

CASE STUDY: the Zambia Green Jobs Programme

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Executive Policy Summary

The Zambia Green Jobs Programme is a partnership initiative between the Government of Zambia and several UN entities, including International Labour Organisation (ILO), the United Nations Environment Programme (UNEP), the Food and Agriculture Organisation (FAO), the United Nations Conference on Trade and Development (UNCTAD) and the International Trade Centre (ITC). The programme is funded by the Finnish Ministry of Foreign Affairs and its implementation is led by the ILO. The main objective of the Zambia Green Jobs Programme (2013-2017) is to ‘promote more and better jobs for inclusive and green growth in sectors where goods and services can be produced with an environmental benefit’.

The Zambia Green Jobs programme is a multifaceted intervention spanning three main objectives that each contribute to the final intended impact of sustainable enterprises and decent green jobs. The first main pillar (the ‘meta-level’) is aimed at changing mind-sets and attitudes in towards an increased appreciation of green construction. The second main pillar (meso-level) is aimed at promoting an enabling business environment that allows sustainable private sector development. Finally, the third pillar is focused on the creation of sustainable micro, small and medium sized enterprises (MSMEs) that create decent green jobs.

This Case Study is part of the Donor Committee for Enterprise Development’s Guide: “The Search for Synergy: Business Environment and Green Growth. A practical Guide for Policy Makers” Please consult <http://www.enterprise-development.org> for the full guide and all associated acknowledgements.

In terms of policy instruments, we can see that the ZGJ programme utilised various instruments that have a high synergy potential. On the environmental protection side, the ZGJ program was mostly focused on renewable energy in an urban context, but also covered natural resource protection components, in particular the protection of forest (with timber as a critical input for construction) through the focus on sustainable forestry. Additionally, the programme focused on providing market information (through awareness campaigns, development of guidelines etc.), and also aimed at creation specific licences for sustainable forestry. The programme also focused for a large part on supporting regulatory reform for supporting sustainable development.

The first results are encouraging, especially in terms of the level of engagement of the private as well as public sectors with the programme. Furthermore, a number of successful demonstration units for sustainable homes have been introduced, such as those in the Makusani project, which are now being taken up by the private sector on a larger scale. On the public side, ZGJ has supported the launch of a new Green Building Standard, and has supported various regulatory reforms (still pending). Finally, 701 MSMEs were trained in sustainable practices in the forestry sector for timber building materials. It is too early to already draw conclusions in terms of more higher-level outcomes and impacts of the Zambia Green Jobs Programme.

The overall programme model as well as the specific practices introduced by ZGJ offer valuable lessons, and could be potentially transferred to other developing countries (see next section). In general, the programme has shown that it is possible to mobilize public and private sector to support a ‘Green Jobs’ approach that brings about mutual benefits for sustainability and business environment reform. The detailed case study offers insightful good practices and lessons learnt.

1 Background and context of the case

Background of this case study

This case study is part of a review commissioned by the Donor Committee on Enterprise Development's Working Group on Green Growth and the Working Group on Business Environment Reform. This review "Synergies between BER and Green Growth" aimed to identify synergy potential between these two areas and develop further insights into how donors can manage trade-offs. This case study is supporting material to the review, and focused on the nexus between the green growth and business environment reforms and how donor organizations manage these interactions. These case studies do not constitute independent evaluations.

1.1 Background, context and key stakeholders

The Zambia Green Jobs Programme is a partnership initiative between the Government of Zambia and several UN entities, including International Labour Organisation (ILO), the United Nations Environment Programme (UNEP), the Food and Agriculture Organisation (FAO), the United Nations Conference on Trade and Development (UNCTAD) and the International Trade Centre (ITC). The programme is funded by the Finnish Ministry of Foreign Affairs and its implementation is led by the ILO.

Zambia, a country of 16m inhabitants in Southern Africa, had seen a strong economic performance in terms of GDP growth in the years preceding the start of the programme, but its growth had generally been a jobless one, with unemployment rate stuck at around 13% between 2010 and 2012 while GDP rose between 5% and 10% annually in the same period. While the unemployment rate later reduced to levels around 8%, a lack of quality employment remained an issue.

The main objective of the Zambia Green Jobs Programme is to 'promote more and better jobs for inclusive and green growth in sectors where goods and services can be produced with an environmental benefit'. The project started with an inception phase in 2013 and was subsequently extended for a four-year period in 2014. The project has delivered annual impact reports to report on progress and results. An independent mid-term evaluation was carried out in 2015.

Table 1 Key facts & Figures

Official Project Name / Reference	Zambia Green Jobs
Country/Countries	<ul style="list-style-type: none"> • Zambia
Total project/programme volume (USD)	US\$11,837,752
Funders and Distribution of Funding	<ul style="list-style-type: none"> • Zambia: US\$200,000 • UN Zambia: US\$1,050,000 • Finland: US\$10,587,752
Start & End Years	2013-2018
Evaluation carried out	No

1.2 Programme design process and linkages to other policy strategies

The Zambia Green Jobs Programme started in 2013 as a strategic response to the large societal challenge of unemployment and a need for more private sector development to ensure a more diversified economy less dependent on commodity trade. The years before had already seen a substantial number of specific individual interventions by various international organisations (including the UN). Despite

good collaboration between these organisations, these individual programmes focused on more specific aspect of the business environment, sustainability or employment, implicitly assuming that the enabling environment would be in place to effectuate change through their interventions. Through ongoing donor coordination efforts key development policy actors realised that there was a clear need for a more systemic approach to private sector development and job creation, looking at the entire business environment, including policies and institutions.

