



**ZIMBABWE
UNITED NATIONS
DEVELOPMENT ASSISTANCE FRAMEWORK
2007 - 2011**

FINAL EVALUATION REPORT

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With guidance from the
Office of the President and Cabinet and the UN Resident Coordinator's Office
and with oversight from the Joint Government-UN Committee for the ZUNDAF Final Evaluation

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LIST OF ACRONYMS

| | |
|-------|---|
| ACBF | Africa Capacity Building Foundation |
| ACC | Anti-Corruption Commission |
| AfDB | African Development Bank |
| AFSMS | Agriculture and Food Security Monitoring System |
| AIDS | Acquired Immune Deficiency Syndrome |
| AR | Annual Review (of ZUNDAF) |
| ART | Anti-Retroviral Therapy |
| AWPs | Annual Work Plans |
| BEAM | Basic Education Assistance Module |
| CA | Comparative Advantages |
| CAP | Consolidated Appeal Process |
| CBO | Community-Based Organization |
| CCA | Common Country Assessment |
| CEDAW | Convention on the Elimination of All form of Discrimination Against Women |
| CFS | Child Friendly School |
| CFSAM | Crop and Food Supply Assessment Mission |
| CP | Country Programme |
| CPAP | Country Programme Action Plan |
| CRC | Convention of the Rights of Children |
| CSO | Civil Society Organization |
| DaO | Delivering as One |
| DVA | Domestic Violence Act |
| ECD | Early Childhood Development |
| EEP | Energy and Environment Programme |
| EMIS | Education Management Information System |
| EMSP | Essential Medicines Support Programme |
| ESP | Expanded Support Programme on HIV/AIDS |
| ETF | Education Transition Fund |
| ExCom | Executive Committee |
| FAO | Food and Agricultural Organization of the UN |
| FBO | Faith-Based Organization |
| FGDs | Focus Group Discussions |
| FMD | Foot and Mouth Disease |
| FNC | Food and Nutrition Council |
| GBV | Gender-Based Violence |
| GDF | Government Development Forum |
| GDP | Gross Domestic Product |
| GFATM | Global Fund for AIDS, TB and Malaria (Global Fund) |
| GNU | Government of National Unity |
| GoZ | Government of Zimbabwe |
| GPA | Global Political Agreement |
| HACT | Harmonized Approach to Cash Transfers |
| HDR | Human Development Report |
| HIPC | Highly Indebted Poor Country |
| HIV | Human Immunodeficiency Syndrome |
| HRBA | Human Rights Based Approach |
| IASC | Inter-Agency Standing Committee |
| ICDS | Inter-Censal Demographic Survey |
| ICPD | International Conference on Population and Development |
| ICT | Information Communication and Technology |
| IDPs | Internally Displaced Persons |
| IFAD | International Fund for Agricultural Development |
| ILO | International Labour Organization |
| IOM | International Organization for Migration |

| | |
|----------|--|
| IP | Implementing Partners |
| IRBM | Integrated Results Based Management |
| ITN | Insecticide Treated Nets |
| JIM | Joint Implementation Matrix |
| JP | Joint Programme |
| M&E | Monitoring and Evaluation |
| MDGs | Millennium Development Goals |
| MDTF | Multi-Donor Trust Fund |
| MENRM | Ministry of Environment and Natural Resources Management |
| MEPIP | Ministry of Economic Planning and Investment Promotion |
| MIMS | Multiple Indicators Monitoring Survey |
| MoAMID | Ministry of Agriculture, Mechanisation and Irrigation Development |
| MoENR | Ministry of Environment and Natural Resources |
| MOEPD | Ministry of Energy and Power Development |
| MoEPIP | Ministry of Economic Planning and Investment Promotion |
| MoESC | Ministry of Education, Sports and Culture |
| MoF | Ministry of Finance |
| MoHCW | Ministry of Health and Child Welfare |
| MoHTE | Ministry of Higher and Tertiary Education |
| MoJLPA | Ministry of Justice, Legal and Parliamentary Affairs |
| MoLLRR | Ministry of Lands, Land Reform and Rural Resettlement |
| MoLSS | Ministry of Labour and Social Services |
| MoRIIC | Ministry of Regional Integration and International Cooperation |
| MoWAG&CD | Ministry of Women's Affairs, Gender and Community Development |
| MTP | Medium-Term Plan |
| MTR | Mid-Term Review |
| NAC | National AIDS Council |
| NAP | National Action Plan |
| NECF | National Economic Consultative Forum |
| NEP | National Employment Policy |
| NEX | National Execution Modality |
| NGOs | Non-Governmental Organizations |
| NHS | National Health Strategy |
| NPRS | National Poverty Reduction Strategy |
| OCHA | United Nations Office for the Coordination of Humanitarian Affairs |
| OMT | Operations Management Team |
| OPC | Office of the President and Cabinet |
| OVCs | Orphans and Vulnerable Children |
| PASS | Poverty Assessment Survey Study |
| PDAE | Paris Declaration on Aid Effectiveness |
| PEPFAR | President's Emergency Programme for AIDS Relief (USA) |
| PFMS | Public Finance Management System |
| PHHE | Participatory Health and Hygiene Education |
| PICES | Poverty, Income, Consumption and Economy Survey |
| PITC | Provider Initiated Testing and Counselling |
| PLHIV | People Living with HIV/AIDS |
| PMTCT | Prevention of Mother to Child Transmission |
| PoS | Programme of Support |
| PRF | Poverty Reduction Forum |
| PRS | Poverty Reduction Strategy |
| PSC | Public Service Commission |
| PSPA | Public Service Payroll Audit |
| RBM | Results Based Management |
| RC | UN Resident Coordinator |
| RCAR | Resident Coordinator Annual Report |
| RCO | Resident Coordinator's Office |
| RM | Results Matrix |

| | |
|-----------|--|
| SADC | Southern African Development Cooperation |
| SGBV | Sexual Gender Based Violence |
| SPSF | Social Protection Strategic Framework |
| STERP | Short-Term Emergency Recovery Programme |
| TB | Tuberculosis |
| TCPL | Total Consumption Poverty Line |
| TGs | Theme Groups |
| TNF | Tripartite Negotiating Forum |
| UNAIDS | United Nations Joint Programme on HIV and AIDS |
| UNCT | United Nations Country Team |
| UNCTAD | United Nations Conference on Trade and Development |
| UNDAF | United Nations Development Assistance Framework |
| UNDG | United Nations Development Group |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNFPA | United Nations Population Fund |
| UNGASS | United Nations General Assembly 26th Special Session (UNGASS) |
| UNHABITAT | United Nations Programme for Human Settlements |
| UNHCR | United Nations High Commission for Refugees |
| UNIC | United Nations Information Centres |
| UNICEF | United Nations Children’s Fund |
| UNIDO | United Nations Industrial Development Organization |
| UNIFEM | United Nations Fund for Women |
| UNOPS | United Nations Office for Project Services |
| UNWOMEN | United Nations Entity for Gender Equality and the Empowerment of Women |
| UPU | Universal Postal Union |
| WASH | Water, Sanitation and Hygiene |
| WB | World Bank |
| WFP | World Food Programme |
| WHO | World Health Organization |
| ZDHS | Zimbabwe Demographic and Health Survey |
| ZEC | Zimbabwe Electoral Commission |
| ZEDS | Zimbabwe Economic Development Strategy |
| ZIMDAT | Zimbabwe National Statistics Database |
| ZIMSTAT | Zimbabwe National Statistic Agency |
| ZIMVAC | Zimbabwe Vulnerability Assessment Committee |
| ZNASP | Zimbabwe National HIV and AIDS Strategic Plan |
| ZNFPC | Zimbabwe National Family Planning Council |
| ZNHTCSP | Zimbabwe National HIV Testing and Counselling Strategic Plan |
| ZRP | Zimbabwe Republic Police |
| ZUNDAF | Zimbabwe United Nations Development Assistance Framework |

EXECUTIVE SUMMARY

The Zimbabwe United Nations Development Assistance Framework (ZUNDAF) 2007-2011 is a vital strategic planning framework that articulates a coherent and integrated response of the United Nation (UN) system to national priorities within the framework of the Millennium Development Goals (MDGs), commitments, and targets of the Millennium Declaration, international conferences, conventions and human rights instruments of the UN. The ZUNDAF was formulated through an elaborate consultative process involving the Government of Zimbabwe (GoZ), the UN Country Team (UNCT), international development partners and Civil Society Organizations (CSOs). The MDG Progress Report (2004), supported by other sectoral analyses, formed the analytical base of the ZUNDAF. The ZUNDAF (2007-2011) identified six outcome areas to address the national priorities and international goals, namely –

- (1) Reduction of the spread of infection, improving in the quality of life of those infected and mitigation of the impact of HIV and AIDS;
- (2) Enhanced national capacity and ownership of national processes towards the attainment of the MDGs by 2015;
- (3) Strengthened mechanisms for promoting the rule of law, dialogue, participation in the decision making process, and protection of human right;
- (4) Reduction in the negative social, economic, political, cultural and religious practices that sustain gender disparity;
- (5) Improved access to good quality and equitable basic social services;
- (6) Improved food security and sustainable management of natural resources and the environment.

The ZUNDAF was implemented in collaboration with other development partners, under the leadership of the GoZ. ZUNDAF Thematic Groups (TGs) were formed to facilitate the implementation and monitoring of ZUNDAF priorities. The TGs were co-chaired by the heads of agencies and the Permanent Secretaries of GoZ ministries.

A final evaluation of the 2007-2011 ZUNDAF was commissioned, during October-November 2011, to assess progress made under the six ZUNDAF outcomes and their contribution to national development priorities and achievement of the MDGs, and to learn lessons to inform the successful implementation of the next ZUNDAF (2012-2015) cycle. The evaluation adopted a participatory and consultative approach to ensure full involvement and ownership of results by all stakeholders including UN agencies, Government, implementing partners and country programme participants.

