|
| 1. Mr. I. R. Mkandawire | Acting Secretary General |
| 2. Mr. Steven Mumbi | Director of Organization |
| 3. Ms. Marybe Mushibwe | Director for Gender, Youth and Child Development |

Federation of Free Trade Unions of Zambia

- | | |
|-------------------------|-------------------------------|
| 1. Mr. Lyson Mando | Executive Secretatry |
| 2. Mr. Deluxe B. Mwansa | Director of Workers Education |

Ministry of Finance and National Planning

- | | |
|------------------------|--------------------------|
| 1. Mr. Edward Simukoko | Principal Economist, M&E |
| 2. Ms. Prudence Kaoma | Senior Economist, M&E |

Ministry of Community Development

- | | |
|--------------------------|--------------------------------------|
| 1. Mr. Teddy Kasonso | Permanent Secretatry |
| 2. Mr. Stanfield Michelo | Chief Social Welfare Officer |
| 3. Mr. Yengwe Kakusa | Senior Planner- Policy/Programme M&E |
| 4. Mr. Wesley Kaonga | Director of Cultural Affairs |

Ministry of Agriculture

- | | |
|----------------------|---------------------|
| 1. Prof. Isaac Phiri | Permanent Secretary |
|----------------------|---------------------|

National Aids Council

- | | |
|-------------------|----------|
| 1. Dr. Ben Chirwa | Director |
|-------------------|----------|

TEVETA

- | | |
|-----------------------|----------|
| 1. Dr. Patrick Nkanza | Director |
|-----------------------|----------|

United Nations

1. Mr. Aeneas Chuma Resident Coordinator
2. Mr. Hannan Abdul UNDP Representative
3. Mr. Michael Soko UNDP Senior Assistance Resident Rep./
Governance Advisor
4. Dr. Catherine Sozi Director UNAIDS
5. Dr. Rosemary Kumwenda HIV AND AIDS Advisor, UNDP and
UNAIDS
6. Ms. Lotta Sylwander UNICEF Representative

ILO

1. Mr. Gerry Finnegan Director, ILO Lusaka Office
2. Mr. Roy Chacko Employers Specialist, Geneva
3. Mr. Carl- Eric Hedstroem Former CTA, Lusaka
4. Mrs. Iris Mabuwa SRO Programme Officer, Harare SRO
5. Mrs. Maria Theresa Malila National Project Coordinator, Lusaka
6. Mrs. Mpala Nkonkomalimba National Project Coordinator, Lusaka
7. Mr. Fred Parry Workers' Specialist, Addis
8. Mr. Francis Sanzouango Employers Specialist, Geneva
9. Mrs. Evelyne Serima Senior HIV/AIDS Expert
10. Mr. Dennis Zulu Lusaka Office Programme Officer
11. Ms. Birgitta Krogh-Poulsen Senior Child Labour Expert,CTA
12. Ms. Olive Munjanja HIV/AIDS Coordinator, Lusaka
13. Mr. Tapera Muzira Head of Administration, Lusaka
14. Mr. Adrian Shikwe NPC, Social Security, Lusaka
15. Mr. Major Banda CTA, Lusaka

World Bank

1. Ms. Patricia Palale Public Sector Management Specialist

Bilateral Donors

1. Ms. Julie Lawson-Mcdowall Social Protection and Gender Rights
Specialist, Irish Aid
2. Mr. Pedro Figueiredo Programme Officer, SIDA
3. Ms. Kelly A. Toole Vulnerability and Food Security Advisor,
DFID, British Embassy

Others

1. Mrs. Chileshe Chilangwa Director, HODI
2. Mr. Chilenga (phone interview) HR Manager, York Farm
3. Mrs. Pamela Chisanga Programme Officer, CHIN (Children in
Need Network)
4. Mr. Gerd Botterweck Resident Director, Friedrich Evert-
Stiftung (FES)

5. Dr. Guy Scott Member of Parliament
6. Mr. Simon Kaoma Head of Department, Education of Hearing Impaired, ZAMISE (Zambian Institute of Special Education)
7. Charity Simboa Focal persons at Lusaka Office and Mines
Mwindi Clode for setting up HIV policy, Kariba Minerals
8. Mr. Jeff Wheeler (phone interview) Former CTA SLASA/ILSSA Project

