Project Evaluation of Support to Capacity Strengthening of Zimbabwe Electoral Commission (ZEC)

Final Draft Report

Submitted to

The Zimbabwe Electoral Commission
and UNDP

By

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Acronyms

COPAC	Constitution Parliamentary Select Committee
CPD	Country Program Document
CSO	Civil Society Organizations
DEO	District Elections Officer
DRC	Democratic Republic of Congo
ECF	Elections Commissions Forum
EMB	Elections Management Body
ESC	Elections Supervisory Commission
EU	European Union
GPA	Global Political Agreement
HR	Human Resources
HQ	Head Quarter
ICT	Information Communication and Technology
MDC	Movement for Democratic Change
PEO	Provincial Elections Officer
PD	Project Document
PMU	Project Management Unit
SADC	Southern African Development Community
SP	Strategic Plan
UNDP	United Nations Development Program
UN	United Nations
ZANU-PF	Zimbabwe African National- Union Patriotic Front
ZAPU-PF	Zimbabwe African People's Union- Patriotic Front
ZEC	Zimbabwe Electoral Commission

Executive Summary

Background: With funding support from UNDP and other development partners (EU, Denmark and SIDA), ZEC implemented a project "*Support to Strengthening of the Zimbabwe Electoral Commission*" between January 2011 and January 2013. The overarching outcome of the project was to ensure that the capacity of ZEC is enhanced to the point where it can effectively and efficiently execute its core responsibilities and deliver on its mandate in a sustainable manner. This final draft is a product of the findings by the evaluation team of the two-year project. The evaluation was conducted by two consultants (an international lead consultant – Dr. Hindowa Momoh and a national consultant Dr. Neddy Matshalaga).

Scope of Work and Methodology: The evaluation assessed, among others, the relevance of the project and the impact of project interventions; the degree of accomplishment of planned outputs and outcomes; efficiency and the management structure and arrangements of the project, lessons learned and project sustainability. The evaluation used a wide range of data collection methods and tools, which included but not limited to: document review, entry and exit de-briefing meetings, in-depth interviews, observations and group interviews. The evaluation included field visits to nine out of ten provinces and about six districts which were close to their provinces. Key stakeholders who were consulted included: UNDP, ZEC staff and Commissioners, European Union and SIDA. Data collected was analysed and informed the evaluation results whose highlights are shared in this executive summary.

Relevance: Looking at ZEC in hindsight prior to the commencement of the project (with few vehicles for operations, limited furniture, equipment and hardware, absence of an organisational strategy), the capacity strengthening project was very relevant for the positioning of the Commission as a democratic entity in Zimbabwe. The priority project areas, as defined in the project document, which included: strengthening of institutional and operational systems, enhancing professionalism of ZEC staff and improving ICT and communication, were strategic in contributing to the project outcome.

Effectiveness: *Output 1*, which focused on strengthening institutional and operational systems of ZEC, was very well executed. It was rated as excellent (see Table 1.)

Table 1: Rating of Output 1

Project Overarching Outcome: ZEC's capacity built to effectively and efficiently deliver on its mandate			
Output 1: Improved institutional, structural, administration and operational systems and set ups			
Planned Key Activities	Excellent	Done	Partially Done
1. Establishment of unified ZEC Head Quarters	X		
2. Training of commissioners on policy formulation & Governance	X		
3. Study Tours for Commission	X		
4. Procurement of vehicles, soft and hardware, equipment & furniture	X		
5. Boardroom refurbished	X		
6. Procurement of generators for HQ and 3 provinces		X	
Average rating for Output 1.	Excellent		

Key achievements of this output were: provision of office furniture, equipment and computers at all levels of ZEC (HQ, Provinces and Districts). This support gave ZEC the integrity and visibility a state institution would aspire to. The capacity of commissioners and ZEC staff was enhanced through various types of targeted training programs including study tours. However, the evaluation noted that the bulk of the training was received mainly by senior and middle management staff of ZEC. There still remains a gap to enhance the capacity of ZEC staff at junior level.

Output 2: Output 2 focused on improving professionalism among ZEC staff. Project performance for this output was rated as excellent (see Table 2)

Table 2: Rating of Output 2

Project Overarching Outcome: ZEC's capacity built to effectively and efficiently deliver on its mandate			
Output 2: Enhanced Capacity and Expertise of ZEC for Increased Professionalism			
Planned Key Activities	Excellent	Done	Partially Done
1. Launch and Roll Out the ZEC Five Year Strategic Plan	X		
2. Conduct Job Assessment and re-profiling exercise	X		
3. Conduct on the job and specialized training for the secretariat	X		
4. Training needs assessment and development of a comprehensive human resource development strategy	X		
5. HR information system establishment and Pastel Soft Ware Training		X	
Average rating for Output 2.	Excellent		

The project supported the development of a five-tear strategic plan, which provided an entry point and the pillar for project intervention. The job evaluation exercise resulted in a robust organisational structure for ZEC and outlining of clear roles and responsibilities for its staff. ZEC staff is now guided by clear job descriptions and well structured communication channels. The Commission has improved its financial management systems through the development of relevant manuals and capacity in use of pastel accounting programme. For instance, the introduction of **Pay Net** system of paying service providers has also reduced risk of handling cash as well as quick methods of payments. The Human Resources systems have been improved. ZEC now boasts of a functional Workers Committee, which is also the by-product of the project intervention.

Output 3: The third output for the project focused on ICT and Communication. To a large extent, the bulk of planned interventions were achieved. Performance rating for output 3 is categorised "Done" (see Table 3).

Project Overarching Outcome: ZEC's capacity built to effectively and efficiently deliver on its mandate			
Output 3: A Well Developed and Established Communication & ICT Strategy			
Planned Key Activities	Excellent	Done	Partially Done
1. Conduct ICT needs assessment	X		
2. Develop ICT strategic action plans		X	
3. Equip provincial and district offices with ICT and communication connectivity			X
4. Produce ZEC booklets, newspapers, flyers and public relations and communication policy	X		
5. Enhance ZEC visibility	X		
6. Update and manage an interactive website and training of officials		X	
Average rating for Output 3	Done		

Highlights of key achievements for the output include: successful needs assessment for ICT connectivity, increased visibility of ZEC, and improved website and internet connectivity. However, the ICT project initiative was not completed due to a number of factors such as: the need for the construction of a data center that was not originally planned for (The data center called for a relatively huge budget which was not planned for), and limited technical expertise within ZEC to accurately plan for ICT inputs. In any case, the evaluation noted that the resources required to complete the ICT component of the project are available.

Output 4: Output 4 of the project was on management of the entire project. Overall the project was well managed with an output performance rating of "*Excellent*" (see table 4).

Project Overarching Outcome: ZEC's capacity built to effectively and efficiently deliver on its mandate			
Output 4: Project Management Structures established			
Key Planned Activities	Excellent	Done	Partially Done
1. Project Coordination	X		
2. Monitoring and Evaluation		X	
3. Project Evaluation	X		
4. Audit and Asset Handover	X		
Average Rating for Output 4	Excellent		

A Project Management Unit (PMU) that was made up of an international project coordinator, a finance analyst and a driver was established and housed at ZEC. The strategic positioning of the PMU at the Commission's HQ contributed to smooth implementation of the project and also contributed towards a unique ownership of the initiative by ZEC. There were several layers of project supervision which included: a technical team which met quarterly, a Project Board (made up of UNDP, Funding Partners and ZEC) provided guidance on project implementation, and conducted quarterly and yearly M&E. The project benefited from regular audits from UNDP, Funding Partners and ZEC.

Efficiency: Overall, the project was efficiently executed with the project outputs demonstrating, beyond doubt, evidence of good use of resources. Resources were targeted to planned activities. Good project governance structures ensured efficient use of resources. Additionally, the project was designed in a way that it could easily attract additional funding.

Sustainability: The project was well planned and had a lot of sustainability elements inherent in it. ZEC's ownership of the project was a unique feature of the project. Project components such as purchase of furniture, vehicles, equipment, computers and respective accessories including the ICT initiative all contributed to institutionalisation of ZEC. The training component of the project contributed to enhancement of capacity of ZEC staff. Knowledge gained through training will not only benefit ZEC as an institution but will remain an asset for ZEC's staff and Commissioners in their career goals.

Lessons Learnt: Key among the lessons of this project points to the strengthening of the institutional capacity of Commissions or similar state institutions, which can be built without interfering with their core responsibilities and constitutional mandate. ZEC's institutional capacity was built and its visibility enhanced. The Commission's operational systems (HR, administration, financial and asset management) were strengthened. The project has demonstrated that this model of capacity strengthening, which focuses on addressing the core elements of organizational development and institutional positioning to ensure effective and efficient management and administration, can be applied to similar institutions.

Conclusion and Recommendations: Overall project performance on a sliding scale Excellent, Done and Partially Done was rated Excellent (see table 5).