Role and Relevance

The evaluation revealed that the ZUNDAF outcomes were relevant and aligned to national priorities identified in the MDG report (2004), which drew attention to MDG-1 (poverty and hunger), MDG-3 (women's empowerment) and MDG-6 (HIV and AIDS) as national priority goals by recognizing their strong inter-linkages, and centrality in achieving all the MDGs in Zimbabwe. However, the ZUNDAF was implemented under two distinct operating environments: a) pre-2009 period characterized by cumulative economic decline, unprecedented hyperinflation reaching 230 million percent in July 2008, high budget deficits and declining capacity utilisation¹; and b) post-2009 focusing on recovery and development. The ZUNDAF was flexible, and as a broad strategic framework, it guided the planning and implementation of the planned programmes during both the crisis and post crisis periods. In the post-crisis period, the ZUNDAF was realigned with the policy thrust of the Government of National Unity (GNU). However, the ZUNDAF Results Matrix (RM) was not modified to reflect the realignment resulting in weak monitoring and evaluation of the programmes that were

¹ Centre for Economic and Social Policy Analysis (CESPA) Report, 2011

implemented after the realignment; for example, Constitution making, social protection programmes and establishment of the Anti- Corruption Commission among others.

Linkages between ZUNDAF and CAP

The 2007 to 2011 CAPs complimented the ZUNDAF by mobilising resources, implementing and monitoring humanitarian and recovery programmes whose scale and form were not envisaged when the ZUNDAF was prepared. The pre-2009 CAPs enabled the implementation of programmes which donors were unwilling to fund from a developmental perspective. The post 2009 period has seen overlaps between the CAP and ZUNDAF, as they all focus on recovery but with minimal coordination.

Monitoring and Evaluation (M&E)

The design of the ZUNDAF (2007-2011) had critical gaps. The ZUNDAF outcome statements were not strategically formulated, the results chains were not uniformly logical, the indicators were not Specific, Measurable, Achievable, Reliable and Time-bound (SMART), and they were not able to measure the results adequately. Most of the indicators did not have baseline data and none of them had targets. For half of the ZUNDAF outcomes (3, 5 and 6), the Results Matrix did not specify ZUNDAF outcome indicators. The inherently faulty M&E design posed a challenge for the measurement of results and effective monitoring and evaluation during implementation. The ZUNDAF Results Matrix did not adequately specify the planned allocation of resources, which made it difficult to track the planned allocation, mobilization and utilization of resources under the ZUNDAF thematic areas. This affected the transparency of the financial management system. The new ZUNDAF (2012-2015) has rectified many of these design flaws (of the ZUNDAF 2007-2011) and is observed to be better designed. For the next ZUNDAF cycle, a Joint Implementation Matrix (JIM) has been developed, which aims at enhancing the implementation and monitoring of the new ZUNDAF. However, the new ZUNDAF does not have a fully developed M&E framework, and it is restricted to the outcome level, which may pose challenges for the M&E in the next cycle.

Three ZUNDAF Annual Reviews were conducted in 2007, 2009 and 2010. However, the full value of the reviews was not realised and TGs reported their achievements mostly at the activity level, which made it difficult to assess progress at the outcome level. The absence of a functional M&E group was pronounced in the ZUNDAF cycle. The ZUNDAF M&E was also affected by the unavailability of data due to limited capacity of the national statistical system. A 'Data for Development' (DfD) group was formed during the formulation of the ZUNDAF to enhance the capacity of the national statistical system and to guide the TGs in M&E. However, after the formulation stage, the group was not involved in ZUNDAF M&E.

Achievement of Progress Made

Due to the unavailability and inadequacy of ZUNDAF outcome indicators in measuring progress made towards achieving ZUNDAF outcomes, the evaluation made an analysis based on Country Programme (CP) outcomes. Again, some CP outcomes were remotely related to the ZUNDAF outcomes making it difficult for evaluators to conclusively judge on progress made towards the ZUNDAF outcomes.

Outcome 1: Though there has been a reduction in HIV incidence and prevalence rates, the prevalence rates are still high and more than 40 percent of eligible persons are not accessing treatment. It is highly unlikely that the country will achieve its MDG targets of halting and reversing the spread of HIV and achieving universal access to treatment for all in need by 2015.

Outcome 2: There are indications of worsening poverty and unemployment which threatens the attainment of MDG targets by 2015. National programmes implemented to arrest the two ills have not matured to reverse the trend that had been set in motion during a decade of decline.

Outcome 3: Modest achievements have been made especially with regards to establishing structures for promoting the rule of law, dialogue, participation in the decision-making process and protection of human rights.

Outcome 4: There has been an increased appreciation of gender in many facets of development. However, the country is yet to attain the MDG, Maputo and SADC protocol targets on women's representation. Incidences of gender based violence are still high.

Outcome 5: The post-crisis period registered significant progress especially in the areas of health, education and social protection. While it appears within reach to attain the MDG target of gender parity in primary school attendance, the other MDG targets (universal access and completion of education, targeted reductions in under-five and maternal mortality rates, halting and reversing the increasing incidence of Tuberculosis and diarrhoeal) are less likely to be attained by 2015.

Outcome 6: There have been improvements in the food security situation and livestock management in the country during the second half of the ZUNDAF cycle. Environmental and natural resources management still remains a challenge. During the ZUNDAF cycle, mainstreaming of gender, human rights and environmental sustainability left room for improvement. Results Based Management was not fully integrated in programming.

Coordination and Partnerships

The Office of the President and Cabinet (OPC) and United Nations Country Team (UNCT) were the highest decision-making bodies for implementation of the ZUNDAF, while the TGs were the primary vehicles for operationalising the ZUNDAF. Coordination within TGs was affected by lack of sustained commitment resulting in limited participation of members. TG members lacked commitment and motivation, as there were no incentives for their participation in TGs. TGs were also constrained by capacity gaps in performing their roles. During the ZUNDAF cycle, UN Resident Coordinator's Office (UNRCO) provided secretariat support, and was responsible for ensuring an effective UN coordination system by coordinating the activities of the UNCT, Operations Management Team (OMT) and TGs. However, the UNRCO's coordination with TGs was limited due to its inadequate capacity in terms of financial resources and staff strength.

During the reference period several partnerships were formed between the UN agencies and with development partners including the Government and CSOs. Important partnerships were built in ZUNDAF thematic areas, humanitarian clusters and the Government clusters leading to achievement of critical results contributing to progress under ZUNDAF outcomes. However, these partnerships were not developed following any clear partnership strategy formulated by the UNCT, and thus they were mostly need based.

Comparative Advantages

The UN utilised its comparative advantage of neutrality and acted as a bridge between the Government, donors and civil society organizations. The Government viewed the UN as an honest broker, whereas donors preferred to channel their resources through the UN for the implementation of the ZUNDAF and CAP. The UN played a bridging role between the Government and the NGOs during the crisis by engaging in active advocacy for the removal of the suspension imposed on the NGOs. The UN's technical knowledge and diverse skill base contributed towards enhancement of national capacities on a wide range of issues including Constitution making, formulation and implementation of key national policies and strategies leading to recovery and development.

However the capacity development of partners was not done following any concrete strategy which resulted in uncoordinated efforts.

Major Recommendations

The evaluation found that the ZUNDAF was a relevant and widely accepted strategic framework. However, there was room for improvement in the operationalisation of the ZUNDAF. The following are the key recommendations focusing on improved operationalisation of the ZUNDAF in the next cycle.

1. The UNCT should strengthen the M&E function:
 - An effective M&E group (comprising M & E specialists drawn from the TGs) functional throughout the cycle should be maintained. The M&E group and the DfD should be jointly mandated by the UNCT to ensure an effective implementation of the M&E plan. The group should ensure that:
 - TG members have the capacity to integrate M&E into the entire programme cycle; planning, implementation and M&E.
 - The Annual Reviews should report results (and not activities), and track a selected set of indicators including the MDG indicators and resource utilization
 - During the first year of the new ZUNDAF cycle the M&E framework should be reviewed, and a comprehensive ZUNDAF M&E Framework should be developed. Follow-up reviews should take corrective action where necessary.
2. For effective implementation of the ZUNDAF it is critical to improve coordination at all levels
 - TG members' participation in the TGs should be included in the staff performance appraisal for both the Government and UN staff members and make sure that the TG responsibilities become core responsibilities of staff
 - The RCO should play an enhanced role in coordination in the next ZUNDAF cycle by:
 - Closely coordinating with the TGs and the M&E group and ensuring that implementation of the ZUNDAF M&E plan is on track
 - Enhancing institutional memory by archiving important documents, minutes of meetings etc.
3. The UNCT should build more strategic partnerships
 - There is a need for exploring more areas of complementarities between the UN agencies. For example, agencies have identified food security as an area where enhanced partnership is possible between UN agencies. Theme based Joint Implementation Plans should be further promoted under the new ZUNDAF.
 - There is need to develop a comprehensive partnership strategy for all stakeholders across sectors including the private sector.
4. For promoting transparent financial management, planning, mobilization and utilisation of financial resources should be systematically documented (during Annual Reviews, as mentioned above)
5. Capacity Development should be undertaken following a comprehensive strategy. The UNCT should undertake mapping of Capacity Development so far undertaken by UN agencies and other development partners, analyse capacity gaps and formulate a comprehensive strategy for capacity development of the Government and CSOs.
6. Mainstreaming of gender, human rights and environmental sustainability into programming should be reflected in the M&E system, articulated at the output level with appropriate

indicators. The UNCT should also have a common vision and strategy, and collective responsibility for the mainstreaming of these programming principles.