The Zambia Green Jobs Initiative was the result of a coordinated effort striving for a more systemic and effective approach to obtaining key objectives in the areas of high quality employment and private sector development. Even though the programme was designed and launched before the introduction of the Sustainable Development Goals (SDG), its objectives and integrated approach are closely aligned to the SDGs. The pending introduction of the SDGs also led to the incorporation of the environmental dimension to the programme. A series of environmental incidents, in particular lead poisoning through mining activities¹, had placed environmental objectives at the forefront of public and policy debate. This shifted the design of the programme more towards the Green Growth/Green Jobs Approach. It is closely aligned with Zambia's overall policy strategy 'Zambia 2030', which is implemented through five-year development plans.

Initially a one-year inception phase was approved in 2013, in which a full project document was produced. After the inception year, a four-year implementation period was approved (until 2018). During the inception year, the programme team decided to focus its activities on a specific sector in order to be able to realise tangible systemic change. The construction sector was selected to be the best choice as a focus, with meaningful stakes and challenges in the key objective areas:

- **Employment:** Construction is a labour-intensive sector (employing 22 thousand Zambians in the formal sector, roughly 3% of the formal employment², and likely many more informally as the formal sectors only makes up about 15% of total employment³) with a lot of opportunities for job creation. In addition, the sector was characterized by various challenges in the domain of occupational health & safety for employees.
- **Private Sector Development:** Construction is a relatively large economic sector (21% of GDP⁴) with a variety of both large and small firms. Economic analysis had shown that the demand for construction (in particular residential construction) would be very high in the years to come, ensuring a growing market.
- **Sustainability:** Construction itself is a major consumer of raw materials (timber, sand/concrete, iron) but also plays a key role in sustainable livelihoods in areas such as renewable energy generation. Timber production is a particularly challenging sector in terms of sustainability due to significant pressure on deforestation⁵

2 Theory of Change, Objectives and Results

2.1 Mapping the theory of change

The Zambia Green Jobs programme is a multifaceted intervention spanning three main objectives that each expected to contribute to the final intended impact of creating more sustainable enterprises and decent green jobs. The first main pillar (the 'meta-level') is aimed at changing mind-sets and attitudes

¹ See also <http://www.blacksmithinstitute.org/projects/display/18>; World Bank project on mitigating lead contamination of the Kabwe area, which affected 300,000 Zambians living in the region.

² 2012; Zambia Statistics Portal: <http://zambia.opendataforafrica.org/ZMLBST2016/labour-statistics-of-zambia-2013>

³ Zambia Labour Force Survey 2012

⁴ 2010 figures; Zambia Economic Outlook (African Development Bank).

⁵ Zambia REDD report; <http://theredddesk.org/countries/zambia>

in towards an increased appreciated of green construction. The second main pillar (meso-level) is aimed at promoting an enabling business environment that allows sustainable private sector development. Finally, the third pillar is focused on the creation of sustainable micro, small and medium sized enterprises (MSMEs) that create decent green jobs⁶.

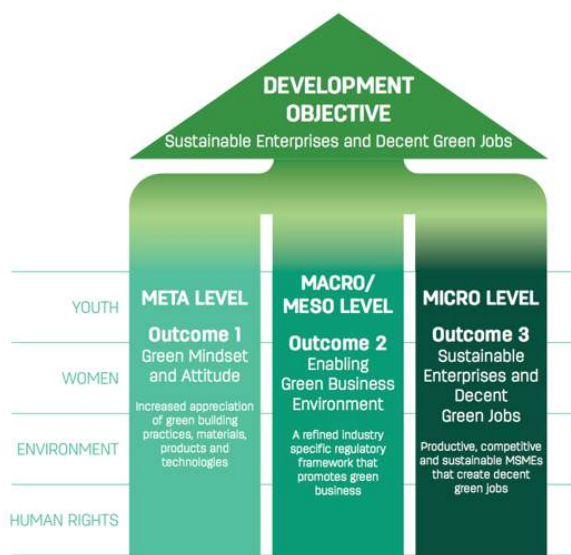


Figure 1 Zambia Green Jobs Objectives (ZGJ Impact Report 2015)

These goals were pursued through a relatively broad palette of instruments (presented in Table 2). Each of the five UN agencies was responsible for a specific (set of) instrument(s), with the ILO coordinating the overall efforts. In general, many of the efforts involved a close engagement with the private sector, with many of the projects giving a central role to MSMEs as well as larger companies. The main mode of delivery of these projects is through technical assistance deliver by the UN agency staff.