Table 5: Overall Performance of Project Outputs

Project Overarching Outcome: ZEC's capacity built to effectively and efficiently deliver on its mandate			
Outputs	Excellent	Done	Partially Done
1. Institutional & Operational Capacity	X		
2. ZEC Professionalism	X		
3. ICT Strategy and Communication		X	
4. Partnership, Coordination and Management of Project	X		
Average Rating of Project Performance	Excellent		

Three out of for outputs were rated as excellently executed. While capacity strengthening of people's skills was one of the outstanding achievements, the evaluation noted that the bulk of the recipients for training were senior and middle management staff and the majority of junior cadres did not receive adequate training. The ICT initiative was not completed especially connectivity at provincial and district level and linkages with the HQ. The evaluation notes that there is need to review the current organisational strategy in order to align it with the new 2013 Constitution and other legal provisions affecting ZEC. Overall, the evaluation recommends a second phase of the project in order to address the noted gaps for ZEC's institutional capacity.

1. Introduction

1.1. Country and Project Context

The new government of Zimbabwe introduced a democratic, non-racist electoral system based upon universal adult suffrage at independence in 1980. A new Electoral Management Body (EMB) was established comprising the Delimitation Commission, responsible for the delimitation of electoral districts, and the Electoral Supervisory Commission (ESC), charged with supervising the conduct of elections.[1] The management of elections was done at this stage by the Registrar-General of Elections under the supervision of the ESC. In essence, the Registrar-General was fundamentally responsible for carrying out activities in the electoral process: registered voters and compiled voter registers, conducted the voting process and the counting and collation of votes, and announced the results of the election. The Election Directorate provided logistical support to the Registrar-General in the management of the electoral process.

In 2004, restructuring of ZEC started following recommendations by the Electoral Supervisory Commission, the political parties, the Civil Society Organizations (CSOs) and the Principles and Guidelines Governing Democratic Elections adopted by the SADC Heads of State and Governments in Mauritius in 2004.[2] The Zimbabwe Electoral Commission (ZEC) was then established as an independent body in line with the recommendation in the SADC Principles and Guidelines Governing Democratic Elections, political parties and civil society organizations in Zimbabwe noting that elections should be run by an independent EMB and not by a government department like that of the Registrar-General.

In 2005, a Constitutional Amendment No. 17 abolished the Electoral Supervisory Commission,[3] which was part of the electoral management structure put together in 2004 and largely seen as a government department. The Zimbabwe Electoral Commission was established as an independent elections body with the sole legal authority responsible for conducting elections, a function that had hitherto been carried out by Registrar-General. To reflect the new system, the title of the Registrar-General of Elections was changed to that of the Registrar-General of Voters. The function of the Registrar-General of Voters in relation to elections was now only to register voters under the supervision of ZEC. ZEC was responsible for compiling voters' rolls and providing copies of these rolls to those requesting them.

Article 100H, Chapter XB Part I provides for the complete independence of Zimbabwe Electoral Commission stating: **"**The State must make adequate and suitable provision, through legislation and other appropriate means to ensure that:
- the Zimbabwe Electoral Commission is able to exercise its functions under the Constitution efficiently and independently; and

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[1] See the Constitution of Zimbabwe
[2] SADC Principles and Guidelines on Governance and Elections
[3] See the Constitution of Zimbabwe (No. 17) Act 2005 for more details

- the Zimbabwe Electoral Commission's staff carry out their duties conscientiously, fairly and impartially."([Section inserted by section 11 of Act No. 1 of 2009 (Amendment No. 19))

The responsibilities outlined for ZEC above are aligned to the Electoral Regulations of 2005 that details, in clear terms, the specifics of the electoral process starting from Voter Registration (VR) to the announcement of results.[4] The SADC Principles and Guidelines for Governance and Democratic Elections also urge member states to: "Establish impartial, all-inclusive, competent and accountable national electoral bodies staffed by qualified personnel, as well as competent legal entities including effective constitutional courts to arbitrate in the event of disputes arising from the conduct of elections".[5]

In July 2012, the Constitution Select Committee of Parliament (COPAC) that was mandated to consult Zimbabweans and draft a new constitution accomplished its task after more than three years.[6] After the rejection of the 2000 and the 2007 Kariba Draft because of a lack of transparency and civic participation, the South African Development Community (SADC) brokered Global Political Agreement of 2008, which brought together the three political parties represented in parliament (ZANU-PF, MDC-T, MDC-M) and includes a constitutional reform process coordinated by a Constitutional Parliamentary Select Committee (COPAC), which reports to Parliament.[7] It calls for a national referendum following public consultation on the new constitution. While the constitutional reform process fell behind schedule, it had by end 2012 produced a draft constitution. The 2nd All Stakeholders Constitutional Conference was held successfully in October 2012 and the country adopted its new Constitution following the March 2013 referendum.

In the aftermath of the political settlement and formation of ZEC, there was a lot of expectation from the citizens and CSOs that the Commission will fulfil its Constitutional Mandate. However, it became clear that the new Commission with Commissioners and staff coming from diverse backgrounds lacked the capacity to fulfil their mandate that would meet the "Rising Expectation" of the Zimbabwean people.

It was in this atmosphere of great anxiety coupled with UNDP's global mandate to support strengthening of democratic governance through capacity development of democratic institutions that the Capacity Strengthening Project to ensure that ZEC functions as an effective and efficient institution delivering on its core mandate was born. The proposed support to ZEC was guided by the following:

- The legal framework governing ZEC

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[4] The Electoral Regulations, 2005
[5] SADC Principles and Guidelines for Governance and Democratic Elections
[6] For details, see Gwinyayi Dzinesa (2012). "Zimbabwe's Tortuous Road to a New Constitution and Elections"
[7] SADC Principles and Guidelines for Governance and Democratic Elections

- Regional forums such as Electoral Commissions Forums (ECF) and SADC countries and best practices in supporting capacity building for EMBs
- UN global resources and international technical support
- National ownership and flexibility in the implementation of program to be ensured
- The proposed support to build on and consolidate achievements from earlier phase[8]

1.2. Scope of Work

According to the Terms of Reference, the overall objective of the project is to strengthen the institutional capacity of ZEC for effective and efficient discharge of its mandate. Specifically, the support is aimed at strengthening ZEC's institutional, structural, administrative and operational systems and processes through human resource development and related capacity development interventions. The project identified three key outputs in the areas of institutional reform/development, professionalization of ZEC staff, and development of communication and ICT strategy.

The evaluation covered the period from the inception of the project to its end, that is, January 2011 to January 2013.

- Evaluate the relevance of the project and the impact of project interventions and contribution in building institutional capacity of ZEC to carry out its functions;
- Assess if the outputs and outcomes have been achieved and/or will be achieved, given the activities supported by the UNDP and identify challenges in the implementation of the project;
- Assess the appropriateness and relevance of the project strategies in addressing the identified problems and hence contributing to the achievement of the stated outputs and outcomes;
- Identify gaps/weaknesses in the project design and implementation and provide recommendations as to their improvement;
- Review and assess the efficiency of implementation and management arrangements of the Programme;
- Make recommendations about design of any capacity development support in the future based on lessons learned in the project implementation.

1.3. Methodology

The consultants employed a wide variety of methods to undertake the evaluation exercise. Highlights of the methodology are outlined below:

Document Review: The consultants reviewed relevant program documents. The review process aimed at providing insights into the project as well as providing background data that informed data collection tools. Such documents included but were not limited to: the Constitution of

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[8]Ibid., p. 6.

Zimbabwe (2013), the Electoral Regulations, the SADC Principles and Guidelines on Governance and Democratic Elections, the Project Document (PD), ZUNDAF (2012-2015), CPD &CPAP (2012-2015), ZEC's Strategic Plan, progress reports, project board minutes, training materials, implementation plans, capacity building manuals, annual financial reports, administrative procedures, monitoring reports and other relevant literature.

Debriefing Meetings: The consultants held a number of debriefing meetings with key stakeholders. In particular entry de-briefing meetings were held with both UNDP and ZEC. Fundamentally, the meetings provided a broad overview of the project from the design to final evaluation stage. *Field Visits:* In close

Figure 1: Interviews with Provincial Officers

<table>
<tr><td>Box 1</td></tr>
<tr><td>Mash West, Mat Metropolitan, Mat North, Mat South, Masvingo, Midlands, Manicaland, Mash East, Mash Central</td></tr>
</table>

consultation with UNDP and ZEC, the consultants conducted field visits in nine selected provinces. A few districts (6) were purposefully sampled for logistical advantages. Sampled districts include; Murombedzi (Mash West), Gwanda (Mat South), Bikita (Masvingo), Makoni (Manicaland), Goromonzi (Mash East) and Mazowe (Mash Central). Box 1 shows the selected provinces. In some of the selected provinces, a nearest district was visited for in-depth consultations and interviews.

Figure 2: Interviews with Commissioners

In-Depth Interviews and Observations: Key informant interviews were conducted with major stakeholders from UNDP, ZEC particularly the Commissioners, Directors, relevant government entities, and strategic funding partners to include the EU and SIDA. Within ZEC, beneficiary groups (including ZEC Staff) were consulted in groups and, where necessary key service providers were also interviewed. Key observation was another tool used in collecting data especially in provinces and districts where capital equipment was provided as a form of institutional strengthening. The evaluation also included key informant interviews mainly at ZEC HQ in Harare, UNDP and with Funding Partners.