Lastly, if the ZUNDAF is realigned to emerging issues during the implementation period, the RM should reflect the changes in the form of changed/additional outcomes and outputs and corresponding indicators.

1 INTRODUCTION

1.1 Zimbabwe at a Glance

Zimbabwe is a landlocked country situated in Southern Africa with a total land area of 390 757 square kilometres. Zimbabwe is bordered by Mozambique on the east, South Africa to the south, Botswana to the west and Zambia to the north and northwest. The country is divided into 10 administrative provinces and 62 districts. The population of Zimbabwe is estimated at 12.2 million (Census 2002) with over 49 percent of this being children between 0-17 years. The national population growth is estimated at 1.4 percent. Zimbabwe is a multiracial country and the major ethnic groups are the Shona and Ndebele².

Agriculture, tourism and mining are the prominent sectors of the economy. The agriculture sector accounts for 19.1 percent of the GDP and employs 66 percent of the labour force. Although the mining sector accounts for less than 10 percent of the GDP and provides employment to less than 5 percent of the employed labour force, its significance in the economy is due to the major share of foreign exchange it earns. Zimbabwe has the world's second largest platinum reserves and is ranked among the top diamond producers³.

From 2000 to 2009, the Zimbabwean economy underperformed. Negative growth rates resultant of hyperinflation, shortage of foreign currency, low investor confidence and successive droughts negatively affected the standard of life in Zimbabwe. Provision of basic social services, like public health and education, were crippled by a brain drain. With a myriad of social and economic obstacles, the attainment of the Millennium Development Goals set for 2015 have been under threat. In 2009, the three major political parties in Zimbabwe formed a Government of National Unity (GNU). Immediately after the formation of the GNU, the GoZ developed a Short Term Economic Recovery Programme (STERP) which, with support from the UN and other development partners, set the path for the country's recovery.

Government clusters were established and worked closely with the Consolidated Appeals Process' (CAP) Humanitarian Clusters and the Zimbabwe United Nations Development Assistance Framework's (ZUNDAF) Thematic Groups to implement and monitor the Government's recovery programmes. The UN-coordinated multi-donor funds provided support and resources for the resuscitation of the social services sectors and, with the GoZ's leadership, gave the country hope for the likelihood of attaining some of the MDGs by 2015.

²<http://www.unicef.org/zimbabwe/overview.html>

³www.zimfa.gov.zw

1.2 The UN in Zimbabwe

The UN has had long term working relations with the GoZ. The list below presents UN entities with activities in Zimbabwe.

FAO

Food and Agriculture Organisation

IAEA

International Atomic Energy Agency

IFAD

International Fund for Agricultural Development

ILO

International Labour Organisation

IOM

International Organisation for Migration

ITU

International Telecommunications Union

OCHA

Office for the Coordination of Humanitarian Affairs

OHCHR

Office of the High Commissioner for Human Rights

UNAIDS

Joint UN Programme on HIV/AIDS

UNCTAD

UN Conference on Trade and Development

UNDP

UN Development Programme

UNESCO

UN Educational, Scientific & Cultural Organisation

UNFPA

UN Population Fund

UNHABITAT

UN Human Settlements Programme

UNHCR

UN High Commissioner for Refugees

UNIC

UN Information Centre

UNICEF

UN Children's Fund

UNIDO

UN Industrial Development Organisation

UNOPS

UN Office for Project Services

UNWOMEN

UN Entity for Gender Equality

UPU

Universal Postal Union

WFP

World Food Programme

WHO

World Health Organisation

1.3 UNDAF in Zimbabwe

As part of the 1997 United Nations (UN) reform agenda, the UN system adopted the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) as strategic planning tools for achieving common development goals at the country level. The UNDAF emerges from the analytical and collaborative effort of the CCA, and lays the foundation for the UN system programmes of cooperation. The UNDAF in Zimbabwe was 'domesticated' and renamed 'Zimbabwe United Nations Development Assistance Framework (ZUNDAF)' to ensure an ownership of the process⁴. The ZUNDAF (2007-2011) is the successor to the first ZUNDAF (2000 – 2004), as ZUNDAF (2005-2009) could not be prepared due to a lack of convergence of views over the situation analysis contained in the draft CCA⁵. For the period 2005 – 2006, the UN Executive Committee (ExCom) agencies executed two-year bridging programmes.

The ZUNDAF (2007-2011) is a vital strategic planning framework that articulates a coherent and integrated response of the UN system at the country level in support of the national priorities and implemented in collaboration with other development partners, under the leadership of Government of Zimbabwe (GoZ). The ZUNDAF was formulated through an elaborate consultative process involving the GoZ, the UN Country Team (UNCT), civil society organizations (CSOs) and

⁴ ZUNDAF Mid-Term Review (2009)

⁵ ZUNDAF (2007-2011)

donors⁶. The Millennium Development Goals (MDG) Progress Report (2004), supported by other sectoral analyses, formed the analytical base of the ZUNDAF⁷ for identifying the national priorities. The ZUNDAF (2007-2011) articulated following six outcome areas to address the national priorities and international goals,

1. Reduction of the spread of infection, improving in the quality of life of those infected and mitigation of the impact of HIV and AIDS;
2. Enhanced national capacity and ownership of national processes towards the attainment of the MDGs by 2015;
3. Strengthened mechanisms for promoting the rule of law, dialogue, participation in the decision making process, and protection of human right;
4. Reduction in the negative social, economic, political, cultural and religious practices that sustain gender disparity;
5. Improved access to good quality and equitable basic social services;
6. Improved food security and sustainable management of natural resources and the environment.

To facilitate the implementation of ZUNDAF priorities, ZUNDAF Thematic Groups (TGs) were formed for six thematic areas. The membership of these TGs comprised of the representatives of the UN, Government and some partners. The TGs were co-chaired by the UN heads of agencies and the Government counterparts consisted of the permanent secretaries of the lead sector ministries. One of the key envisaged roles of the groups was to work together for minimizing the duplication of efforts.

For effective implementation of the ZUNDAF, the monitoring and evaluation (M&E) plan was laid out, which specified the requirement of a collaborative Annual Review. As part of the M&E plan, three Annual Reviews (2007, 2009 and 2010) and a mid-term review (2009) were conducted to track the progress made under the ZUNDAF. Annual Review of the ZUNDAF could not be conducted in 2008 due to preoccupations with national elections. After the formation of the Inclusive Government in February 2009, a Policy Review Workshop was held in June 2009, with the major purpose of realigning the ZUNDAF with the policy thrust of the Government (Kariba Policy Review Report, 2009).

In considering the above, the final evaluation of the ZUNDAF (2007-2011) aims at providing inputs for the effective implementation of the 2012-2015 ZUNDAF.

1.4 Objectives

The specific objectives of the evaluation exercise are the following:

1. To assess the role and relevance of the 2007-11 ZUNDAF in relation to the issues being addressed, their underlying causes, and challenges, and as a reflection of the internationally agreed goals, international norms and standards guiding the work of agencies of the UN system;
2. To assess the effectiveness of ZUNDAF in terms of (i) progress made towards the realization of ZUNDAF outcomes (ii) coordination and partnership mechanisms;
3. To analyze the efficiency of the ZUNDAF as a mechanism to reduce transaction costs for the UN support to the Government and for UN agencies;

⁶ Participation of donors and CSOs was limited (Interviews conducted for the evaluation)

⁷ The ZUNDAF (2007-2011) is not based on any Common Country Assessment (CCA), there was no convergence of views over the situation analysis contained in the draft CCA (ZUNDAF 2007-2011, page-1)

4. To assess the validity and relevance of the stated comparative advantage of the UN system;
5. To analyse the extent to which the results achieved and strategies used by the supported country programmes and projects are sustainable as a contribution to national development;
6. To provide recommendations for the ZUNDAF (2012-2015) based on the main lessons learned from the current ZUNDAF cycle.

1.5 Approach to the Evaluation

The evaluation has been conducted following the United Nations Development Group (UNDG) guidelines (2009, 2010)⁸. The evaluation exercise adopted a participatory and consultative approach to ensure full involvement and ownership of results by all stakeholders including the UN agencies, the Government, the implementing partners (IP) and civil society members. The evaluation has been carried out under the overall guidance from the Office of the President and the Cabinet (OPC), and the UNCT, and in close consultation with the Joint Committee formed with the Government⁹ and the UN representatives¹⁰. The evaluation has been designed and conducted from a human rights perspective¹¹. It has been a forward-looking exercise aimed at providing recommendations for the effective implementation of the 2012-2015 ZUNDAF.

1.6 Methodology

A desk review was conducted for the evaluation to consult all relevant documents including the ZUNDAF documents, ZUNDAF Annual and Mid-term Reviews, UN Resident Coordinator Annual Progress Reports, National planning documents, Human Development Reports (HDR), MDG reports, Country Programme Action Plans (CPAPs) for UN agencies and reports of various agency-specific evaluations and assessments. An Inception Report was prepared outlining the work plan, which was then approved by the Joint Committee. Data for the evaluation was collected using qualitative methods:

- i) Key informant interviews with the Deputy Chief Secretary of the OPC, the UN Resident Coordinator (RC), heads of UN agencies, and donors¹².
- ii) Focus Group Discussions (FGD) with the TGs (both UN and Government counterparts), implementing partners and country programme beneficiaries¹³.
- iii) The TGs furnished data (on 2011 status of the ZUNDAF outcome indicators) through the ZUNDAF Results Matrix (RM)¹⁴.