Table 2 Intervention Logic of the Measure

Instruments used	Intended outcomes	Intended impacts	Relevance to BER	Relevance to GG
Green Awareness Campaigns	Improved awareness of and changed attitudes and towards green building practices	A green mind-set among all stakeholders in the Zambia construction sector	Medium	Very high
Capacity building and skill development through international education & research partnerships	The local capacity to lead the development of new green building practices	A green mind-set among all stakeholders in the Zambia construction sector	Medium	Very high
Regulatory Assessment and Technical Assistance for regulatory reform	A refined industry specific regulatory framework that promotes green business	An enabling green business environment	Very high	Very high
Coalition building for green jobs	A strong Zambian community that champions a strong sustainable construction sector in Zambia	An enabling green business environment	High	High

⁶ Green Jobs, in this context, are defined as: Green jobs are decent jobs that contribute to preserve or restore the environment, be they in traditional sectors such as manufacturing and construction, or in new, emerging green sectors such as renewable energy and energy efficiency. (ZGJ Website)

Instruments used	Intended outcomes	Intended impacts	Relevance to BER	Relevance to GG
Labour safety (OSH) advocacy and policy development	Higher Productivity of Workers through better Occupational Health and Safety	Sustainable Enterprises and Decent Green Jobs	High	Low
Solar skill training among MSMEs	New sustainable enterprises in the solar sector	Sustainable Enterprises and Decent Green Jobs	Very low	Very high
Business Linkages Programmes	Stronger linkages between traditional 'green' sectors (e.g. renewable energy) and the housing construction sector	Sustainable Enterprises and Decent Green Jobs	High	High
Training of small-holder forestry workers	Protection of natural resources through certification of sustainable timber	Sustainable Enterprises and Decent Green Jobs	High	Very high
Broadening Access to capital for MSMEs	Access to finance for green construction	Sustainable Enterprises and Decent Green Jobs	Medium	Medium

Examples of key projects that fall within this portfolio include:

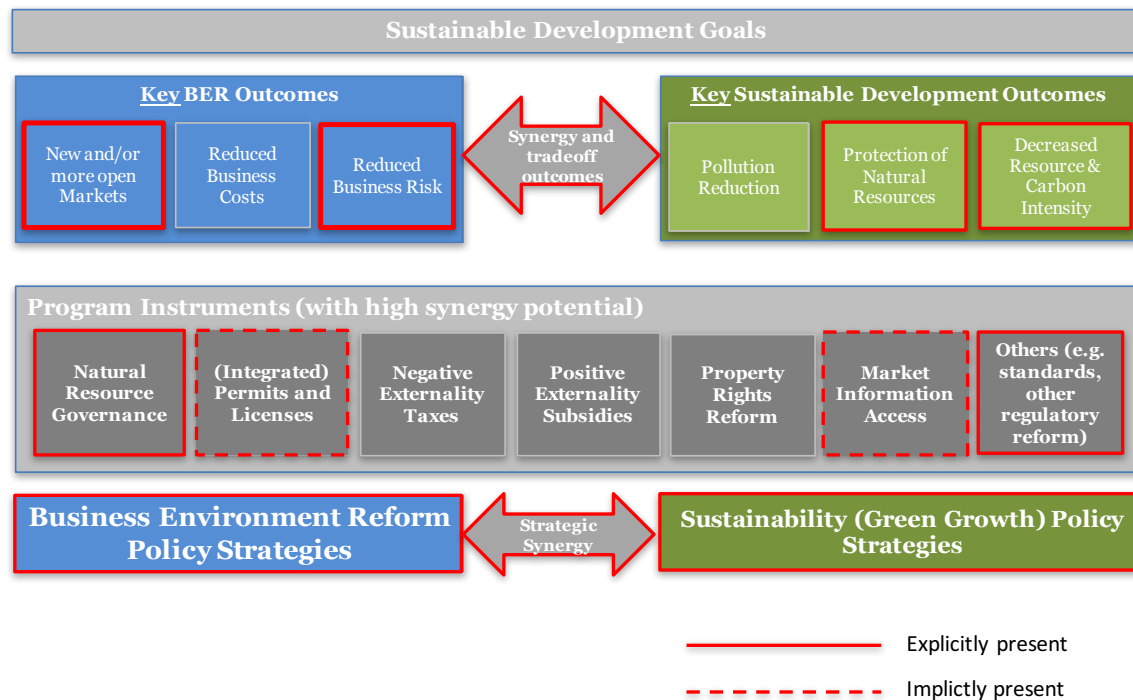
- Curriculum review of the Copperbelt School of the Building Environment through collaboration with VTT Finland.
- Makusani Demonstration Project for green residential building
- Support to the Zambia Green Building Association in terms of capacity building among their members, support to voluntary guidelines.
- Development of Environmental Impact Assessment guidelines
- Implementation of Green Entrepreneurship Training Schemes
- Strengthening of Occupational Health & Safety Regulation in the construction sector.
- Development of a Forestry Code of Conduct

2.2 Analysis of synergy and trade-offs between BER and Sustainable Development in the theory of change

The description of the programme theory of change in the previous section showed how the Zambia Green Jobs initiative aims to combine private sector development and environmental objectives both in its strategic design as well as in the actual operationalization in instruments. In addition, the programme also has a focus on Occupational Health and Safety, one of the ILO's main areas of expertise. Using the methodological framework of this study, the following theory of change summary figure (see below) was developed.