Data Analysis and Report Writing: The consultants collated data from the field using field notes. Data analysis was guided by the key outcome areas and key evaluation pillars which included analysis to inform: relevance; effectiveness; efficiency; sustainability; resource, partnership and management analysis; lessons learnt and recommendations. The draft evaluation has been

shared through a power point presentation and written draft presentation. The consultants captured feedback from the stakeholders and incorporated in the final evaluation report.

KEY FINDINGS

2. Relevance

The section of the report details the appropriateness and adequacy of the initial design of the project and whether this has remained relevant. Before addressing the above, it is important to quickly examine the capacity of ZEC prior to the project intervention in 2010.

Observed ZEC Capacity Gaps Prior to Project: Prior to the UNDP support to ZEC in 2010, the Commission was plagued with a plethora of challenges. The following were identified:
- ZEC had no physical location (HQ and field offices) to deliver on its mandate
- The Commission lacked vehicles, furniture and equipment such as computers, laptops, soft and hardware
- Roles and responsibilities were not clear—no job descriptions
- ZEC had not had a comprehensive job training programs for its staff.
- The Commission lacked visibility and respect from the general public
- Staff were drawn from all sectors of the Zimbabwean society with little or no background and capacity to deliver on Commission's mandate
- No strategic plan to provide the vision, mission and direction
- No cohesive uniform manuals, procedures and policies to guide ZEC operations, management and administration

ZEC is undoubtedly a key institution within the governance structure of Zimbabwe. Its Constitutional role is not only to conduct elections but also to serve as the harbinger in deepening democratic and good governance through periodic credible and acceptable elections. The evaluation established that UNDP's Support to Capacity Strengthening of the Commission was apt, timely and adequate in addressing the capacity gaps mentioned above, and in constructing a strong institutional foundation for ZEC to efficiently and effectively discharge its mandate and to deliver on its core functions.

3. Effectiveness

The overarching outcome for the capacity strengthening to the Electoral Commission read "**Capacity of ZEC built to operate effectively and efficiently to deliver on its mandate**". In order for this outcome to be realized, the project had four output areas as follows:

1. *Improved institutional, Structural Administrative Operational Systems and Setups*
2. *Enhanced Capacity and Expertise of ZEC for Increased Professionalism*
3. *A Well Developed and Established Communication & ICT Strategy*

4. Project Management Structures established and effectively provide support

In an effort to assess how effective the project was the evaluation assessed among others: appropriateness of outputs, the degree to which outputs contributed to the overarching outcome, progress made towards achievement of outputs. Each of the project outputs is systematically assessed. Highlights of key achievements are shared and areas requiring improvement are noted. An average rating of project performance for each output is provided in a tabular form. Towards the end of the analysis on project effectiveness, an overall opinion on project performance with regards to achievement of project overarching outcome is made.

3.1. Assessment of Output 1: Institutional, Structural Administrative Operational Systems

Appropriateness of Output 1: Capacity building is the structured process of improving the efficiency and effectiveness of any given organization in order for it to achieve its purpose and provide quality services to beneficiaries. Institutional and structural strengthening includes improvements in areas of office space, equipment (computer and furniture) and funding. On the other hand, administrative, operational systems and set ups would include the ability of an organization to have operational policies and guidelines that govern the day to day operations and management of the institution. Finance, administrative, human resource policies and governance structures are some of the key elements for organizational growth. Output 1, which focused on improved institutional, structural, administrative, operational systems and set up, had many activities that were implemented across different levels of the project life. Table 1 summarizes the selected key activities for this output. The degree of accomplishment of activities is rated. Average rating of output 1 is provided at the end of the table. A quick review of activities undertaken under output 1 indicates that output 1 was very appropriate in contributing to the overarching outcome of building ZEC's capacity to effectively and efficiently undertake its mandate.

Key Achievements: Table 1 has listed the key activities undertaken for output 1. The rating of performance is in three categories namely "Exceptionally Done", "Done" and "Partially Done" As indicated in table 1, output 1 was accomplished very well. The output significantly contributed to building ZEC's organizational capacity.

Table 4: Rating of Output 1

Project Overarching Outcome: ZEC's capacity built to effectively and efficiently deliver on its mandate			
Output 1: Improved institutional, structural, administration and operational systems and set ups			
Planned Key Activities	Excellent	Done	Partially Done
7. Establishment of unified ZEC Head Quarters	X		
8. Training of commissioners on policy formulation & Governance	X		
9. Study Tours for Commission	X		
10. Procurement of vehicles, soft and hardware, equipment & furniture	X		
11. Boardroom refurbished	X		
12. Procurement of generators for HQ and 3 provinces		X	
Average rating for Output 1.	**Excellent**		

Office Space Contributes to Visibility of ZEC: Credibility of an organization is strengthened if the institution has office space to conduct its operations and daily business. Rental services were provided for temporary office space for ZEC staff in Harare. Up until June 2012, rental services were provided to 8 ZEC Provincial Offices and 40 district offices. The government of Zimbabwe made a significant contribution in purchasing the Mahachi Quantum Building located in the Central Business District (CBD) of Harare, in February 2013. The evaluation noted that the project funds were used to enhance security on an already existing perimeter wall around the HQ building. The enhancement took the form of installation of an automatic remote controlled gate and a razor wire around the existing wall in order to deter would

Figure 3: DEO Office

be intruders. Having all ZEC HQ staff and commissioners housed a single building contributed to improved communication and facilitated team work, which is key to organizational growth. The project also contributed to the refurbishment of the ZEC Board room. It is carpeted, well furnished and has the relevant electronic equipment for meetings. The evaluation of the project coincided with the busiest time of ZEC. The evaluators noted how valuable the board room was, as various groups of stakeholders both from within and outside of Zimbabwe constantly used the boardroom for meetings. Offices of senior personnel including commissioners were also well furnished with support from the project. The offices are very presentable thus contributing to the capacity of ZEC.

Capacity of Commissioners Strengthened: a number of activities were carried out which contributed to strengthening the capacity of ZEC commissioners. The commissioners participated in training on policy formulation and corporate governance. They participated in Observation Missions for elections and study tours in South Africa, Democratic Republic of Congo (DRC), Angola and Botswana. The commissioners were also exposed to the Electoral Commissions Forum (ECF) of SADC countries that enhanced their knowledge about the operations of other Commissions in the sub-region. Interaction with commissioners during data collection exercise demonstrated a team of dedicated commissioners energized by their exposure to deliver on the organizational mandate and functional responsibilities, and to put ZEC a par with other Commissions in the sub-region.

Office Furniture, Equipment, Computers and Accessories, Vehicles Give ZEC Dignity: One of the key achievements of the project was provision of quality furniture, equipment, computers and accessories, as well as vehicles. All district level offices across the ten provinces received the District Elections Officers (DEO) Desks and chairs, a large plasma television, a radio, a four in one printer set (printer, photocopier, scanner and fax), DVD readers and burners.

Consultations at district level indicated how these assets have contributed to better image of ZEC. The four in one printer sets have improved communication between ZEC HQ and district offices. In all the district offices visited, the evaluators observed working assets in these offices. In districts with relative office space, the televisions were in use and so were the small radio. There was appreciation from the DEOs for the provision of the quality desks and chairs they received from the project.

*UNDP fulfilled its promise. Office furniture requirement is put at 75% level. Good quality furniture was supplied.***ZEC Staff**

Office equipment has also changed the face of ZEC and improved operational systems…. This has contributed to ZEC conducting administrative work in a more efficient and effective manner. "I can Skype and communicate with HQ." **ZEC Provincial Staff**

Provision of furniture has raised our moral in the districts. Previously we sat on generators, and water containers. **ZEC District staff**

The impact of the material support was shared by most of the ZEC staff consulted during the field visits. The evaluation also noted that two out of ten provinces received vehicles (Twin Cabs). All provincial offices visited reported having received desk tops for finance office, laptops for accountants, laptops for Provincial Elections officers, and a set of Public Address systems. The following excepts say it all:

"As an accountant I also received a laptop which I am using now. Before now, I used to stay behind to complete my work. Now I carry raw accounting data and work at my pace at home instead of working extra hours in the night at the office" – **Accountant Provincial Office**

Areas for Improvement: The evaluation noted that some of the planned activities were partially done. The generator was procured for the HQ only and not for three provincial offices as stated in the project document. It was revealed during the interviews that funding problem was the main reason why provincial generators were not procured. The project had also planned to install security system for the HQ and at least in 3 provincial offices. This aspect of the project was also not accomplished due to resource limitations. According to the original project plan, UNDP was to procure 7 vehicles for the project. The evaluation noted that in the end 11 Prados and 4 Twin Cab vehicles were purchased. The commissioners who had been appointed were not provided with vehicles as is the normal practice for all other commissions. Through a dialogue with UNDP, ZEC was allowed to issue the originally project vehicles to

Commissioners and senior officials in ZEC. The project design could have included purchase of suitable vehicles for use at district level, which could have been distributed to provinces. However it should be noted that the project surpassed its target for purchase of vehicles from just 7 vehicles to 15 vehicles altogether. The seven vehicles were purchased using EU resources and additional vehicles were purchased with support from SIDA and Denmark.