⁸ Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF)-Guideline for UN Country Teams on Preparing a CCA and UNDAF (UNDG, 2009), Standard Operational Format and Guidance on How to Report Progress on UNDAF (UNDG, 2010)

⁹ Officials from the Ministry of Finance, Ministry of Economic Planning and Investment Promotion, Ministry of Labour and Social Services, and the Ministry of Justice and Legal Affairs

¹⁰ PMT Chair, Deputy Country Representatives of UNDP, WFP and WHO and the Head of the RCO (Sourced from the RCO office)

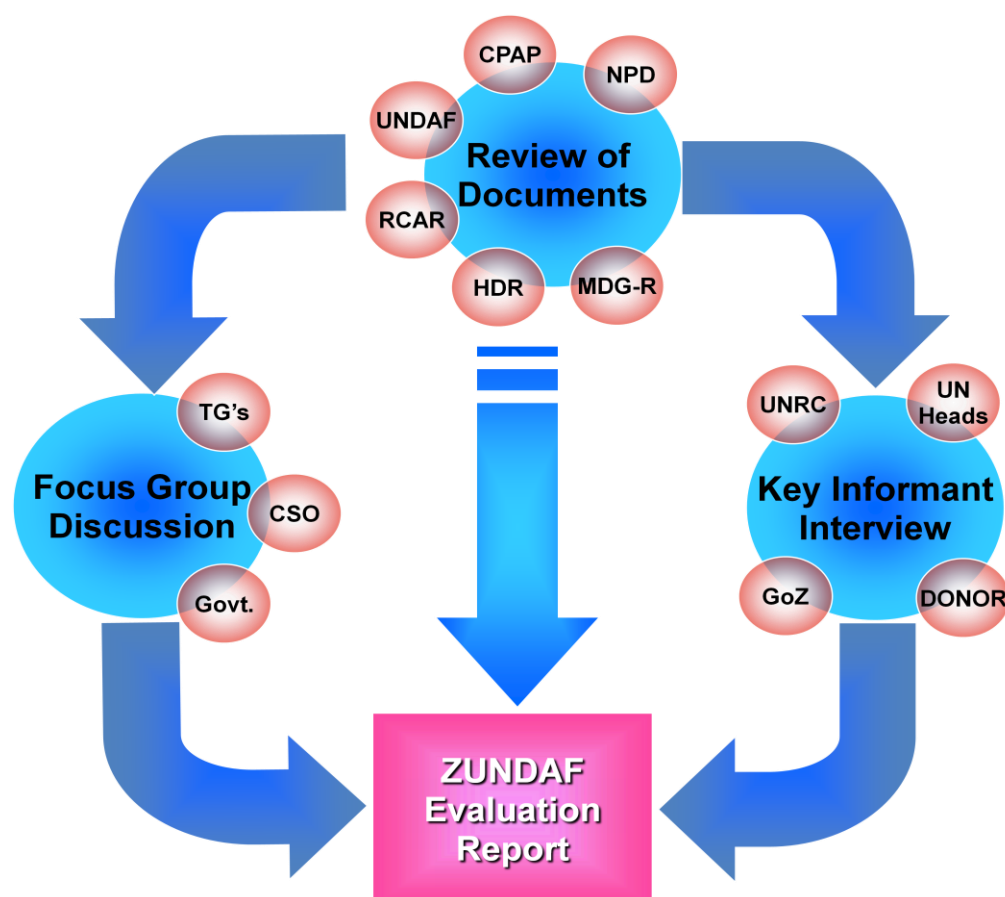
¹¹ Incorporating the perspectives of both duty-bearers and the rights-holders

¹² The list is enclosed in the annex.

¹³ The list is in the annex

¹⁴ ZUNDAF outcome indicators are listed under the outcome statement. However, Outcome 3 and Outcome 5 and 6 do not have any ZUNDAF outcome indicators listed. For them key CP outcome indicators were selected for reporting. However, only 3 out of 6 TGs (PBSS, PPE, and Governance) have furnished some data on the current status of the ZUNDAF outcome indicators.

The list of interviewees from the ministries was finalized in consultation with the OPC, while the TGs were consulted for the selection of the Implementing Partners¹⁵. Data collected through different approaches were synthesized and analysed manually using the content analysis approach. Data from the different primary sources were triangulated with data obtained from secondary sources. A validation was organized with stakeholders to validate the findings of the evaluation. The following diagram outlines the methodology of the evaluation exercise.



1.7 Report Structure

The report contains three chapters:

- Chapter 1 introduces the evaluation exercise and includes a background of the study, brief review of the country context, objectives, approach to the evaluation, methodology and limitations.
- Chapter 2 presents the evaluation's findings on the role and relevance of the ZUNDAF, linkages with the CAP, ZUNDAF design and M&E, progress made under the ZUNDAF outcomes, coordination and partnerships, efficiency, comparative advantages, and sustainability
- Chapter 3 concludes the report with the major lessons learnt and recommendations.

¹⁵ The list is enclosed in annex

1.8 Limitations of the Evaluation

The ZUNDAF Results Matrix does not have baseline data for most of the indicators, and there are no targets set for them, which makes it difficult to assess the results. Those results have been assessed using other available (relevant) data, and qualitative data generated through the interviews and discussions during the evaluation. Due to time constraints, the evaluation could not benefit from extensive consultations with civil society organisation partners.

2 FINDINGS

2.1 Role and Relevance of the ZUNDAF

The evaluation found that the ZUNDAF addressed relevant issues, which were aligned to national priorities identified by the 2004 MDG report. The MDG report drew attention to MDG-1 (poverty), MDG-3 (women's empowerment) and MDG-6 (HIV and AIDS) as national priority goals by recognizing their strong inter-linkages, and centrality in achieving all the MDGs in Zimbabwe. These issues received adequate focus in the ZUNDAF as major outcome areas (HIV and AIDS as Outcome 1, poverty, economy and employment as Outcome 2, and gender as Outcome 4) and also as cross-cutting issues¹⁶. As a strategic document, ZUNDAF guided the planning and implementation of the planned programmes during the ZUNDAF cycle.

During the first two years of the ZUNDAF cycle (2007-2008), the country experienced an unprecedented socio-economic decline, and for the development actors the operating environment had been extremely difficult. There was a wide agreement among evaluation participants that even during the crisis, the ZUNDAF remained relevant as a broad strategic reference. The ZUNDAF was one of the partner frameworks that guided the GoZ during this period. In the absence of a national development plan, the ZUNDAF served as a major planning framework guiding development interventions¹⁷.

However, relevance of the ZUNDAF for programming varied across sectors. For the social sectors, the ZUNDAF remained relevant even during the crisis because of the nature of the mandates of those sectors. During the crisis, the focus shifted from the implementation of planned ZUNDAF activities to humanitarian assistance, as the situation demanded urgent response. For re-engagement and re-alignment, development partners conducted their own assessments and scoping missions. The Consolidated Appeal Processes (CAP) for the period 2007 to 2011 targeted emergency responses. They also included support for communities requiring early recovery interventions to strengthen coping mechanisms and sustainable livelihoods. Humanitarian agencies, development partners and NGOs coordinated their response through the Inter-Agency Standing Committee (IASC) Cluster Approach, a mechanism introduced globally in 2006 to achieve more effective humanitarian response to disasters. The UN agencies led the clusters (nine), while some of the clusters were co-led by the NGOs.

Using the cluster approach, the UN played a critical role during the Cholera outbreak in 2008/2009, which required a concerted coordination effort. The UNCT set up a command centre to coordinate emergency interventions. The Country Team collaborated with other stakeholders to deliver a coordinated response in terms of treatment, human resource issues, advocacy and educational

¹⁶Discussion in the design section

¹⁷ RC Annual Report (2009)

campaigns and water, sanitation and hygiene (WASH) interventions. Committed engagement of the development partners and community resilience helped to deal with the emergency.

In 2009, soon after its formation the Inclusive Government launched the Short-Term Emergency Recovery Programme (STERP), to stabilise the economy, recover the levels of savings, investment and growth, and lay the basis for a more transformative mid- to long-term economic programme. This programme was followed by a three-year macro-economic policy and budget framework STERP II in 2010. A Policy Review Workshop was held in June 2009, with the major purpose of realigning the ZUNDAF with the policy thrust of the Government (Kariba Policy Review Report, 2009). During this phase, the UN progressively re-engaged in longer-term sector-based programming. Transitional financial mechanisms were set up such as the Education Transition Fund¹⁸. However, the realignment of the ZUNDAF was not reflected in the Results Matrix of the ZUNDAF, which made it difficult to track the progress of the programmes/projects which came on-board later.

Recommendation: *After any realignment, modify the ZUNDAF Results Matrix reflecting programming change in additional/changed Outcome/Output and indicators.*

For the UN agencies, the ZUNDAF was more relevant as a strategic document guiding the interventions of the agencies. On the other hand, Government members of the HIV and AIDS TG, for example, reported that for them the ZUNDAF was relevant both as a strategic, operational and significant resource mobilisation tool. The ZUNDAF helped the Government in the preparation of the strategic planning documents such as the MTP (2011-2015)¹⁹. The ZUNDAF was a useful coordination tool as it allowed the UN and Government departments to come together as a team²⁰. However, certain donors perceived that the ZUNDAF was a longer term development framework, and not very effective in dealing with short term emergencies. In their view, the ZUNDAF was more relevant for the recovery and development phases²¹. Some TG members noted that, as the ZUNDAF (2007-2011) was not based on any country analysis²², it lacked in-depth analysis of the problem tree, which ended up being a weakness in the ZUNDAF's strategic framework. However, this flaw was rectified in the ZUNDAF (2012-2015), which was designed based on the CCA conducted in 2010.