In terms of strategic synergy, i.e. the main policy goals driving the initiative, the ZGJ program started out initially from a perspective of furthering private sector development and job creation in Zambia. However, both specific events (environmental disasters causing more attention for the environment) and the shift of the global development discourse towards the SDGs in the environmental protection dimension, caused a drive towards integrating the environmental aspect. However, the designers of the ZGJ program went beyond treating environmental protection and sustainability as a framework condition where trade-offs had to be mitigated, as often the case for PSD-initiatives. The ZGJ designers instead aimed for an integrated perspective, mostly characterised through its focus on 'Green Jobs', a

relatively new concept which was adapted specifically to the Zambian context. As such, the policy strategy intends to focus on a ‘win-win’ approach.



In terms of policy instruments, we can see that the ZGJ programme utilised various instruments that have a high complementarity potential. On the environmental protection side, the ZGJ program was mostly focused on renewable energy in an urban context, but also covered natural resource protection components, in particular the protection of forest (with timber as a critical input for construction) through the focus on sustainable forestry. Additionally, the programme focused on providing market information (through awareness campaigns, development of guidelines etc.), and also aimed at creation specific licences for sustainable forestry. The programme also focused for a large part on supporting regulatory reform for supporting sustainable development.

A large share of the activities in the ZGJ program is focused on training, which is generally not framed as a business environment reform as it is not necessarily a ‘structural’ reform. However, the overall program contains many activities that jointly amount to a portfolio that aims to explicitly achieve both green growth as well as business environment reform objectives. Key objectives in terms of sustainability include the protection of natural resources (forest) and the reduction of carbon-intensity of the economy through the promotion of a market for renewable energy (residential solar). On the BER side, the program has clear objectives to create/open new markets for sustainable, high quality housing, as well as reducing risk to entrepreneurs by providing a clear, pro-business regulatory framework. However, the BER and sustainable development objectives were not just targeted separately, but interviewees indicated that the bundling of environmental and business environment reform objectives resulted in a strong synergy: *“By integrating sustainability into an attractive business case for entrepreneurs, it became very easy to quickly mobilize the private sector to work with us”*. From the other perspective, the promotion of sustainability goals, in particular the introduction of renewable energy was intended to have positive spill-overs on private sector development.

As the focus of the program strategy is at unlocking synergy between sustainable development and private sector development goals, *trade-offs* inherent in its program design were not explicitly identified. From a BER, PSD or employment perspective, the trade-off of focusing mainly on ‘green jobs’ could be that employment and sector turnover growth would be lower than they could have been,

presenting an opportunity cost. From the environmental perspective, working on reducing the pressure on forest could perhaps be in theory less effective than complete bans. However, interviewed stakeholders indicated that, due to the substantial synergies created as above, and due to the ‘realistic’ dual approach taken, the trade-offs are likely to be relatively small in this case.

The table below summarizes the potential synergies and trade-offs discussed above.

Table 3 Synergies and trade-offs: preliminary overview

	Short-term synergy (positive)	Short-term trade-offs (negative)	Long-term synergy (positive)	Long-term trade-offs
BER OUTCOMES -> Synergy with Sustainable Development Outcomes				
Market creation & higher market pressure	<ul style="list-style-type: none"> Creation of markets for renewable energy creates a new sector focusing on sustainable energy 	<ul style="list-style-type: none"> New, increased construction activity creates immediate environmental pressure. However, this may not have been different (or worse) in a counterfactual case. Short-term jobs and turnover losses in sectors not supported by the programme (e.g. utilities) 	<ul style="list-style-type: none"> Regulatory and policy clarity on the ongoing need for sustainable housing can give investors confidence for investment 	<ul style="list-style-type: none"> More economic activity, even though resource and energy efficient, could risk directly increasing environmental pressures through higher economic activity such as higher demand for sustainable timber (rebound effect)
Reduced Business Costs				
Reduced Business Risks	<ul style="list-style-type: none"> Regulatory and policy clarity and focus on the sustainable housing can give investors confidence for future investment in sustainable construction 			
SUSTAINABLE DEVELOPMENT OUTCOMES -> Synergy with BER outcomes				
Pollution reduction	NA	<ul style="list-style-type: none"> Forced reduction of non-sustainable housing or resource use through e.g. stricter regulation and its enforcement may increase business costs in the short term It can also reduce market competition in the short run through market exit of non-compliant firms 	NA	
Protection of natural resources / ecosystem services	<ul style="list-style-type: none"> Better protection of forestry through sustainable timber may upgrade product value and create new markets 		<ul style="list-style-type: none"> A more sustainable access to timber decreases business risk and costs in the long run through secured continued access 	
Decreased resource & carbon intensity	<ul style="list-style-type: none"> New markets for renewable energy 			

2.3 Programme results: Outcomes and impacts

As the programme is still in the ongoing, a full assessment of impacts is not possible at this stage. However, the programme has carried out an independent mid-term evaluation in 2015 looking into the progress of the report against initially outlined objectives. The mid-term evaluation concluded the following:

- The design of the Zambia Green Jobs programme has remained relevant, and is consistent with other national, regional and international policies and strategic goals, such as the national development plan Vision 2030, donor country strategies the Sustainable Development Goals⁷.