3.2. Assessment of Output 2: ZEC Professionalism

The thrust of Output 2 was enhanced capacity and expertise of ZEC in order to improve organizational professionalism. The planned intervention which would contribute to professionalism included: development and launch of ZEC strategic framework, conducting a job assessment and re-profiling, providing job and specialized training, development of a human resources strategy and improvement of Human Resource (HR), information and accounting systems. Professionalism of an organization provides key outcomes such as improved service delivery and building the confidence and trust of an organization by its stakeholders. Key elements of organizational professionalizing may include but are not limited to: existence of a clear organizational strategic direction, improving people's capacities and skills, effective communication within an organization and management of relationships. **Appropriateness:** A close analysis of what constitute organizational professionalism and interventions for output 2 indicate that the chosen activities were very appropriate and would provide a smart result chain that would contribute to ZEC professionalism.

Table 2 has listed the key activities undertaken for output 2.   A rating of degree of accomplishment for the intervention and performance of the output is provided. Highlights of key achievements and areas for improvement are shared. The degree of professionalism within ZEC indicates significant progress compared to the period before the project. While planned activities were executed as per plan, close analysis of the quality of the output deliverables suggests more could have been done. As such, overall rating for the output is "*Done*".

Key Achievements: An assessment of the evaluation data, point to good efforts by ZEC towards institutional professionalism. The following are highlights of achievements.

Clear Strategic Direction for ZEC: The capacity strengthening project was premised on the contents of the ZEC's Five Year strategic framework. The process of developing the strategy was very participatory involving not only ZEC staff but strategic stakeholders. This contributed to a good sense of ownership of the organisation's mission, vision core values and service delivery areas. When the evaluators visited both provinces and districts, they were impressed by the common knowledge and appreciation of contents of the ZEC strategy by staff. Even at district level, the lowest cadre in the office could narrate all the core values. Summaries of the key elements of the strategic plan were pinned on the walls of most ZEC offices visited.

Project Overarching Outcome: ZEC's capacity built to effectively and efficiently deliver on its mandate			
Output 2: Enhanced Capacity and Expertise of ZEC for Increased Professionalism			
Planned Key Activities	Excellent	Done	Partially Done
6. Launch and Roll Out the ZEC Five Year Strategic Plan	X		
7. Conduct Job Assessment and re-profiling exercise	X		
8. Conduct on the job and specialized training for the secretariat	X		
9. Training needs assessment and development of a comprehensive human resource development strategy	X		
10. HR information system establishment and Pastel Soft Ware Training		X	
Average rating for Output 2.	**Excellent**		

ZEC Structure and Job Description: Prior to the job evaluation exercise, ZEC had no departments and it relied heavily on seconded staff. The purpose of the job evaluation and re-profiling exercise was to streamline the structure of the organization and clarify role and responsibilities of personnel in order to contribute towards professionalism of ZEC. The job-evaluation report was presented to the full Commission on 17 December 2012 where it was approved with minor amendments. The job evaluation was submitted to the Ministry of Justice and Legal Affairs, which was approved and is awaiting concurrency by the Ministry of Finance/ Treasury. The job evaluation contributed to the following positive outcomes: establishment of ZEC organogram, clearly defined job descriptions for respective positions, improved communication channel and flow of information. One evaluation respondent had this to say:

> *The approach to administration has also changed for the better. Instead of communication by telephone, which can be distorted by the time it reaches the last person in the structures, ZEC now communicates using written memos. This helps to standardize instructions.* **ZEC staff**

There was a strong view among evaluation respondents that the job evaluation exercise changed the face of ZEC, which was previously viewed as an ad – hoc organization.

ZEC People's Capacities Built: Capabilities and behaviours of people are at the heart of professionalism. Organizations function effectively with the dedication and commitment of competent staff. Since inception of ZEC in 2005, there had never been training on specific skills. The capacity strengthening project brought with it a wide range of training that targeted various levels of professional staff. Close to 300 ZEC staff members were trained in areas such as: accounting and financial management processes and procedures, asset management,

Human Resources management, election management, computer skills, office professional skills and stock control. Even secretaries and drivers were reached by the training.[9]

> *Due to training on asset management, now provinces and districts are able to account for all assets provided to ZEC, unlike in the past when so many losses were recorded. After referendum there were no reports of missing assets.* **ZEC Provincial Officer**

> *We now appreciate better management of store including appreciation of the distinction between receiving, storage and issuing bays. We were also taught on security measures in stores*. **ZEC District Level Officer**

The positive behavioural change, which was attributed to the people' capacities include: improved service delivery (timely and quality) by ZEC staff and lower levels of losses in terms of assets.

Improved Financial Management Systems: When ZEC was established, the organization used Public Finance Management systems (PFM). The finance departments used manual accounting system which utilized excel sheets. ZEC got permission from the comptroller general's office to introduce a computerized accounting system. The accounting and finance staff in ZEC were exposed to a-four-day training in pastel (a computerized accounting package). This was followed by a pastel implementation evaluation. In 2012, all finance provincial officers and staff from HQ worked together to produce an administrative and finance manual, which is a tool used in all ZEC offices. An assessment on feedback from accounting staff interviewed showed significant gains in pastel skills. Some respondents remarked thus:

> *Pastel has contributed to more efficient work. Whereas we used to take two weeks to produce accounts, with pastel we are able to produce accounts at the end of financial period by merely commanding the system.* **Evaluation Respondent**

> *The finance manual and Pastel training also contributed to integration of admin and finance systems particularly procurement. The procurements are now done on computer hence easier to track transactions. Today we follow all stages of procurement: i) sourcing of quotations, ii) process, iii) comparative schedules and iv) requesting cash from finance.* **Provincial Finance Officer**

One other area where the project contributed to the improved financial management was the introduction of the **Pay Net** system of payment. This is a system where transfer of funds to individual or corporate service providers and the transactions can be done in the office. The funds transfer system has improved management of funds and reduced risks of loss. Payments can now be made from the office avoiding going back and forth to the Banks.

> Pay Net *has made payment of service providers both individual and companies a lot*

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[9] ZEC (2012) ZEC UND Workshops

easier. Prior to the system, ZEC officials moved with huge amounts of cash to pay service providers. Pay net can be used from the comfort of the office. In one province one may have to pay over 11 000 people. **Provincial Accountant**

Finance officers form all the provinces and HQ were exposed to one week training in pastel.
"I did not even understand what pastel was, but now I am very empowered". In terms of finance manual, it is giving us direction in line with authorized expenditure. This is how we are benefiting from the UNDP project. **Provincial Accounting Officer**

Overall training from UNDP improved internal control and operational systems at ZEC. There is now a clear segregation of duties between administration and finance.

Strong HR Systems in Place: When ZEC was established in 2005, it had few personnel and relied heavily on external seconded staff to undertake its work. With assistance from UNDP, specific positions with key responsibilities were created at the provincial levels. All HR personnel underwent training and gained skills in management of the organizational workforce. HR related trainings included skills in performance management systems including the use of the balanced score card, disciplinary issues, conditions of service and management of leave days. ZEC staff was also exposed to training around establishment of Workers committees. An HR handbook was developed. The building of these capacities in HR has resulted in the following tangible results: i) ZEC now have a Workers Committee, with representation of staff from grades 6-13 from different districts. Equally worth noting is that there is a system in place for conflict resolution and standardized disciplinary procedures at ZEC.

Areas Requiring Improvement: The evaluation identified potential areas for improvement for the strategic plan. The strategy was too ambitious with 38 strategic priorities and lacks a clear results framework, which has also contributed to ZEC's inability to effectively apply the performance management system. While the job evaluation contributed to significant change, the evaluation noted that the methodology used (Paterson) was not appropriate for ZEC and interference of senior ZEC staff affected the results of the job evaluation. Overall the capacity training did not reach all staff in ZEC. It was concentrated among senior and middle management staff, which runs counter to the stark reality that lower level staff especially at provincial and district levels shoulder the greatest burden of service delivery. There was no systematic approach for sharing information and skills obtained from these experiences. The evaluation noted that while both the commissioners and secretariat were trained in corporate governance, there still remain thin lines in role distinctions. The overlap of functions or an opaque role distinction has the tendency to undermine good governance structure and operational activities.

3.3. Assessment of Output 3: ICT Strategy and Communication

The thrust of output 3 was for ZEC to have a well developed and established communication and ICT strategy. Key interventions meant to contribute to the output included: ICT connectivity (wider area network and local area network) and ensuring visibility of ZEC. The main target for ICT was to ensure that ZEC HQ and provincial offices with a few nearby districts were networked. The purpose of improved ICT and communication for any given organization is to contribute towards efficiency and effectiveness. ICT systems are not only a matter of giving staff a better tool to do the same work but involves positive changes to the nature of the work itself. The decentralized nature of ZEC work would thus benefit immensely from improved ICT and communication. **Appropriateness**: Key interventions for output 3 included: equipping provincial and district offices with ICT and communication connectivity, enhancing the visibility of ZEC, management of an interactive website and improved public relations. To a very large extent, the chosen strategy for output 3 was relevant.