2.1.1 Alignment to International Goals and Treaties

The ZUNDAF was aligned to international goals and treaties. ZUNDAF priorities were derived from the MDG (2004) report. By the end of 2009, with UN support, most of the MDG, International Conference on Population and Development (ICPD) and Convention on the Elimination of Discrimination against Women (CEDAW) indicators in Zimbabwe were incorporated into the Zimbabwe Statistics Database (ZIMDAT)²³ to track the country's progress on these treaties and goals. During the same year, Zimbabwe produced reports on CEDAW and ICPD@15 (UNFPA, 2010). Zimbabwe is not a signatory of the Paris Declaration²⁴. The UNCT engaged with donors through various channels²⁵ and supported the Government in bringing forward its aid coordination agenda. UN assistance was instrumental in promoting the establishment of effective partnerships, including regional integration of Zimbabwe. National authorities participated in major international

¹⁸ Detailed discussion in effectiveness section

¹⁹ Interview with the Deputy Chief Secretary, OPC

²⁰ However, for some other groups such as poverty and economy, the Government members did not report equally effective coordination between departments

²¹ Interviews with the EU And the Netherlands Embassy

²² Based on MDG Progress Report (2004)

²³ The system, among other things, enhances the storage and analysis of performance indicators in different areas as defined by the users and supports evidence based policy formulation and decision-making

²⁴ Currently the Government is involved in the last round process of monitoring and evaluating the 2005 Paris Declaration (Minister's speech, Aid Effectiveness Workshop Nov, 2011)

²⁵ Ambassador / Heads of Cooperation forums as well as through the Friends of Zimbabwe group

development conferences and established South-South communication channels on aid effectiveness²⁶. Moreover, the UN is a member of the technical committee of the Analytical Multi-Donor Trust Fund (MTDF) with an objective of contributing to analytical work to facilitate support to socio-economic recovery and stabilisation of the country in a transparent and accountable manner.

2.1.2 Linkages between the ZUNDAF and CAP

A number of unanticipated events²⁷ occurred after the development of both the MDG report (2004) and 2007-2011 ZUNDAF. These events changed the operating environment, redefined national priorities and resultantly refocused resources to the emerging humanitarian situation. During the whole period, the UN and GoZ continued to implement programmes within the ZUNDAF context. The Consolidated Appeals Process (CAP) is a UN coordinated process of mobilising resources, implementing, monitoring and reporting on humanitarian and recovery programmes. The 2007 to 2011 CAPs complimented the ZUNDAF in two main ways:

- i) Implemented programmes whose scale and form were not envisaged when the ZUNDAF was developed. For instance, the ZUNDAF had an output on cholera response²⁸. However, the scale of the 2008 outbreak needed additional resources which were mobilised through the CAP.
- ii) Implemented national policies and recovery programmes that donors could not fund under development. For example, advocacy for the Domestic Violence Act, interventions towards the National Action Plan (NAP), UN's support to national assessments²⁹ and most food security programmes prior to 2010 were all funded through the CAP.

The evaluation found that there is limited appreciation of the CAP's contribution towards ZUNDAF outcomes especially where non-TG partners were involved. ZUNDAF TG members tended to report more on their activities and outputs and in the process missed out on progress made through other initiatives.

Lesson Learnt: The CAP and ZUNDAF partners can deliver more effectively if there is better coordination that ensures a holistic overview of progress made towards the outcomes.

Recommendation: The UN and GoZ should create formal and functional coordination channels between ZUNDAF and CAP coordination mechanisms and align them to Government clusters.

2.2 Quality of ZUNDAF Design and M&E

Based on the MDG report 2004, and supported by the sectoral analyses of other development partners, the ZUNDAF (2007-2011) identified six outcomes to guide the UNCT and GoZ interventions during the ZUNDAF cycle. However, analysis of ZUNDAF outcome statements revealed that the results chain was not consistently applicable, outcome statements were not SMART and the hierarchy of results was not always followed. The following table summarises the observations on the ZUNDAF outcome statements:

| Outcomes | Observations |
|--|---|
| Reduction of the spread of infection, improving in the quality of life of those infected and mitigation of the impact of HIV | This is not an outcome statement , as it does not use the 'change language' but uses action language (should have been formulated as |

²⁶ 26 RCAR 2010

²⁷ Zimbabwe Country Analysis Report, 2010

²⁸ Output 5.1.1.5

²⁹ CAP, 2007

| | |
|---|--|
| and AIDS | 'reduced' spread of infection etc). It is also a very broad comprise of three outcomes and could be made more focused and specific. |
| Enhanced national capacity and ownership of national processes towards the attainment of the MDGs by 2015 | This outcome is not at the right level, it is more appropriate as a CP outcome , as this is a means to an end and not an end in itself |
| Strengthened mechanisms for promoting the rule of law, dialogue, participation in the decision making process, and protection of human rights | Strengthening of mechanisms is an output, and not an outcome (which should be strengthened rule of law, protection of human rights etc.) |
| Reduction in the negative social, economic, political, cultural and religious practices that sustain gender disparity | This outcome is more appropriate as a CP Outcome , as this is a means to an end (ZUNDAF outcome should be achieving gender equality) |
| Improved access to good quality and equitable basic social services | This outcome is at the right level and stated properly |
| Improved food security and sustainable management of natural resources and the environment | This is a compilation of two outcomes: links between food security and sustainable management of natural resources has not been established, could be made more focused and specific |

Following are some general observations about the Results Matrix:

- (1) *Results chain not uniformly logical*: In some cases the results chain does not have a logical flow and the hierarchy is not consistently observed. For example, while the ZUNDAF outcome 4 aims at reducing negative socio-economic practices that sustain gender disparity, the CP outcome 4.2 is gender equality achieved in politics. Thus, in this case the ZUNDAF outcome is at a lower level (which is a means) than the CP outcome (which is an end).
- (2) *Indicators not specified for many results*: In several cases, the ZUNDAF outcome indicators are not mentioned and the Results Matrix went directly to the CP outcome level. For example, no outcome indicators are mentioned under ZUNDAF Outcomes 3, 5 and 6. The absence of outcome indicators makes monitoring and measurability difficult. Moreover, several CP outcomes and outputs did not have indicators, making monitoring of those results impossible.
- (3) *Inconsistent application of programming principles*: In the design of the ZUNDAF, programming principles were not always applied and hence did not consistently mention the duty bearers and rights holders.
- (4) *No baseline and targets*: For the majority of the indicators in the M&E matrix, baselines and targets were not established, hence making measurement of change difficult.
- (5) *Indicators do not adequately measure the results*: For several outcomes and outputs in the Results Matrix, appropriate indicators were not formulated to measure the results. For example, under ZUNDAF Outcome 4, while the outcome focuses on reduction of negative socio-economic practices, the indicator measures percentage of sectors that have integrated gender in policies and programmes. Therefore the indicator does not accurately measure the outcome and hence cannot be used to measure the progress or achievement of the outcome.
- (6) *Lack of clarity regarding outcome and output*: The Results Matrix and the M&E Matrix reveal significant knowledge gaps on the results chain. Throughout the matrix, outcomes and

outputs have been used interchangeably, hence rendering the entire results chain incoherent. For example,

CP output 1.1.3: Reduce and mitigate vulnerability factors for HIV infection, such as gender inequality, stigma and mobility, and create an enabling environment for the adoption of safer sexual behavioural practices.

Observation: Reduction in inequality, stigma, etc. is an outcome and not an output.

CP output 5.2.1.4 UNICEF/WHO: At least 50 percent of the rural population in the targeted districts has improved knowledge and practice on health and hygiene.

Observation: Improvements in knowledge and practice is outcome of the training and IEC.

- (7) *Risks and assumptions not covered adequately:* Well defined risks and assumptions are an integral part of a Results Matrix. The ZUNDAF M&E matrix has sparingly used this column and wherever anything is mentioned, except for in fewer cases, it is not clearly stated whether it is a risk or an assumption, and in most cases the statement has been used repetitively³⁰. The monitoring and management of risks and assumptions is critical as these have the potential to undermine the ability of the ZUNDAF to deliver planned results.
- (8) *Resource allocation not done adequately:* for several results in the RM, resources have not been allocated. The RM did not capture several agency level resources. It should, however, be mentioned that allocating resources is generally a very difficult proposition for many UN agencies, particularly if they have not yet defined their projects at the time of UNDAF planning.

Recommendation: *The Results Matrix should be well articulated with a clear logical flow, with SMART indicators, populated baselines and targets to ensure adequacy in results measurement.*

The new ZUNDAF (2012-2015) has addressed several issues related to the design and M&E discussed above. The ZUNDAF (2012-2015) Results Matrix is observed to be better designed. Significant improvements have been made compared to the ZUNDAF (2007-2011) by adequately addressing several shortcomings:

1. The logical hierarchy of results is found to be generally consistent with the proper links between National Priorities and ZUNDAF Outcomes.
2. The indicators are with baselines and targets and hence should allow for better monitoring and performance measurement.
3. Assumptions and Risks are well defined for each outcome, an aspect that was largely missing from the ZUNDAF (2007-2011) Results Matrix.
4. Indicative Resources for each outcome are better reflected.

The improvements in the Results Matrix also indicate greater institutional capacity within the UN and the consistent establishment of baselines and targets also indicates greater national capacity to monitor and manage development.