⁷ The Evaluation considers Goal 8 Decent Work and Economic Growth and Goal 11 Sustainable Cities and Communities are particularly relevant

- The level of ownership among stakeholders, including the private sector but also the Zambia public sector, was remarkably high. This is showcased by the high number of private sector driven ‘spin-off’ projects (see below).
- The Coordination mechanism (see next section) between the various parts of the programme worked well.
- However, the design was found to have not fully incorporated the financial dimension (risk management, access to capital) and need more exclusive focus on growth-ready MSMEs.
- Effectiveness in terms of achievement of outputs was largely on schedule, except for OSH, finance and business linkages targets.
- In terms of sustainability, there is a risk that sustainable production of timber cannot keep up with increased demand; in addition, many stakeholders still have a high-cost perception of green industry.
- Sustainability is further at risk with trained construction SMEs complaining that there is not enough subsequent demand for green housing to actually use their skills.

These findings resonate with the perceptions of stakeholders interviewed for this case study. Integrating access to finance was critical but it proved very difficult to convince financial service providers to invest in ‘risky’ green projects. A risk mitigation facility available from the start could have helped many aspects of this project. The programme is now working to developing dedicated risk mitigation instruments together with the African Guarantee Fund (a donor-funded financial institution based in Kenya).

An additional challenge was the difficulty to create a feasible and relevant local certification model for sustainable timber. Requirement for international certification are high and can take a long time. ZGJ has now switched in terms of their approach to a voluntary production guide. According to the mid-term evaluation, however, it is difficult to ensure that the local forestry firms also apply the green practices in reality. This is compounded by the fact that most timber production is in the hands of ZAFFICO, and that small-holder farmers are more oriented towards charcoal and fuel production. As such, focusing interventions on small-holder farmers may not directly increase the sustainability of the building material value chain. This point to a potential issue with the initial theory of change, and suggests that certification requires a careful analysis of value chains and political economy in order to have a impactful intervention.

The latest impact report on 2015 shows the progress of the activities against its predefined targets. While the mid-term evaluation report still noted a lag on the targets for OSH, social protection, and business linkage developments, these have bypassed targets by mid-2017. Key programme results are presented in the table below, focusing on key sustainable development and business environment reform objectives.

Table 4 Overview of key outcome indicators

Type of outcomes & impacts	Evidence
Outcomes (up until end of 2015)	
Market creation & higher market pressure	<ul style="list-style-type: none"> • 2% growth of turnover in supported companies • 2212 new MSMEs founded in supported sectors (energy, forestry, construction)
Reduced business costs	<ul style="list-style-type: none"> • 4 regulatory reforms supported (output), not all implemented (yet) • 28% of MSMEs report lower regulatory burden
Reduced business risks	<ul style="list-style-type: none"> • 4 regulatory reforms supported (output), not all implemented (yet) • Development of standards with the Zambia bureau of Standards. • 28% of MSMEs report lower regulatory burden

Type of outcomes & impacts	Evidence
Pollution reduction	NA
Protection of natural resources	<ul style="list-style-type: none"> 701 MSEMs accessed forestry management and certification services (output)
Decreased resource and carbon intensity	<ul style="list-style-type: none"> 20% of average reduction of energy and water use among participating household 78 buildings built/refit using green technologies
Other outcomes	<ul style="list-style-type: none"> In total 6667 programme beneficiaries (output) 2660 new green jobs created in targeted enterprises 31% annual increase of programme beneficiaries that have a positive attitude towards green jobs.

Zambia Green Jobs Impact Report 2015

In general, the programme management is positive about the overall effectiveness of the Zambia Green Jobs programme, something confirmed by the positive tone of the independent mid-term evaluation. The project has already led to various successful spin-offs:

- A new World Bank Project ‘Productive use of power in the construction sector
- Working with the private sector, including major companies LaFage and Barrick Gold, to develop large-scale sustainable housing projects.
- Working with major private sector stakeholders such as Saint-Gobain to work on skills development through training and capacity building.
- Several training modules developed in the programme have been scaled up and received funding from other actors.

Interviewees indicate that the next two years will be focused on assuring a working access-to-finance component in the programme, including the aforementioned African Guaratee Fund. Furthermore, the work on standards with the Zambia Bureau of Standards needs further effort to get to a final version, for which more research is required. A final focus is more capacity building in training and research institutes. While a major success has been the overhaul of a number of school curricula, more work remains to be done.