Table 6: Assessment of Output 3

Project Overarching Outcome: ZEC's capacity built to effectively and efficiently deliver on its mandate			
Output 3: A Well Developed and Established Communication & ICT Strategy			
Planned Key Activities	Excellent	Done	Partially Done
7. Conduct ICT needs assessment	X		
8. Develop ICT strategic action plans		X	
9. Equip provincial and district offices with ICT and communication connectivity			X
10. Produce ZEC booklets, newspapers, flyers and public relations and communication policy	X		
11. Enhance ZEC visibility	X		
12. Update and manage an interactive website and training of officials		X	
Average rating for Output 3	**Done**		

Table 3 shows the rating of accomplishment for output 3. The evaluation showed that some good progress was made with regards visibility of ZEC. Despite this positive effort the main intervention relating to ICT connectivity remained an unfinished business. As such the overall rating for the output is "*Done*".

Key Achievements

Successful Needs Assessment for ICT: The needs assessment for ICT was successfully done. ZEC developed the Terms of Reference for the service provider for needs assessment. The needs

assessment focuses on feasibility assessment on staff competencies on use of ICT, requirement for installation of ICT connectivity at HQ, provincial levels and a few districts. The needs assessment reached all the provinces. The output for the needs assessment included the Project Definition Report (PDR), draft technical documents on LAN and WAN. The project supported the development of an ICT strategy and Costed plans, which have become the basis for short, medium and long term support for ICT infrastructure development.[10]

Visibility of ZEC: One of the greatest achievements of the capacity strengthening project was its ability to raise ZEC to a different level in terms of its visibility. Strategies for visibility included: distribution of publicity posters, bill boards showing offices for ZEC not only for the HQ but also for provincial and some district offices. Availability of distinct (stand alone) office for ZEC also contributed towards its visibility. ZEC was well covered in both print and electronic media. A lot of publicity print materials were produced such as funding of the two sets of 1000 newsletters, which were distributed through ZEC sub- offices to relevant stakeholders. About 5000 generic flyers were distributed during exhibition shows. Project funds also supported ZEC to exhibit at

the Zimbabwe International Trade Fair and the Harare Agricultural Show. These varied efforts enhanced visibility of ZEC to the broad public. Initially, the ZEC web site was performing below standard until the website changed its management to GISP. It has improved

Figure 5: District Office and Publicity Materials

tremendously in terms of content and information. Evaluators' review of the new website showed considerable improvement in ZEC reaching out to the wider public. www.zec.gov.zw.
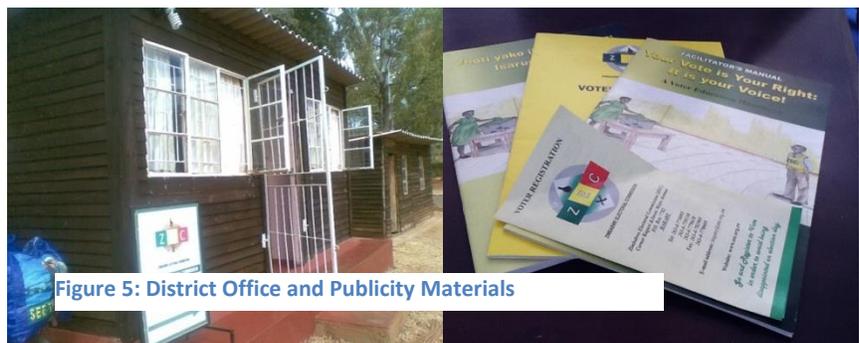
Local Area Network Done: The evaluation noted that LAN was successfully installed. The immediate results include: a significant improvement in internet connectivity and speed. As of December 2012, 110 users were accessing internet on the LAN platform. This intervention has improved electronic communication, regular updating of the web-site and downloading antivirus updates and software patches.[11]

Areas Requiring Improvement: Despite the positive outcomes discussed above, output 3 has major challenges which have negatively affected performance of this output and its contribution to the overarching outcome of improving efficiency and effectiveness of ZEC. Highlights of areas requiring improvement are summarized below.

Non-connectivity of the WAN: Failure to complete the WAN was attributed to a number of factors including: poor costing and resource planning, which was mainly due to limited

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[10] ZEC UNDP (December 2012) Strengthening the Technical Capacity of the Zimbabwe Electoral Commission, Progress report.
[11] Ibid, p. 4.

technical skills within ZEC and among service providers. For example, the data room had inadequate specifications resulting in requiring more resources to complete the project that were not originally planned and budgeted for. As the project was unfolding, resources became limited, and the funding gap to complete WAN is about US 135 000.00. A lot of resources have already been expended in infrastructural development in preparation for the ICT connectivity. It, therefore, makes economic sense to work on the completion of the activity to ensure that ZEC is technologically driven. Consultations with some of the funding partners indicated their willingness to put additional resources to see the completion of the ICT initiative. Discussions with the PMU staff indicated that there are still available funds within the project which can be used for completion of the ICT project.

Figure 6: Unfinished ICT Activities Costly: Parts of ICT equipment and an incomplete Data Centre

3.4. Assessment of Output 4: Partnership, Coordination and Management of Project

The TOR required the evaluation team to examine the involvement of project partners, stakeholders and beneficiaries in the project design, and the nature and extent of their participation, if any.

The thrust of Output 4 was project management structures established and effectively provide support. The planned intervention included: project coordination, monitoring and evaluation, end of project evaluation and financial audit, asset handover and project closure. **Appropriateness:** A close analysis of this output indicates that the chosen activities were very appropriate and would provide a smart result in the overall governance structure of ZEC's future projects but more so, the institutional partnership building and coordination of planned activities. The evaluation saw the output as largely relevant to the overall outcome of the project.

Table 4 shows the rating of accomplishment for output 4. The evaluation found that this output was achieved. As such, the average overall rating for the output is "Well *Done*".

Project Overarching Outcome: ZEC's capacity built to effectively and efficiently deliver on its mandate			
Output 4: Project Management Structures Established			
Planned Key Activities	Excellent	Done	Partially Done
1. Project Coordination	X		
2. Monitoring and Evaluation		X	
3. Project Evaluation	X		
4. Audit and Asset Handover	X		
Average rating for Output 4	**Excellent**		

Project coordination: Three project staff (project coordinator, finance analyst and driver) members were recruited who were charged with the responsibility to implement the various planned activities of the project. The staff took advice from the Project Board (constituted by ZEC, UNDP and Funding Partners) and together with the implementing committee, discharged the responsibilities on the ground. They prepared work plans, facilitated procurement of project materials and equipment, facilitated quarterly monitoring and evaluation, and generally implemented planned activities. The PMU was housed at ZEC and reported both to ZEC and UNDP. The location of the PMU at ZEC further strengthened ZEC's ownership of the project, benefited from some transfer of skills and gave the Commission the leverage in taking critical decisions governing the project. Partnership, coordination and management of the project have been largely constructive.

Implementing M&E: Quarterly M&E facilitations became the *modus operandi* of the PMU in determining what has been done, not done, challenges faced and how to overcome setbacks during the two-year project. The evaluation found that this aspect was carefully carried out save for lacking in-depth analysis of why some activities were not carried out that could have informed further intervention from UNDP and Funding Partners. For instance, the ICT Outcome could have been completed if proper and thorough analysis of monitoring had been put in place at the outset of the project. Overall, the project achieved in identifying progress made in certain critical areas under this output.

Financial Audit and Asset Disposal: The evaluation indicated that this aspect was a huge success. Audit reports indicate an efficient use of project resources and the training of ZEC staff in asset management facilitated the management and transfer of assets without damages and or loses.

Areas that require improvements:

There is need for effective planning to avoid delays in the selection of staff for the PMU that started operations in the second year of implementation, which, invariably, delayed action on

many outputs especially the ICT and Communication output. Second, quarterly evaluations were consistently carried out but lacked analyses that could have shown flash points requiring urgent attention, for instance the ICT output.

4. Efficiency

The terms of reference required the evaluation team to identify areas effective use of fund in selected dimensions of the project. Efficiency looks at the degree to which project results justify resource injection, whether resources were used as planned and the ratio between administrative and operational costs. To a large extent the project resources were efficiently utilised. Key elements of efficiency in the capacity strengthening project include: a robust project governance system in place; a tight project with clear limited interventions; and the ability of the project to attract funding support.

Resources were targeted to planned activities: The project was limited in scope hence had the advantage of better focus. The project produced quarterly budget statements, which would link expenditure from the ZEC side and disbursements from the UNDP side.

Good Project Governance Structures: The main layers of checks and balances of the project management board, which was made up of all stakeholders and the technical committee and which oversaw the management of project funds, brought about transparency. In addition, the finance Director at ZEC worked hand in glove with the PMU personnel. In fact the first year of the project was managed by the ZEC Finance Director while awaiting the coming in of the external Project Coordinator. There were two layers of check and balances, the government account and tracking system as well as the UNDP accounting system. The project was also subjected to annual audit systems.