2.2.1 Implementation of the M&E Plan

The ZUNDAF (2007-2011) outlines the M&E plan for the ZUNDAF cycle, which specified the requirement of Joint Annual Reviews. Three Annual Reviews and one mid-term review were conducted to assess the progress made under the ZUNDAF. As noted by the mid-term review, Annual Reviews also generally focused on the major activities without paying adequate attention to

³⁰ Under CP Outcome 5.2, a UN agency's resources are mentioned under Risks and Assumptions column, possibly a mistake that was not edited before the release of the document.

the higher level results. The full value of reviews was not realised since no corrective actions or improvements were done following the reviews; for example, there were no attempts to formulate the missing indicators in the Results Matrix, and to establish the baseline for the indicators, which did not have baselines. There was no reporting on indicators during the Annual Reviews, which could be attributed to the weak Results Matrix as discussed above. A 'Data for Development' (DfD) group was formed during the formulation of the ZUNDAF to enhance the capacity of the national statistical system and to guide the TGs in M&E. However, after the formulation phase, it focused on its main role of contributing to Outcome 2 on strengthening national statistical system with limited involvement in ZUNDAF M&E³¹. Roles and responsibilities of the DfD were not specified clearly and lines of accountabilities were also not spelled out. For the Annual Reviews, the RCO designed the reporting template and the TGs prepared their own reports and presentations. M&E capacity of the TGs varied across the groups. Since most TGs lacked M&E expertise, monitoring was not carried out adequately resulting in major monitoring flaws and a lack of monitoring information which impacted this evaluation.

For the next ZUNDAF cycle, the Joint Implementation Matrix (JIM) aims at a more effective implementation and monitoring of the new ZUNDAF. However, the new ZUNDAF is restricted to the outcome level and does not have a fully fledged M&E framework. If no action is taken early, the new ZUNDAF could suffer from some of the same shortcomings as described above.

Lessons Learnt:

- If the design of the ZUNDAF is weak, it affects the implementation including that of the M&E plan.
- M&E should be an integral part of the entire programme cycle: planning, implementation and M&E.

Recommendations:

- *An effective M&E group (comprised of M&E specialists drawn from the TGs) functional throughout the cycle should be maintained. The M&E group and the DfD should be jointly mandated by the UNCT to ensure an effective implementation of the M&E plan. The group should ensure that:*
 - *TG members have the capacity to integrate M&E into the entire programme cycle: planning, implementation and M&E;*
 - *The Annual Reviews should report results (and not activities), and track a selected set of indicators including the MDG indicators and resource utilization;*
 - *During the first year of the new ZUNDAF cycle, the M&E framework should be reviewed, and a comprehensive ZUNDAF M&E Framework should be developed. Follow-up reviews should take corrective action where necessary.*
- *If possible, each TG should have a member with M&E skills. If this is not possible then at least one M&E member should be available whenever the TG is meeting to provide guidance on these issues.*

2.3 Effectiveness of the ZUNDAF

Of the eight Millennium Development Goals (MDGs), the Government of Zimbabwe identified MDG Goals 1 (Eradicate extreme poverty and hunger); 3 (Promote gender equality and empower women) and 6 (Combat HIV and AIDS, Malaria and other diseases) as priority MDGs for Zimbabwe.

³¹Discussion with the 'Data for Development' group member

The UN was a significant player in the development and humanitarian sector in Zimbabwe during the reference period. Although official figures on the resources mobilised under the ZUNDAF outcome areas were not available, the UN's contribution was quite evident. As discussed earlier, the ZUNDAF was implemented in two distinct environments: the highly volatile pre-2009 and the post-2009 transition period. Assistance provided from 2007 to 2009 was humanitarian focused because a) there was an emergency situation (hyperinflation, basic food shortages, declining health services, brain drain, cholera outbreak, and violence among others) and b) most donors were unwilling to invest in developmental projects³². The post-2009 period has been characterised by a focus on humanitarian-plus recovery and developmental interventions.

During the period under review, the UN mobilised resources and was the main conduit for the bulk of external developmental and humanitarian support that came into the country. The UN supported the Government of Zimbabwe in developing and implementing a number of policies and strategies, implementing humanitarian, recovery and development programmes and capacity building.

The following sections discuss the progress made towards achieving the six ZUNDAF outcomes based on outcome indicators, UN's contribution towards the outcomes, challenges met, lessons learnt and recommendations for the next ZUNDAF cycle. However, as discussed under the design and M&E section, half of the ZUNDAF outcomes (Outcome 3, 5 and 6) do not have indicators. For these, analysis was based on key Country Programme (CP) outcome indicators. The absence of baseline data (for some indicators) and targets posed challenges for making conclusive judgements on achievement of outcomes. In some instances, evaluators made reference to some baseline data that became available after the ZUNDAF was prepared³³. Assessment of progress also factored in results of other programmes implemented during the cycle but were not in the ZUNDAF document. The status of country programme outcomes for information on the indicators is available and is enclosed in the annex.

Lesson Learnt: It is useful for the ZUNDAF M&E group to formally document baseline information that becomes available during the course of the ZUNDAF cycle to enable a fair assessment of progress made towards outcomes.

Recommendation: *The ZUNDAF Results Matrix should be a living document that is updated for new baseline data that becomes available after the ZUNDAF design.*

2.3.1 ZUNDAF Outcome 1: HIV and AIDS

ZUNDAF Outcome 1: *Reduction in the spread of infection, improvement in the quality of safer sexual behaviours, as well as increased utilisation of HIV prevention services*

Analysis of progress based on the ZUNDAF outcome indicators reveals that HIV incidence and prevalence rates declined among all the population groups:

- Prevalence rate in the adult population (15+ years) fell from 16.1 percent in 2007 to 14.3 percent in 2009
- Prevalence in males (15-24 years) decreased marginally from 3.3 percent (2007) to 3.2 percent (2009) while prevalence amongst females in the same group fell from 7.6 percent to 6.9 percent.

³² Discussions with TGs and donors during the evaluation

³³ 2005/06 Demographic Health survey, ZIMVAC reports,

- Prevalence among all pregnant women (15-49 years) attending antenatal clinics fell from 17.7 percent in 2006 to 11.6 percent in 2009. Similar trends were also observed among younger pregnant women (15-24 years) where prevalence declined from 12.5 percent in 2006 to 11.6 percent in 2009³⁴.
- The HIV incidence was 1.07 in 2005 and decreased to 0.98 in 2008 and down to 0.96 in 2009³⁵

The declining prevalence rate has been linked to include changes in sexual behaviour, personal experiences related to the high AIDS mortality in the country, correct information about HIV transmission and increased availability of preventive commodities. The UN has contributed to behaviour changes through its support to the Zimbabwe National Behaviour Change Programme which has been rolled out in all 62 districts. The UN's contribution towards prevention has mainly been through its support (technical guidance, training, drugs and kits) to the Prevention of Mother to Child Transmission (PMTCT) programme whose coverage has increased from 22 percent in 2007 to 42.6 percent in 2008³⁶. The percentage of infants born to HIV infected mothers who are infected dropped from 32.3 percent in 2007 to 30 percent in 2009³⁷.

The percentage of eligible persons utilizing comprehensive treatment and care services increased from 29 percent in 2007 to 56.8 percent in 2009³⁸. This trend has been attributed to the sharp increase on the number of people knowing their status following the introduction of the Provider Initiated Testing and Counselling (PITC) and scale up and decentralisation of the ART programme. The UN supported the training of counsellors and provided technical guidance, drugs and kits to scale up and decentralise the ART programme which contributed immensely to the above mentioned improvements.

Percentage of adults and children with HIV still alive and known to be on treatment 12 months after the initiation of antiretroviral therapy dropped from 93.1 percent in 2007 to 75 percent in 2009³⁹. The Zimbabwe Country report attributes this decline to limited follow-up on ART patients. The use of manual registers for ART patients pose data management challenges. Evaluation participants felt that the introduction of an electronic system would help alleviate the data management problem. Consultation done as part of the evaluation indicated that a follow up on "defaulting" patients in Namibia revealed that the patients were either deceased or were accessing treatment from other sources.

At least 42 percent of eligible Orphans and Vulnerable Children (OVCs) had access to basic social services and protection under the Programme of Support for OVCs (PoS) of the National Action Plan (NAP) for OVC⁴⁰. Through the PoS, the UN reached more than 500,000 children with free education, health, protection, livelihoods and other support. However, consultations during the evaluation revealed that other CSOs have been implementing OVC programmes outside the mainstream funding mechanism of the PoS implying that the number of OVCs getting support could be slightly higher than reported.

The GoZ, through funds generated from the AIDS levy, has been a significant contributor in the fight against the epidemic. The Expanded Support Programme, a common fund supported by five bilateral

³⁴ Zimbabwe (UNGASS) Country Report 2010

³⁵ Ministry of Health and Child Welfare (MoHCW) estimates, 2009

³⁶ Know your epidemic, know your response, 2010

³⁷ Zimbabwe UNGASS Country Report 2010

³⁸ Zimbabwe UNGASS Country Report 2010

³⁹ Zimbabwe Country Report quoting a Global Fund funded Cohort study done in 22 districts in Zimbabwe

⁴⁰ Know your epidemic, know your response, 2010 quoting UNGASS report

donors and implemented through the UN agencies, GoZ and NGOs was implemented to scale up the national HIV response in line with the Zimbabwe National HIV and AIDS Strategic Plan (ZNASP).

During the cycle, the UN supported the GoZ in tracking and modelling the epidemiology of the HIV and AIDS epidemic, producing two-yearly national HIV and AIDS estimates and the United Nations General Assembly Special Session (UNGASS) reports. These estimates and reports are a credible reference on the developments and status of HIV and AIDS in Zimbabwe. The UN also supported the GoZ in HIV and AIDS data management. However, data management is constrained by capacity challenges especially at the facility/hospital level due to understaffing, power cuts and shortage of Information Communication and Technology (ICT) equipment. At the time of the evaluation, the UN was lobbying for the formulation of the health sector ICT policy which, once in place would allow for the creation of a national database on HIV and AIDS and improve follow-up on those in treatment.