Collaboration with Lafarge Zambia

Lafarge Zambia Plc, part of the LafargeHolcim Group, is the largest provider of building materials (in particular cement, aggregates and concrete) in Zambia. Lafarge operates two large cement plants at the Chilanga and Ndola plants, and has an active R&D program to develop ‘green’ products, in particular insulating concrete blocks, and it is also exploring the use of more organic materials as inputs for building materials.

Lafarge already ran an Affordable Housing Program, and was approached by the Zambia Green Jobs Programme for their collaboration. The Zambia Green Jobs Program has supported Lafarge by building awareness for environmentally sustainable building materials and is therefore creating market opportunities for Lafarge to grow their green innovative product markets. Given that the central contribution of the ZGJ has been to raise awareness, effective media presence and visibility is key to the program and could be even more encouraged.

3 Programme Governance

3.1 Governance

The Zambia Green Jobs Programme is coordinated by the International Labour Organisation (ILO), who manages the funds received by the Ministry of Finance. It also receives contributions from the ILO itself and the Zambian Government. The Programme is implemented by five UN Agencies (FAO, UNCTAD, ILO, UNEP and ITC) through a common work plan. ILO represents the other five UN agencies in the steering committee. The programme has annual in-depth coordination Joint Planning meetings where the overall programme is reviewed and discussed. In these sessions, programme implementers share their tools, approaches and experiences. Technical back-stoppers (experts) from ILO HQ are also included in this process.

The Zambia Green Jobs Programme works closely with a large number of public, private and non-governmental partners through its technical assistance-drive approach. On the public side, these partners include Ministries of Finance; Commerce, Trade & Industry; Tourism, Environment & Natural Resources; Local Government and Housing. The programme also works with trade unions, pension schemes, employers organisations, development agencies and universities⁸.

3.2 Monitoring, Evaluation and Learning

The Zambia Green Jobs Programme has an elaborate M&E framework, both in terms of its design and its implementation. The indicator framework has been designed in such a way that both overall outcomes that go beyond individual instruments as well as instrument-specific outcomes are measured. Indicator definitions have been aligned with the DCED Indicator Framework as a good international practice. The M&E System is implemented through an online, database-driven M&E system. This has made data collection through partners and stakeholders more efficient and improved the quality of the data. The results are shared through publicly available annual impact reports. Examples of indicators were shown in Table 3 above.

The Zambia Green Jobs team works closely with the Ministry of Finance and the Central Statistics Office for specific indicators. This does not only involve using indicators collected through these organisations but also capacity building from the programme to help the government in collecting suitable new statistics on green jobs. One immediate spin-off of this is that the ZGJ team helped the government to develop its new Green Growth Strategy.

In terms of evaluation, the programme has carried out a mid-term evaluation in 2015 and is due for a final evaluation in 2018. The mid-term evaluation was overall quite positive of the performance of the ZGJ programme up until 2015 but also provided a number of clear recommendations⁹.

Interviewees and other stakeholders indicated that the ZGJ has been exemplary in its communication strategy. As the programme itself included various communication work packages focused on awareness raising, these materials and capacities were also effectively used in engaging with local and international stakeholders. The materials (reports, website) have a strong visual style with clear visualisations of objectives and results.

⁸ A full list of partners is available here: <http://www.zambiagreenjobs.org/index.php/partners>

⁹ Evaluation summary available here: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_435494.pdf

4 Good practices and lessons learnt

4.1 Conclusion on synergies and trade-offs

Throughout this case study a clear picture has emerged how the Zambia Green Jobs Programme has aimed for synergy between business environment – or more broadly speaking private sector development – goals as well as environmental sustainability. While the programme design started off from an employment creation and private sector development perspective, it managed to integrate the sustainability dimension quite consistently by framing the programme throughout in terms of “Green Jobs”. This change was already effectuated early in the program design, when interactions with stakeholders highlighted the importance of and synergy with the environmental dimension. The choice of sector facilitated this strategic synergy to a large degree, as construction has large potential for private sector development through business environment reform and has both potential for sustainability challenge mitigation (e.g. protection of vulnerable forest that produce timber) as well as more traditional ‘green growth’ sectors such as renewable energy. Due to the centrality of the ‘Green Jobs concept (see box below), this approach has sought synergy beyond just bundling BER and sustainability objectives, but sought to integrate these perspectives in almost each individual instrument in the programme. In strategic and design terms, the ZGJ programme clearly opted for an **integrated approach for design** (see synergy ladder below).

Zambia Green Jobs Programme : What are green jobs?

Green jobs help:

- Improve energy and raw materials efficiency
- Limit greenhouse gas emissions
- Minimise waste and pollution
- Protect and restore ecosystems
- Support adaptation to the effects of climate change

At the enterprise level, green jobs can produce goods or provide services that benefit the environment, for example green buildings or clean transportation. However, these green outputs (products and services) are not always based on green production processes and technologies. Therefore green jobs can also be distinguished by their contribution to more environmentally friendly processes. For example, green jobs can reduce water consumption or improve recycling systems. Yet, green jobs defined through production processes do not necessarily produce environmental goods or services.