Ability to Attract Resources: A basket fund was created for the project where resources were contributed by UNDP: The European Union, SIDA and Denmark. The structure of the project implementation was very attractive and gave confidence to the donors who could also participate in project monitoring through the project management Board. The transparent structure thus had the potential to attract more funding. A review of evaluation data shows that there were many potential donors who wanted to be part of the project but the project had been designed in a very narrow fashion to absorb additional funds. However, there is room for greater resource mobilization for future similar initiatives. The Commission was also able to contribute in kind to the project implementation through services of the Finance Director and provision of office space.

Areas for improvement: The evaluation noted late disbursement of funds due to UNDP procurement rules and regulations. This negatively affected timely completion of planned activities. There were noted inadequacies in with supplies of materials especially the ICT equipment. Consultation with ZEC officials indicated that an assessment of ZEC financial management systems was rated as medium, thereby limiting its capacity to manage project

resources. As such, ZEC was an implementer while UNDP managed the resources. The evaluation noted that some suppliers for the ZEC project would demand payment and ZEC would pay upfront prior to disbursement. A more efficient way of project management would be upfront disbursements of resources from UNDP to ZEC for a given period (Quarter or 6 (six) month).

5. Sustainability

The TOR requires the evaluation to look at whether there will be adequate funding for project sustainability, how the project will be sustainable in the longer term, and whether the project has generated a buy in and credibility needed for future sustained impact. To a very large extend the project under review was sustainable in many ways.

Ownership: ZEC, the beneficiary of the project, played a key strategic role in the design and implementation of the project, which form the buy-in and credibility for sustained impact. ZEC now has an organisational strategic direction through its Strategic Plan. It was participatory in nature and involved not only staff but external stakeholders. ZEC had many internal systems for management of the project implementation. ZEC was part o the project implementation Unit through the services of their Finance Director. In many cases it used its systems to source service providers for the project.

Institutionalization: The acquisition of furniture, computers, vehicles, TV sets, etc; have long term impact on institutional growth and sustainability of ZEC. The existence of strong infrastructure from the national to the regional levels assures sustainability. ZEC is now in a better position to work progressively and source funds to reinforce what UNDP has delivered.

Knowledge and Skills: Developing and enhancing the competences of ZEC staff and Commissioners have been a critical element of sustainability. Knowledge is power and is long lasting, and will continue to be applied even after the life span of the project. The evaluation revealed that the implementation of the Capacity Strengthening project with its attendant services provided has further empowered and sharpened staff 's knowledge, improved their skills and broadened their horizons when it comes to election management thereby making them effective and efficient in the discharge of their responsibilities.

Constitutional Entity: By virtue of ZEC being an institution which is created and supported by constitutional provisions, it is likely to remain a sustainable organisation. The core mandate of ZEC is to periodically manage the elections.

6.Lessons Learnt

Generally, the project governance structure was exemplary. The governance structure at all levels was open to dialogue and created a platform comfortable for stakeholders in voicing views and concerns without challenging ZEC. There was recognition of meaningful support to institution outside the realm of the execution of the institution's mandate. This becomes

lessons for potential support to other democratic institutions without necessary interfering with the main mandate of work.

ZEC's Ownership of project: Authentic ownership, which is demonstrated through the fundamentally key role ZEC played in the design, implementation and management of the project, is an essential ingredient for the success of UNDP's Capacity Strengthening project. That ownership encompasses strong coordination and partnership building between Commissioners and staff in the field for the achievement of common goals. There is need to sustain ZEC's ownership of future projects and its replication to other democratic institution in Zimbabwe.

Inclusivity: The experience from the evaluation demonstrated that strong involvement of provincial and district staff in project design, planning, implementation and management, and being part of external training opportunities/packages can lead to cohesion, common understanding and a shared vision.

Visionary Leadership: When leadership is focussed on how it can transform followers positively, and how followers can do the same for the leader, the response at all levels will be raising one another to higher levels of motivation. It was evident from respondents that there is need for the existence of such leadership at ZEC to ensure that the entire staff, and not part of it, is on board with corporate strategic responsibility and planning. When collaborative effort is at work, it can make achieving institutional vision, mission and values easier.

Catalytic Effect: The UNDP support created tremendous appetite for potential donors to contribute to the capacity building basket fund. If the project had focused on the electoral process, there would been more funding partners willing to contribute to the basket. Even when the current project was limited, there was interest from potential funders to come on board. Because the project was limited in what could be done, more donors were turned down.

7. Conclusion and Recommendations

The evaluation concludes that the overall performance of the capacity strengthening project was largely successful and beneficial to ZEC and the people of Zimbabwe. The current ZEC is seen to have immensely benefitted from support provided by UNDP especially regarding outputs 1, 2 and 4. The outcome of the evaluation reveals that to a large extent the implementation of planned outputs contributed to achievement of the overarching outcome: "ZEC's capacity built to effectively and efficiently execute its mandate in a sustainable manner". A computation of rating of performance of the outputs is shared in table 5.

Project Overarching Outcome: ZEC's capacity built to effectively and efficiently deliver on its mandate			
Outputs	Excellent	Done	Partially Done
5. Institutional & Operational Capacity	X		
6. ZEC Professionalism	X		
7. ICT Strategy and Communication		X	
8. Partnership, Coordination and Management of Project	X		
Average Rating of Project Performance	**Excellent**		

It can been deduced from the foregoing that the building of the institutional structure,, operations, administration and management set-up of the institution and its attendant activities were successfully carried out through the provision of infrastructure and equipment to ensure that ZEC operates as an effective and efficient commission in the discharge of its duties. The procurement of furniture, equipment, vehicles, soft and hardware, office space helped put ZEC on a higher pedestal compared to pre-2010 situation. Systems are in place to improve the operations of the commission and to ensure that there is clarity of roles and responsibilities.

Professionally and in terms of coordination and partnership building, ZEC is well positioned to operate as a professional entity, and to serve as an example of good governance institution with the wherewithal to discharge its constitutional responsibilities. Training programs, workshops, study tours, capacity building exchange programs and many others have helped staff and commissioners to be more aware of their responsibilities and have sharpened their capacities to perform at their best. Additionally, the capacity strengthening project, which has served as a model, helped to build confidence and capacity in the new ZEC to effectively plan, implement, monitor and evaluate projects with other partners in an atmosphere characterized by mutual respect, tolerance and understanding. ZEC will serve as a beacon of a democratic institution in Zimbabwe.

However, output 3 remains a critical challenge to the new commission. The incompletion of the output has placed the commission in a situation wherein it will fail to effectively perform its constitutional duties, for instance timely tallying of results from all over the country. The data center is key to the collation, analyses and production of results, which in itself, is a prerequisite for a credible and acceptable poll. This remains the main challenge of the commission and efforts are required to complete this aspect of the project for it to be wholesome.

Recommendations to ZEC:

- Review of the Five-Year Strategic Plan paying particular attention on consolidating the strategic priorities and objectives, costing the plan, designing results framework, setting out project indicators, baseline and target values, and a detailed action plan for implementation

- Prioritise, develop and roll out an efficient monitoring and evaluation framework for the Strategic Plan, designating specific personnel to monitor progress at the national, provincial and districts levels.

- Endeavour to release the Job Evaluation Report and make it available to all major stakeholders

- Involve provincial and district staff in future project design and implementation to ensure ownership at the local level, and decentralize the Capacity Strengthening Project Document for field staff to understand implementation modalities

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- To forge and sustain strong linkages with stakeholders such as political parties, civil society, media UNDP, Funding Partners,

- To formalize capacity building policies by ensuring that attendees of training and skills development programs hold experience sharing fora/sessions with other staff members.

- Develop a retention scheme for staff

Recommendations to UNDP

- ICT remains the biggest challenge. UNDP should assist ZEC to complete the unfinished ICT component of the project, train staff in ICT related technologies, develop an e-library and create a research unit that has international standards. This is key to ensuring that the Commission is modernized with the wherewithal to making it effective and efficient in discharging its duties.

- There is need for UNDP to attract more funding from current and other potential partners to support ZEC in the following: provision of furniture and ICT equipment at all levels; training of staff in elections management, administration, operations and good governance and, where possible.