In regard to the cross-cutting principles, the UN contributed significantly to the capacity building of national HIV and AIDS response structures. Human rights principles of universality, indivisibility and non-discrimination were observed during implementation. However, while it is generally acknowledged that there is a close link between gender and HIV and AIDS, mainstreaming of gender into HIV and AIDS responses leaves room for further strengthening during the new ZUNDAF cycle.

While the country has registered a decline in HIV incidence and prevalence rates, the prevalence rate is still amongst the highest in the region and a considerable proportion of eligible persons are not accessing treatment. It is highly unlikely that the country will attain the MDG targets of halting and reversing the spread of HIV and AIDS and achieving universal access to treatment for HIV and AIDS by 2015.

2.3.2 ZUNDAF Outcome 2: Poverty, Economy and Employment

ZUNDAF Outcome 2: *Enhanced national capacity and ownership of development processes towards the attainment of the MDGs by 2015*

The evaluation could not establish current statistics for the ZUNDAF outcome indicators:

- 1) Percentage of people below the Total Consumption Poverty Line (TCPL) baseline: 72 percent in 2003
- 2) Human Poverty Index (HPI) baseline: 40.3 in 2005
- 3) Percentage of people below the Food Poverty Line (FPL) baseline: 48 percent in 2003

The Poverty, Incomes, Consumption and Expenditure Survey (PICES) that produces statistics for these indicators among others had not been completed at the time of the evaluation. Evaluation participants predicted that the ZUNDAF outcome indicators might have worsened due to the socio-economic decline that Zimbabwe went through over the past decade. With this, the challenge of meeting the MDG target of halving the proportion of the population below the TCPL to 36 percent by 2015 remains high. The ZUNDAF cycle was characterised by deindustrialisation resulting in significant job losses, increased informal work alongside low job creation, and low productivity in the formal sector⁴¹. The MDG target on “achieving full and productive employment and decent work for all women and young people” is less likely to be attained by 2015.

An analysis of the agreed ZUNDAF indicators revealed that they do not adequately measure the “enhanced national capacity and ownership of development processes towards the attainment of the MDGs...” Therefore, even if current data were available, the evaluators would not be in a

⁴¹ UNDP, Comprehensive Economic Recovery in Zimbabwe, A Discussion Document, 2008

position to reach a conclusion on the achievements made on these outcome. However, on the basis of CP outcomes, some progress was made to which the UN's contribution can be ascertained. But again, the CP outcomes were not clearly aligned to the ZUNDAF outcome, making it difficult to refer to them (CP outcomes) as proxies for progress made on the ZUNDAF outcome.

Progress made on CP outcomes

Outcome 2.1: *Strengthened capacity to formulate, implement and monitor pro-poor policies*

The Short Term Emergency and Recovery Programme (STERP) was developed and successfully implemented during the cycle. The STERP brought about economic growth and stability and restored normalcy in the economic and social services sectors. The UN and other development and humanitarian partners provided technical and financial support to the GoZ during implementation of the STERP. The Medium Term Plan (MTP), formulated with technical and financial support from the UN and partners has been adopted as a credible macro-economic framework that will guide the country's programmes until 2015. Policy reforms to inform policy-making were developed between 2009 and 2011 with the support of the UN. Consultations during the evaluation suggested that the success of the MTP hinges on the formulation of sector policies and the implementation mechanisms that are aligned to donor programmes to facilitate policy implementation and monitoring.

Two sectoral policies were successfully developed and launched with the UN's support: the Zimbabwe National Employment Policy Framework (ZiNEPF) and the Small and Medium Scale Enterprises Policy. Implementation of the policies during the cycle was constrained by the unstable macro-economic environment. However, their development laid a foundation for economic revival and employment generation.

CP Outcome 2.2: *Improved utilisation of disaggregated data in development planning, implementation and M&E*

The UN provided technical guidance during the transformation of the Central Statistics Office (CSO) into ZIMSTAT, a semi-autonomous entity. The UN also provided institutional and operational support to enhance ZIMSTAT's functionality. This support has enabled the entity to undertake specific studies to address data gaps, most notably the Poverty, Incomes, Consumption and Expenditure Survey, (PICES) 2010-11; the Inter-Censal Demographic Survey (ICDS) 2008; the Zimbabwe Demographic Health Survey (ZDHS) 2010/11; the Multiple Indicator Monitoring Survey 2009 and the Migration Profile 2009. The UN also supported the establishment of ZIMDAT and training of national and provincial GoZ officials on M&E, generation and utilisation of disaggregated data for development. This has increased the availability of disaggregated data in the country. However, the evaluation could not establish evidence of the utilisation of the database.

CP Outcome 2.4: *Enhanced sustainable livelihoods and recovery and Disaster Risk Reduction integrated in development planning*

The evaluation found that there was limited progress on enhancing long-term livelihoods and recovery. During the ZUNDAF cycle, most development and humanitarian players focused on saving lives and protecting livelihoods rather than enhancing livelihoods in a sustainable manner. The UN made contributions towards enhancing livelihoods through its support to the Youth Employment Support (YES) and the Youth Employment and Rural Development programmes and in the process contributed to the creation of more than 2,000 jobs for marginalised youths⁴². With support from the UN, the Ministry of Labour and Social Services (MoLSS) set up a programme unit that coordinates relief and recovery programmes at the national and district levels. The UN supported capacity building for disaster institutions and the mainstreaming of Disaster Risk Reduction (DRR) in development planning. Through the Directorate of Civil Protection, Zimbabwe now has the technical capacity to lead in disaster management.

⁴²Data obtained from consultations with poverty, Economy and Employment TG

The above analysis of CP outcomes point to *enhanced national capacity* but there is no concrete evidence of *enhanced national ownership* of development processes. As a result, this evaluation is unable to conclusively judge on the attainment of the ZUNDAF outcome. A UNDP-commissioned evaluation⁴³ of the outcome could not reach conclusions on progress made on the outcome, citing among other things the ambiguity of the outcome statement.

Cross-cutting programming principles of gender equality, environmental sustainability and results-based management were not prominent under the ZUNDAF outcome. However, capacity building was at the core of the UN's intervention (placement of staff in Government ministries and conducting capacity building workshops for relevant ministries' personnel training). There is evidence of observance of some human rights principles (universality, non-discrimination, participation and inclusion) in programmes implemented under the outcome.

2.3.3 ZUNDAF Outcome 3: Governance and Human Rights

ZUNDAF Outcome 3: *Strengthened capacity for promoting the rule of law, dialogue, participation in the decision-making process and protection of human rights*

This ZUNDAF outcome did not have indicators, making it difficult for the evaluators to objectively assess the progress made at the ZUNDAF outcome level. Analysis at the CP outcome level was also constrained by the absence of baseline data for all indicators. In responding to the requirements of the evaluation, the evaluators assessed progress made towards the ZUNDAF outcome by analysing the main CP outcomes as proxies for the attainment of the ZUNDAF outcome. In analysing progress made on this outcome, it is important to acknowledge the signing of the Global Political Agreement (GPA) in 2008 and formation of the GNU in 2009. These developments resulted in constitutional amendments that led to the development and implementation of programmes that initially were not included in the 2007-2011 ZUNDAF. The UN actively participated in the implementation of these programmes. An analysis of the results achieved by these "new" interventions has been carried in this section.

Progress made on CP outcomes

Outcome 3.1: *Systems, institutions, mechanisms and processes that promote good governance, gender equality, the rule of law and dialogue strengthened*

Evaluation participants pointed to improvements in legislators' participation in the two houses of assembly; more productive debates and informative feedback from portfolio and thematic committees. This has been attributed to UN's capacity building programmes in the areas of legislative, economic, human rights, international treaty obligations, gender analytic skills, public outreach programmes and the secretariat support services among others.

The UN supported judicial reforms leading to the passing of the Judicial Service Act and the establishment of a Judicial Service Commission. The capacity of lower courts to dispense justice was enhanced through the UN's capacity building programmes while juvenile justice support services were operationalised during the period. The Judiciary sector was able to produce up-to-date law reports and establish a commercial court creating investor friendly environment in the country. Access to justice was enhanced through the decentralisation of legal aid services. However, evaluation participants have indicated that the judiciary is still suffering from understaffing and inadequate capacity building programmes.

⁴³ Outcome evaluation of the UNDP country programme of cooperation 2007-2011, October 2011

Outcome 3.1: *Increased participation of society in particular the marginalised groups in policy and decision making processes*

Participation of the marginalised groups in decision-making has mainly been through the Tripartite Negotiating Forum (TNF), National Economic Consultative Forum (NECF) and Poverty Reduction Forum (PRF) whose membership is involved in national level decision making platforms. About 50 percent of the decision making-institutions draw membership from these marginalized groupings⁴⁴. During the same period, the UN advocated for junior parliamentarians' contribution to national debates, especially on issues related children's rights. Children, through the junior parliament were able to contribute to the national constitution making process. However, the junior parliament is no longer an annual event.

The UN provided substantial capacity development support to the GoZ in the introduction and implementation of the Integrated Results Based Management (IRBM) to strengthen responsiveness and accountability in the public sector, as well as enhancing systems for performance measurement and the management of scarce resources. However, the evaluation found no evidence of the successful application of these skills.

Outcome 3.3: *Mechanisms that protect and promote human rights and human rights principles strengthened*

During the ZUNDAF cycle, Zimbabwe ratified the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol), and the Southern African Development Community (SADC) Protocol on Gender and Development. Despite the ratification of the SADC Protocol which sets a target of 50 percent representation of women in all decision making bodies by 2015, women are poorly represented in the Government of National Unity (GNU) of Zimbabwe. Following the 2008 elections, women represented 15 percent of members of the lower House of Parliament and 24 percent of the upper House. Women's representation in ministerial positions stands at 19 percent, 9 percent for deputy ministerial positions, 26 percent for permanent secretaries, 33 percent for director level and 67 percent public service commissioners. Although the trend shows a gradual rise in women's participation rates from the 1980 levels, the MDG Target to increase the participation of women in decision making in all sectors, and at all levels to 50:50 by 2015 is still a serious challenge.