Annex 5

Convention		Ratification	Committee of Experts on the Application of Conventions and Recommendations' comments
29	Forced Labour 1930	1964	Following the articles 1(1), 2(1) and 25 on Trafficking in persons for the purpose of sexual and labour exploitation: The government indicates that Zambia is used as a transit point for trafficked persons to other countries rather than a source. The Committee asks the Government to provide information on measures taken or contemplated to prevent, suppress and punish trafficking in persons for the purpose of exploitation and information on some aspects of law and practice, (2008).
87	Freedom of Association and Protection of the Right to Organise 1948	1996	Arrest of trade unionists and restrictions on freedom of association: The Committee notes the Government's indication that the Technical Tripartite Committee has amended the laws, which await adoption by the Tripartite Consultative Labour Council and ratification by Parliament. The Committee hopes that the envisaged amendments will take into account the comments that it has been making for many years and that they will be adopted in the near future. The Committee requests the Government to provide information on any progress achieved in this respect and hopes that the amendments to the Act will be in full conformity with the provisions of the Convention, (2007).
95	Protection of Wages 1949	1979	The Committee has been commenting for several years on the problem of deferred payment of wages in the public sector, especially in local councils. According to some accounts, thousands of council workers continue to experience several months' delay in the payment of their wages while similar difficulties would now reportedly affect a number of private enterprises. The Committee requests the Government to supply detailed and up to date information as to the total amount of wage debts, the number of employees affected and the time schedule for the settlement of accumulated arrears, (2007).
97	Migration for Employment (Revised) 1949	1964	The Committee notes that the Government's report has not been received. It must therefore repeat its previous observation: For several years, the Committee has been emphasizing the need to amend the Second Schedule to the Zambia National Provident Act in order to ensure to all foreign workers lawfully within the territory, and not only to those residing permanently, treatment that is no less favourable than that which is applied to its nationals in respect of social security, in accordance with Article 6, paragraph 1(b) of the Convention. The Committee notes that the ILO technical assistance project in the field of social security has finished. The Committee asks the Government to provide a copy of Act No. 40 of 1996, (2008).
117	Social Policy (Basic Aims and Standards) 1962	1964	<u>Parts I and II</u> , Improvement of standards of living: The Committee requests the Government to send an up to date appreciation of the manner in which it ensures that the "improvement in standards of living" has been regarded as the "principal objective in the planning of economic development" (Article 2 of Convention No. 117) and to provide information on the results achieved in combating poverty. <u>Part III</u> , Migrant workers. The Committee requests the Government to provide information on migration movements in the country and on the measures taken to give effect to Articles 6 and 7. <u>Part VI</u> , Education and training. Please indicate the measures that have been taken for the progressive development of education, vocational training and apprenticeship, and the manner in which the teaching of new production techniques has been organized as part of the social policy giving effect to the Convention (Articles 15 and 16), (2007).

122	Employment Policy 1964	1979	1. A comprehensive National Employment and Labour Strategy has been drafted. The Committee asks to continue to provide information on how Zambia's Poverty Reduction Strategy contributes to the creation of productive employment in the context of a coordinated economic and social policy, and asks to specify how its policy takes into consideration the effects of HIV/AIDS on employment generation (Articles 1 and 2 of the Convention). 2. The Committee recalls the Government's expectation that an ILO Project on Strengthening Labour Administration (SLASA) may extend its assistance in the area of developing a comprehensive labour market information system. The Government is asked to provide information in the next report on the development of a labour market information system and the adoption of a national labour policy. 3. The Government is asked to provide further information on the implementation of the Government's National Youth Policy and various youth development programmes along with an assessment of their success in increasing employment opportunities for young workers. Other points treated are the education and vocational training, the collection and use of employment data and the participation of the social partners, (2007).
138	Minimum Age 1973	1976	Article 2, par. 3: Age of completion of compulsory schooling: The Committee had previously observed that basic education is not compulsory, but once a child is enrolled, attendance at school is compulsory. It had requested the Government to provide information on the situation of children who were not enrolled in school and therefore were not obliged to attend school, and to indicate what measures were taken or envisaged to ensure that these children were not admitted to employment or work in any occupation below 15 years of age. The Committee encourages the Government to continue taking measures to increase school attendance - including through the introduction of compulsory schooling - and to reduce school drop-outs, so as to prevent the engagement of these children in child labour. It requests the Government to continue providing information on measures taken to this end and results achieved. It nevertheless observes that a large number of children under the age of 15 continue to work in the informal economy. The Committee strongly encourages the Government to renew its efforts to progressively improve this situation, (2008).
144	Tripartite Consultation (International Labour Standards) 1976	1978	As the Committee has not been provided with any information on the activities of the Consultative Council since 2001, it recalls that, so that it can assess the manner in which effect is given in practice to the provisions of the Convention, it is necessary for the Government's report to contain precise and up to date information on the implementation of the consultation procedures. The Committee notes that, under the terms of section 81(2) of the 1993 Act, the Tripartite Consultative Labour Council shall meet at least twice annually and it therefore requests the Government to provide precise and up to date information on the content and outcome of the tripartite consultations held, including in the Tripartite Consultative Labour Council, on each of the matters covered by Article 5, paragraph 1, of the Convention, (2007).
182	Worst Forms of child Labour 1999	2001	Article 3 of the Convention: Worst forms of child labour. The Committee noted that ILO-IPEC launched, in 2004, a one-year action programme to combat child trafficking and commercial sexual exploitation of children in four towns in Zambia. The Committee also noted that, although the trafficking of children for labour or sexual exploitation is prohibited by law, it remains an issue of concern in practice. The Committee accordingly invites the Government to redouble its efforts to improve the situation and to take, without delay, the necessary measures to eliminate the internal and cross-border trafficking of children under 18 for labour and sexual exploitation. The Committee requests the Government to provide information on the results achieved under the above ILO-IPEC programme with regard to the removal, rehabilitation and social integration of child victims of trafficking. The Committee also asks the Government to provide information on any measures taken or envisaged to cooperate with countries to which Zambian children are trafficked and to provide a copy of available data on trafficking of children for labour and sexual exploitation, (2008).