- In order to ensure that ZEC is efficient and effective in the discharge of its core mandate, it is critical to continue investing in professionalism through training programs, adherence to the separation of roles and responsibilities of members of ZEC as spelt out in different TORs and manuals, and maintaining the day-to-day running of the Commission in strict accordance with its Core Values

- UNDP should provide assistance to ZEC to rewrite its Five Year Strategic Plan by contracting Strategic Plan experts with the skills to develop an achievable and attainable plan

- UNDP should endeavour to attract funding to assist ZEC in establishing an Electoral Management Institute and or Research Institute with the view to provide comprehensive capacity development to its staff especially in-between elections period

Recommendations to funding partners

- There is need to continue and increase investments in building social capital within ZEC, for instance through sustained capacity building especially in-between elections. ZEC could be assisted in establishing an Elections Training Centre/College for staff with the view to sustain capacity building and to uplift staff leading to staff retention. All training opportunities would ensure the active participation of the lower cadre and that gender is a cross cutting theme as well as any other forms of capacity building initiatives

- Towards ensuring strengthened project accountability and improved reporting, project supervision, monitoring and analytical evaluation by Funding Partners should be prioritised

- Funding partners could support a designated Capacity Building Basket Fund to assure joint prioritisation and coherence. This can be disbursed through various options such as pass through grants, earmarked funds, pool funding or direct budget support so that deadline for completion of projects are met. The support should be accompanied with specific responsibilities around strengthening of the procurement system within ZEC so it is strict but simple and with more speedy approval processes throughout the whole chain of accountability

- There is need to improve disbursement of funds in a timely manner.

Annexes

Annex 1: Terms of Reference

A. Background

Since 2004, the country has been undertaking key electoral reforms which, amongst others, included the setting up of an electoral management body tasked with the responsibilities for the management and conduct of elections and referendums in Zimbabwe. These reforms sought to strengthen the democratic principles on elections in line with the local contexts as well as with the Southern African Development Community (SADC) and African Union (AU) guidelines and principles governing democratic elections. To this end, the reconstituted Zimbabwe Electoral Commission (ZEC) of 31st March 2010 succeeded the earlier Electoral Commission of 2005.

Over the years, ZEC has demonstrated the need for more support to carry out its mandate in an effective, efficient and transparent manner. As part of enhancing the governance institutions in Zimbabwe, UNDP supported the ZEC in developing a Five-Year Strategic Plan in 2010 to provide a road map for strengthening the institutional capacity of the electoral management body.

The five-year Strategic Plan highlighted the need for ZEC to undertake an organizational restructuring and realignment in order to strengthen its capacity to deliver on its mandate. It also identified capacity gaps in terms of human resources, support infrastructure and financial resources. Among other recommendations, the plan noted the need for ZEC to undertake a comprehensive capacity building programme to address shortcomings in institutional, structural, administrative and operational systems and processes. Based on the strategic plan, in January 2011 UNDP and ZEC, in partnership with EU, Denmark and SIDA, initiated an eighteen month comprehensive capacity building support project for strengthening the institutional capacity of ZEC. The current project was supposed to end in July 2012 but has been extended by six months until January 2013 at the request of ZEC.

The overall objective of the project is to strengthen the institutional capacity of ZEC for effective and efficient discharge of its mandate. Specifically, the support is aimed at strengthening ZEC's institutional, structural, administrative and operational systems and processes through human resource development and related capacity development interventions. The project identified three keyoutputs in the areas of institutional reform/development, professionalization of ZEC staff, and development of communication and ICT strategy. Since its inception, the project has contributed significantly to positiveinstitutional development of ZEC both in terms of putting in place. hardware (vehicles, computers and other office equipment) as well as software (training/workshops, study tours and exposure). Over 200 ZEC staff members have received training in a number of areas addressing identified needs, and all nine Commissioners actively participated in a number of different forums including Electoral Commissions Forum (ECF) of SADC countries.

B. **Evaluation Purpose**: This project evaluation is being conducted at the request of the ZEC – UNDP Project Board. It will determine progress in the implementation of the project, look at challenges faced and ensure accountability for the overall results. The lessons learned and recommendations from the evaluation will be used in the design of any capacity development support in the future**.**

C. Objectives and scope of the Evaluation
• Evaluate the relevance of the project and the impact of project interventions and contribution in building institutional capacity of ZEC to carry out its functions.
• Assess if the outputs and outcome have been achieved and/or will be achieved, given the activities supported by the UNDP and identify challenges in the implementation of the project.
• Assess the appropriateness and relevance of the project strategies in addressing the identified problems and hence contributing to the achievement of the stated outputs and outcomes.
• Identify gaps/weaknesses in the project design and implementation and provide recommendations as to their improvement.

Review and assess the efficiency of implementation and management arrangements of the Programme.
Make recommendations about design of any capacity development support in the future bases on lessons learned in the project implementation.

Expected outputs and deliverables

The following deliverables will be expected from the evaluation team:
1. Inception Report, detailing evaluation scope and methodology, including data collection methods as well as approach for the evaluation. The inception report should also contain a detailed work plan with timelines for agreed milestones;
2. The Draft Evaluation Report which will be shared with ZEC, UNDP and funding partners for comments and input; and
3. The Final Evaluation Report, incorporating comments from stakeholders.

Scope of the Evaluation
The evaluation will cover the period from the inception of the project to its envisaged end, that is, January 2011 to December 2012.

Questions guiding the evaluation
Relevance:
• Was the initial design of the project adequate to properly address the issues envisaged in formulation of the project and provide the best possible support to the ZEC ? Has it remained relevant?

Effectiveness
• Are the project outputs appropriate, sufficient, effective and sustainable for the desired outcome?

Output analysis
• Are the project outputs relevant to the outcome?
• What are the quantities and qualities of the outputs, and their timeliness? What factors impeded or facilitated the delivery of the outputs?
• Are the indicators appropriate to link the outputs to the outcome?
• Has sufficient progress been made in delivering the outputs?
• Which aspects of the project have been most effective so far? Which ones are least effective?

• What key challenges have hampered the delivery of intended outputs?

• How can the effectiveness of support to the project be strengthened going forward?

Efficiency:
• Was UNDP support to the project appropriate to achieving the desired objectives and intended results? If not, what were the key weaknesses?
• Were the results delivered in a reasonable proportion to the operational and other costs? Could a different type of intervention lead to similar results at a lower cost? How?

• Were the funds utilized as planned? If not, why?

Sustainability:
• Will the outputs delivered through the project be sustained by national capacities after the end of the project duration? If not, why?

• Will there be adequate funding available to sustain the functionality over the short, medium and longer term?

• Has the project generated the buy-in and credibility needed for sustained impact?

Resources, partnerships, and management analysis
• Were project partners, stakeholders and/or beneficiaries involved in the design of interventions? If yes, what was the nature and extent of their participation? If not, why not?

Was the structure and management of the project appropriate to achieving the desired objectives and intended results of the project? If not, what were the key weaknesses?

• Has the intervention developed the necessary capacities (both human and institutional) for sustainability?

Recommendations
• If supported by the above analysis, how should UNDP adjust its programming, partnership arrangements, resource mobilization strategies, working methods and/or management structures to ensure that the proposed outcome is fully achieved?
• If supported by the evidence from the evaluation, what corrective actions are recommended for the new, ongoing or future UNDP work in the same area?

Evaluation report format

The key product expected from this project evaluation isan analytical report that includes, but is not limited to, the following components:

• Title

• Table of Contents

• List of Acronyms and Abbreviations

• Executive summary

• Introduction

• Description of the evaluation Scope and methodology

• Analysis of the situation with regard to outcomes, outputs, resources, partnerships, management and working methods

• Key findings and Conclusions

• Recommendations

• Lessons Learned

• Annexes

Annex 2: Interview Tools

Tool 1: Chair and Deputy Chair for ZEC

Relevance

1. What was the status of ZEC prior to the support from UNDP?
2. Can you briefly share with us what the institutional capacity strengthening initiative supported by UNDP all about?
3. In your view how relevant was the project?
   Probe: Was there an institutional needs assessment done?
4. How involved was ZEC in deciding the nature of capacity support?

Effectiveness

5. The overarching outcome for the institutional support initiative is to ensure that ZEC performs its mandate effectively, efficiently and in a sustainable manner:
   a) In your view to what has this outcome been achieved?
   b) What were the key achievements?
   c) What key challenges did you face during program implementation?

Efficiency

1. How well were resources used?
   Probe: Timely disbursement of funds; adequacy of funds; did the results justify the level of resource injection?

Sustainability

1. In your view, how sustainable was the support provided by UNDP?
   Probe: Have you attracted other funding? How have you managed the decentralization of institutional capacity?

Resource Partnership and Management

1. Could you please comment on your relationship with UNDP and funding partners (EU, Denmark and SIDA) in terms of project implementation?
   Probe: Have you been able to attract other partners? Is there any room for improvement in terms of relationship? Could it have been done better?

Lessons Learned

1. What lessons have you drawn from this experience? Elaborate?

Recommendations: What are your recommendations for future similar projects?

Tool 2: UNDP

Relevance

6. What engineered UNDP's capacity strengthening support for ZEC?
7. How was the project conceived and designed? Who were the key players/stakeholders?
8. In your view how relevant was the project?
   Probe: Was there an institutional needs assessment done?
9. How involved were the partners and ZEC staff in the provinces and districts in deciding the nature of capacity support?

Effectiveness

1 The overarching outcome for the institutional support initiative is to ensure that ZEC performs its mandate effectively, efficiently and in a sustainable manner:
   d) In your view, to what extent has this outcome been achieved?
   e) Have you delivered on all of your outputs?
   f) Are the technical staffs in the provinces and districts involved in project implementation? How?
   g) Is there any policy or criterion for selecting commissioners and or technical staff for study tours/ training programs abroad?
   h) What is the status of the job evaluation result?
   i) Is the strategic plan implemented? If not, why?
   j) What key challenges did you face during program implementation?