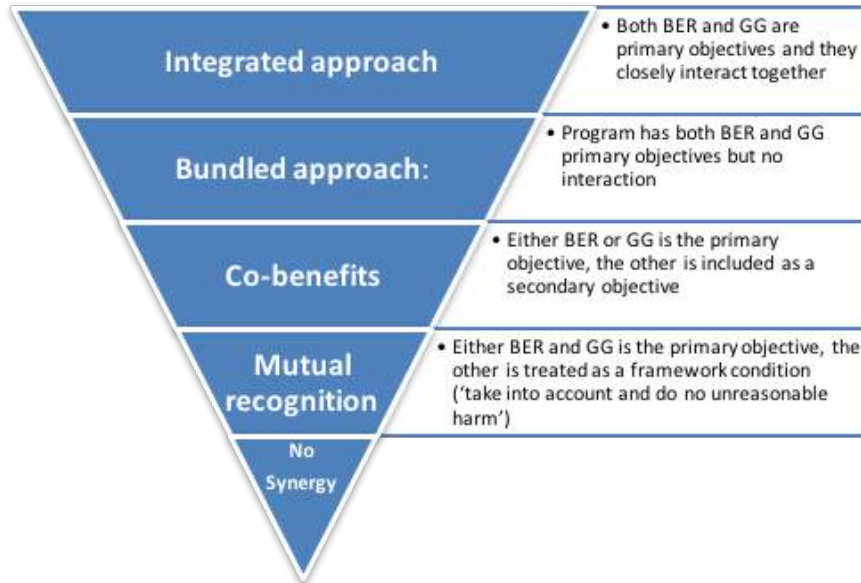
Zambia Green Jobs Website

In terms of its implementation, the programme also aimed at ensuring that synergy between environmental and business objectives. However, due to the way it was organised, with five key implementing partners each relying on their own expertise, the programme had also characteristics of a **bundled approach**. However, the programme actively sought to mitigate the risk of silo operation through ensuring a common understanding of the Green Jobs concept at the start, though regular exchanges and focussed workshops, and subsequently organising annual coordination meetings where tools, approaches were shared.

The first results are encouraging, especially in terms of the level of engagement of the private as well as public sectors with the programme. The programme’s approach clearly resonated with the at times divergent goals of these actors and succeeded in bringing everyone together around the green jobs programme. However, real impact on business environment (e.g. permanently changed regulatory environment) and a real reduction of carbon intensity through renewable energy as well as preservation of forests cannot yet be determined. In addition, a final evaluation will provide more insight into any trade-offs between sustainability and private sector development that were a result of the programme. One major question is whether such programmes can be scaled effectively (The ZGJ programme is

relatively small compared to the size of the construction sector) without undermining sustainability objectives, e.g. the adequate production of sustainable timber.

Figure 2: The Synergy Ladder



There seem various options for **transferring the programme model** in general as well as the specific good practices and lessons learnt (see next section). In general the programme has shown that it is possible to mobilize public and private sector on supporting a 'Green Jobs' approach. This approach can bring together sustainability and business environment reform, where both bring strategic leverage for the other area. However, there are a number of factors that have played a key role in the success of the programme that should be considered when transferring this programme to another sector or geography. First of all, the focus of sector where there was a 'growth' opportunity (high demand) made it much easier to get the private sector on board. Also, this sector copes with significant clear integrated sustainability challenges (water, energy, waste, natural resources, carbon) for which positive solutions are already available. Other good sector candidates that meet such criteria could be specific types of Agriculture and Tourism.

Secondly, environmental protection was already high on the agenda, making it easier to convince stakeholders of the need for this perspective. A number of environmental disasters made these problems at the forefront of all stakeholder's minds, enabling rapid mobilization.

Finally, the Zambia international donor community and private sector is relatively tight-knit and appreciates to working together across domains and perspectives.

4.2 Lessons and Good practices for Policy Makers

A number of relevant good practices and lessons learnt have been identified by the program stakeholders:

Good practices:

Program design

- Having a year inception phase was highly conducive to the quality of the final program design and implementation.

- The integration of a meso- and macro perspective through business environment reform has helped to institutionalise the sustainability thinking behind the green jobs programme. As such, environmental sustainability programmes can benefit from the inherent structural nature of BE reforms when bundled in a single programme.
- Starting from a sectoral perspective where there was a clear demand (housing shortage) made it much easier to get stakeholders on board and present an attractive ‘win-win’ business case. For a green growth strategy that has a lot of potential impact on the environment, it is best to select an industry with a significant footprint in terms of multiple environmental pressures. Construction has large effects on energy use (even long-term), materials, water and carbon emissions. Other good candidates include Agriculture and Tourism.
- The integral programme, trying to address both business environmental and sustainability goals through a systemic (macro, meso and micro) approach has been perceived by programme stakeholders as much more effective than previous isolated attempts.
- It is a misunderstanding that private sector is only interested in business costs. Firms think about profits, which is a combination of revenues and cost. If you can present an attractive revenue growth, firms are willing to take on higher costs.
- Starting with the question ‘we want jobs, environmental protection’ is generally not the most productive approach if one seeks structural change. The ZGJ started from PSD opportunities and worked to integrate social and environmental concerns in proposed, realistic business models. It is much likelier firms will stick to and scale up such business models rather than more on-off social/environmental schemes.
- Starting with a clear potential ‘winner’ in terms of green growth successes is a good strategy to convince other sectors and actors that green growth is a useful concept. Starting with such ‘low-hanging fruit’ when possible is generally a recommendation.
- Using events, even negative events such as environmental disasters as opportunities for advocating for a green growth approach can be very effective. The political will to address environmental degradation after a number of environmental disasters helped to gain both public and private support for the programme.