Efficiency

2. How well were resources used?
   Probe: Timely disbursement of funds; adequacy of funds; did the results justify the level of resource injection?

Sustainability

2. In your view, how sustainable was the support provided by UNDP?
   Probe: How have you managed the decentralization of institutional capacity?
3. Is knowledge transfer taking place to the technical staff by commissioners after study tours abroad? If, yes, how? If no, why?

Resource, Partnership and Management

2. Was the technical staff in the provinces and districts involved in project design?
3. Was the project management structure appropriate to achieving the desired objectives?
4. Has the intervention developed the necessary human and institutional capacities of ZEC for sustainability?

Lessons Learned

2. What lessons have you drawn from this experience? Elaborate?

Recommendations: What are your recommendations for future similar projects?

Tool 3: Funding Partners

Relevance

1. What triggered your support to ZEC's capacity strengthening?
2. Were you in any way limited in your support? If yes, how did you overcome your limitations?
3. In your view, how relevant was the project?
4. Can you identify some concrete achievements and challenges?

Effectiveness:

1. Are the project outputs appropriate, sufficient and effective for the desired outcome?
2. How can the effectiveness of support to the project be strengthened going forward?

Efficiency

1. In your view, do you think the resources you injected into the project have been well spent? Elaborate

Sustainability

1. In hindsight, are you inclined to support future similar project? Why?

Resource Partnership and Management

1. Were you involved in the design of the project?
   Probe: If yes, what was the nature and extent of your participation? If not, why?
2. How appropriate was the management structure? What are the key benefits and challenges?
3. In your view, do you think your intervention has capacitated ZEC for sustainability?

Lessons: If given another opportunity, how would you do it differently?

Recommendations: What are your recommendations for future similar projects?

Tool 4: HQ, Provincial and Districts Staffs

Relevance

5. In your view, was the institutional capacity strengthening initiative supported by UNDP relevant?

Effectiveness

Overarching Outcome: ZEC capacitated to operate efficiently and effectively to deliver on its core functions Output 1:*Improved ZEC's institution, administration and operational systems and set-ups for better coordination and management of its affairs*				
Focus Areas		**Excellent**	**Done**	**Partially Done**
Were the Permanent offices for ZECs' HQ established?				
Was capacity training for Commission completed?				
Were study tours for Commission conducted?				
Were soft and hardware, equipment, office furniture and vehicles procured?				
	Average Rating			

Output 1 continued

1. As a province/District, how were you involved in institutional capacity relating to ZEC admin and operational systems?
2. What were outstanding achievements for the institutional capacity relating to administration, operational systems, coordination and management of ZEC affairs?
   Probe: Contributing factors, any unique experiences,
3. What were key challenges related to the same output?
4. Is there any change in ZEC operations (finance, admin, policies, planning etc) as an organization which you can squarely attribute to project efforts?

Output 2:*Enhanced capacity and expertise of ZEC for increased professionalism*				
Focus Areas		**Excellent**	**Done**	**Partially Done**
Has ZEC strategic plan rolled out and launched?				
Were job assessments and re-profiling exercises conducted?				
Did recruitment of experts to provide technical support to the Commission completed?				
	Average Rating			

Output 2

1. As provinces/districts, how were you involved in efforts for ZEC to build professionalism among staff?
2. What were outstanding achievements in staff professionalism that you can attribute to project efforts?

3. Did ZEC experience any challenges in implementation of some of the key activities on professionalism? (job assessments, re-profiling)? If so how did ZEC manage any such challenges?
4. Are there any unique experiences of the project relating to professionalism which you think other similar institutions can also learn from

Output 3: A well developed and established communication and ICT strategy			
Focus Areas	Excellent	Done	Partially Done
Were Communication and ICT strategy and Action Plan developed?			
Have the capacity and skills training on ICT and communication for Commission completed?			
Does the Commission have a functional website and internet connectivity?			
Have the Provincial and District offices been equipped with ICT and Communication connectivity?			
	Average Rating	Partially Done	

Output 3

1. Can you share with us how you (as Province and Districts) were involved in the establishment of the corporate communication and ICT strategy?
2. Are there key achievements on Communication and ICT strategy that you can attribute to project efforts?
3. Are there any challenges ZEC experienced in working towards establishment of a communication and ICT strategy?

Efficiency

1. In your view, did the results justify the level of resource injection at the provincial and districts levels? Probe: Any challenges faced?

Sustainability

1. Is the project sustainable at the provincial and districts levels?

Lessons Learned

3. What lessons have you drawn from this experience? Elaborate?

Recommendations:

1. What are your recommendations for future similar projects

Annex 3: List of Key informants Interviewed

Name	Designation
ZEC Commission	
Ms J. Kazembe	Deputy Chair of the Commission
Dr Petty Makoni	Commissioner
Daniel John Chigaru	Commissioner
Sibongile Ndlovu	Commisioner
Mrs Bessie Fadzai Nhandara	Commisioner
G. Feloe	Commisioner
ZEC HQ- The Executive	
Mr L. C Sekeremaya	Chief Elections Officer
Mr. C. Mutemasango	Deputy Chief Elections Officer, Administration and Finance
Mr U. Silaiagwana	Deputy Chief Elections Officer
Mrs Chigidji	Chief Inspection
ZEC Head Quarters- Secretariat	
M. Guna	D. Director – UE
Ms M. Kambadza	Director Election Logistics
Ms J. R Murenje	Director Polling & Training
Mr S. Goneso	Director Finance
Mr R. Matika	D. Director Election Logistics
Mr S. Mashereni	Director Public Relations
Mr F. Sebata	Director - Vote Education
Juba Chekenyere	Director of Administration
Mrs P Mapondera	Director Information Services
ZEC Provincial Offices	
Mashonaland West	
Mr K. Kwaramba	PEO
Mr E. Machava	Vote Education Coordinator
Mr T. Mapundu	Human Resource Officer
Mr U Nkomana	Accountant
Bulawayo Metropolitan	
Mr I. Ncube	Provincial Elections Officer
Ms P. Gadzikwa	Deputy provincial Officer
Mr M. Madlela	Executive Assistant
Mr J. Cheda	Voter Education Coordinator
Mr S. Silagwana	Acting Senior Admin and HR Officer
Mr F. Tshumo	Logistics Officer
Mr E. Bhebhe	Accountant
Matabeleland North	
Mr J. Ndlovu	Provincial Election Officer
Miss T. Ndlovu	Provincial Accountant
Mr J. Moyo	Senior Admin Officer
Matabeleland South	
Mr J. Nyathi	PEO

Mr E. Sibanda	Human Resources Officer
Mr E. Ncube	Accountant
Mr R. Nyoni	DPEO
Ms E Kalua	Senior Admin Officer
Masvingo	
Mr Z. Pudurai	PEO
Mr M. Ncube	Deputy PEO
Ms S. Yeti	Accountant
Mr A. Musasa	Senior Administrative Officer
Manicaland Province	
Mr J. Mwaemudzeni	Senior Admin Officer
J. Majaha	Accountant
Mr G. Magwaza	Logistic Officer
Mashonaland East	
Mr P. Nyaroga	PVEC/HR
Mr I. Mutapanduna	Senior Adnin Officer
Ms P. Muromo	Accountant
Mr F. Nhira	Acting Executive Assistant
Mashonaland Central	
Dr D. Chigudu	Deputy PEO
Ms F. Marumahoko	Human Resource Officer
Mr I. Dimingo	Accountant
Mr S. Kanganga	Provincial Voter Education Coordinator
ZEC District Offices	
Mash West – Makonde	
Mr A Taranja-	District Elections Officer
Bulawayo Metropolitan- Bulawayo District	
Mrs S. Kuphe	DEO
Mrs M. Moyo	Senior administrative Officer
Ms Patience Shava	Clerk/typist
Masvingo- Bikita	
Mr S. Makumbe	Administration Officer
Manicaland - Makonde	
Ms Malunga	Clerk Typists
Mashonaland East- Goromonzi District	
Ms P. Makurumidze	Clerk Typist
Mashonaland Central- Mazowe	
Ms J. Mazorodze	District Elections Officer
Ms N. Ncube	Clerk typist
Mr W. Chimanikire	
UNDP	
Martim Faria e Maya	Deputy Country Director
Mfaro Moyo	Deputy Country Representative
Constantine Madengu	Project Coordinator
European Union	
Emilio Rosetti	First Secretary

Annex 4: Evaluation in Pictures

Annex 5: References

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2. Annual Evaluation Reports, 2011-2013
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8. Five-Year Strategic Plan for ZEC
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12. Project Document (Capacity Building Strengthening Project), 2010
13. SADC Principles and Guidelines on Governance and Democratic Elections
14. The Electoral Regulations of 2005
15. UNDP Guidelines for Outcome Evaluators
16. UNDP Result-Based Management: Technical Note
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18. ZUNDAF 2012-2015
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