Implementation

- High-quality communication capacity and implementation was instrumental in bringing across the message of green jobs. However, expectation management is important as such broad objectives can lead to unrealistic expectations with stakeholders.
- Incorporating staff in the programme management with hands-on private sector development experience helped to get through to industry partners, as these staff understood the business perspective and spoke their language.
- Working with existing organisations and building their capacity instead of erecting new bodies proved to be a good strategy for the ZGJ programme. By winning hearts and minds of incumbents as well as opening up space for new entrants within these structures the transformation of an entire sector is much more likely (instead of creating ‘camps’).
- Working with the Ministries of Planning and Finance, instead of just exclusively usual environmental or social partners proved to be very fruitful in terms of achieving more political support for the project.

Lessons learnt:

Program design

- One of the main challenge was finding a common language that all stakeholders understood. While settling on the ‘green jobs’ as a main frame, this definition needed substantial thinking

and discussion to ensure a shared understanding. It is necessary to invest substantially in meetings that include a broad range of involved people.

- Developing appropriate 'green job' indicator was difficult in terms of scoping, but it did pay off in terms of being able to really measure progress and communicate well with stakeholders. However, the current definitions of the 'green' aspect only covers the sourcing of building materials, which is only a limited definition. A more comprehensive yet workable definition still requires further attention.
- The initial conception of the programme relates back to a strong donor coordination between UN agencies amongst each other and with the government which was already in place in Zambia. Such existing trust may be a condition of transferability.
- For One UN programming, it is imperative that all partners sign a MoU clearly outline role division and performance management. Aspects to consider are to include employment and location of staff, agreed measures in case of under-performance of agencies and operational guidelines for collaboration. A project manager/coordinator needs to be appointed from the start, and there needs to be a focus on trust building between the agencies from the start. Some UN agencies needed to let go of their habit of working on community-oriented projects instead of private sector oriented projects, but got later convinced because of the results.
- The focus on micro-enterprises may not always be realistic in all cases, as they often lack the capacity to respond to new opportunities created by the programme, including actual contracts on large new housing developments, but also on access to finance or international linkages. It would have been more efficient to focus on small and medium enterprises that are 'growth-ready' and capable of accessing these opportunities (either directly or together with a large intermediary firm, as mentioned above).

Implementation

- Partnership with large private sector industries allowed for the potential to scale the projects to a very large scale at low cost to the program. The approach of funding demonstration units was therefore a successful strategy in leveraging this funding. However, it is important that the private sector is close involved in such demonstrations, and that they are developed in market-like conditions with real cost benchmarks. Providing realistic life-cycle estimates to convince the private sector is challenging, and needs to be part of monitoring strategy from the start. It is also important the demonstration projects involve environmental impact assessment, that take into account prospective impacts should programme scale up.
- Working extensively with small firms is resource intensive. Using a larger company as an intermediary who subcontracts the smaller companies in the project can be an efficient strategy. However, program manager should be careful to manage risks of monopolization and conflicts of interest.
- Sequencing tasks with a large number work streams is challenging, especially when the tasks have dependencies. For instance, some of the trainings presuppose existing demand for the trained skills. When the demand is not supported yet through financial products and an enabling policy environments, the trained entrepreneurs may go frustrated.
- Lack of capacity at the national government counterparts can act as a break on the project. In the ZGJ case, the government lacked capacity to supervise and certify green buildings, slowing down programme process.
- With hindsight, the programme could have stronger incorporated Research & Development (R&D) activities as programme lines, since localised and affordable green building solutions are underdeveloped, forming a key gap for the sector.

Appendix A Sources and further reading

A.1 Further reading

- Zambia Green Jobs Website: <http://www.zambiagreenjobs.org>
- Zambia Green Jobs Mid-term Evaluation Summary: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_435494.pdf
- Zambia Green Jobs 2015 Impact Report http://www.ilo.org/global/topics/green-jobs/publications/WCMS_476085/lang--en/index.htm
- Zambia Vision 2030: <http://unpan1.un.org/intradoc/groups/public/documents/cpsi/unpan040333.pdf>

For more publications, see <http://www.zambiagreenjobs.org/index.php/publications>

A.2 Interviews

Interviewees / Contributors :

- Tapera Muzira (ILO), Chief Technical Advisor Zambia Green Jobs Programme
- Evans Lwanga (ILO), Programme Manager Zambia Green Jobs Programme
- Tommy Mateo (ILO), M&E Manager Zambia Green Jobs Programme
- Mwenya Nsakilwa (Lafarge Zambia), Sales & Marketing, Building Segment Specialist