Progress made under new interventions

Following the signing of the GPA, Constitutional Amendment 19 was made leading to the reconstitution of the Zimbabwe Electoral Commission (ZEC), Anti-Corruption Commission (ACC) and the establishment of the Media and Human Rights Commissions. The UN has provided financial and technical support to the commissions. However, the inadequate capacities and institutional structures of these commissions have constrained their effectiveness and responsiveness in engaging the citizenry. For instance, at the time of the evaluation, the Human Rights Commission was not fully commissioned and hence not yet operational to receive and process human rights complaints.

The Organ for National Healing, Reconciliation and Integration (ONHRI) was set up to facilitate national healing, cohesion and unity in the aftermath of the 2008 politically motivated violence. The UN provided technical and financial support towards the operations of the ONHRI. At the time of the evaluation, the ONHRI had produced a strategic plan, conducted outreach activities in several provinces, engaged various stakeholders (particularly church groups and youth) to lay out a framework for national healing and reconciliation, and established a pilot peace village. However, the weak institutional capacity of the ONHRI secretariat and late disbursement of funds by the UN delayed implementation.

⁴⁴ Obtained from discussion with Governance and Human Rights Thematic Group

Zimbabwe engaged in a constitution making process. At the time of the evaluation, drafting of the constitution was at an advanced stage with more than 50 percent of the consultative meetings having been completed. The constitution making process brought the different political parties together to produce a constitution that would contribute immensely towards the improvement of democratic governance in Zimbabwe. The UN provided technical and financial support to the constitutional process and often brokered in disagreements between representatives of parties that constitute the Constitution Select Committee (COPAC). UN's support has been credited for the continuation of the constitution drafting process.

Analysis of CP outcomes shows that modest achievements have been made towards attaining the ZUNDAF outcome. Most importantly, the UN has assisted the GoZ in establishing structures for promoting the rule of law, dialogue, participation in the decision-making process and protection of human rights. The established structures still require technical and financial support to make them fully functional and deliver on their mandates. The 2012-2015 ZUNDAF Outcome 1 builds up on the achievements made in the current phase.

Lesson Learnt: It is vital to build the capacity of the commissions that have been established so that they can effectively deliver of their mandates.

Recommendation: *While Outcome 1.4 of the new ZUNDAF commits support to the ZEC the other three commissions require technical and human assistance to be functional. The UN should therefore make these commissions a priority since it has already supported the efforts that have built a foundation.*

Lesson Learnt: After-training evaluation exercises are essential as they provide information on participants' willingness and capability to put the skills into practice and identify additional training needs.

Recommendation: *The UN should support an evaluation of the RBM trainings that has been conducted to determine whether participants can employ their learned skills in the next ZUNDAF cycle.*

In terms of the integration of cross-cutting principles, this outcome as a separate pillar on human rights paid adequate attention to human rights and gender issues. As discussed above, capacity building was a major focus under this outcome.

2.3.4 ZUNDAF Outcome 4: Gender

ZUNDAF Outcome 4: *Reduced negative social, economic, political, cultural and religious practices that sustain gender disparity*

The evaluation found that all GoZ ministries had appointed gender focal persons at the deputy director level or above to ensure that all ministry programmes and policies incorporate gender. However, the mainstreaming of gender varied across ministries and only a few ministries had fully integrated gender into their policies and programmes. The UN provided training to gender focal persons of identified sectors and advocated for gender in national frameworks and programmes. Gender is well covered in the MTP as a result of this advocacy.

The evaluation team noted that the above ZUNDAF outcome indicator is an inadequate measure of progress made in achieving the outcome. As a result, analysis was further done at the CP outcome level.

Progress on CP outcomes

Outcome 4.1: *Increased capacity of national institutions, women's and civil society organisations to mainstream gender*

Due to their interrelatedness, some achievements under this outcome (production of state party reports and ratification of protocols on gender) have been reported under ZUNDAF Outcome 3. Another achievement under the outcome emanating from the UN's support to the GoZ and advocacy is the incorporation of gender budgeting in the Government budget bidding process. The UN provided technical and financial support towards the development of a Gender Policy Action Plan which was adopted during the ZUNDAF cycle.

Outcome 4.2: *Gender equality achieved in representation of women in politics and decision making positions*

As discussed under ZUNDAF Outcome 3, representation of women in the houses of assembly has improved from the 1980 levels but still fall below 25 percent. The UN contributed to this positive change through its advocacy for the inclusion of women in key decision making positions.

Outcome 4.3: *Institutional mechanisms and socio cultural practices that protect women and girls from Gender Based Violence*

As a result of a series of advocacy by the UN and developmental partners, the Domestic Violence Act (DVA) was passed into law in February 2007 as an overall strategy to address gender-based violence in the country. The GBV programme was implemented within the framework of international, regional, and local conventions, legislations, and policies that aim to promote and protect the rights of women and girls for improved quality of life. Evaluation participants reported that since the enactment of the DVA, there has been an increase in reported cases of GBV and a decline in discriminative attitudes towards women and girls. Lack of supportive infrastructure and limited advocacy has constrained the implementation of the Act. Hence, despite the adoption of the Act and reforms to the Criminal Law Act in 2006, violence against women, particularly domestic violence, remains widespread and perpetrators continue to benefit from impunity⁴⁵.

The UN has provided technical and financial support for the establishment of institutions to address domestic and gender-based violence. These include the Anti-Domestic Violence Council, the Victim Friendly Units, the One-Stop Centres and the Adult Rape Clinic. The UN's support towards gender has contributed to an increased number of civil society organizations involved in the implementation of domestic and GBV activities. At individual and community levels, there is increased awareness on GBV, increased men and boys' involvement in gender issues and improved service provision to the survivors of GBV⁴⁶.

While there have been significant efforts to tackle issues that sustain gender disparity, there have been minimal changes from the pre-2007 scenario: there are still few women occupying positions of power, the majority of GBV survivors are women and there is a weak supportive environment on gender. In addition, most human rights instruments that promote women's and girls' rights are not fully integrated into the national legal framework and budgetary allocation to the Ministry of Women's Affairs, Gender and Community Development (MoWAG&CD) is still very low. While Outcome 7 of the 2012-2015 ZUNDAF shows the GoZ and UN's commitment to integrate human rights instruments that promote women's and girls' rights into the national legal framework, there is

⁴⁵www.africa4womensrights.org

⁴⁶UNFPA 5th CP Evaluation Report (2010)

no clear strategy to address the widespread violence against women and limited advocacy on the DVA.

Recommendation: The next ZUNDAF should prioritise nationwide advocacy campaigns on the DVA and the timely provision of justice in cases of violation of women's and men's rights.

As a separate pillar on gender while this outcome primarily focused gender issues, it also supported programmes to further the programming principles of Human Rights Based Approach (HRBA), Capacity Building (CB) and Result-Based Management (RBM).

2.3.5 ZUNDAF Outcome 5: Population and Basic Social Services

ZUNDAF Outcome 5: *Improved access to good quality and equitable basic social services*

This ZUNDAF outcome did not have indicators. Analysis of progress made towards achieving the ZUNDAF outcome was done at CP outcome level. The evaluation also analysed results achieved by other programmes implemented during the cycle and their contribution towards the ZUNDAF outcome.

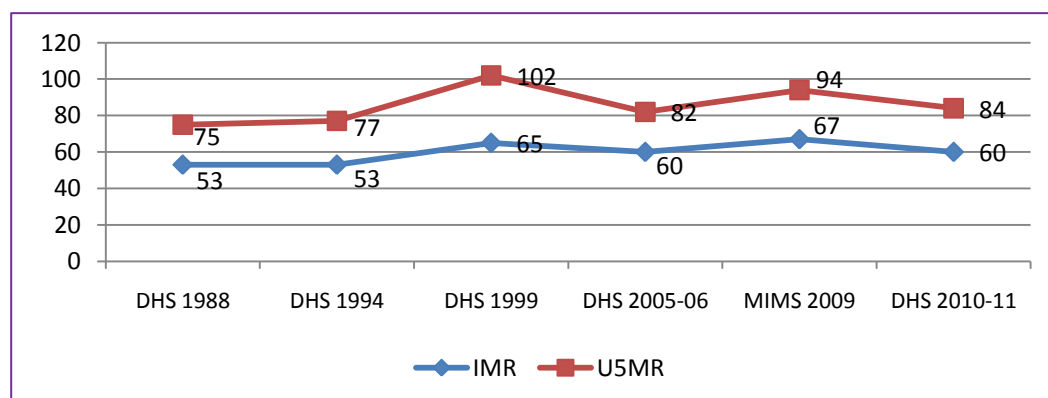
Progress on CP outcomes

Outcome 5.1: *Improved access to preventive, promotive and curative health and nutrition services*

The proportion of one-year old children immunised against measles increased from 65.6 percent in 2006 to 79 percent in 2011 while those immunised against DPT3 increased from 62 percent to 72.9 percent during the same period⁴⁷. The UN provided technical and financial support towards nationwide immunisation programmes and also supported the GoZ's response to the measles outbreak in 2009/2010.

The proportion of children under five who were underweight fell from 16.6 percent in 2006 to 9.7 percent in 2011. The under-five mortality rate increased from 82 per 1000 in 2006 to 84 per 1000 in 2011, whereas the infant mortality rate declined from 60 per 1000 to 57 per 1000, and the child mortality rate (1-5) and neonatal mortality rate respectively increased from 24 per 1000 to 29 per 1000 and 24 per 1000 to 31 per 1000. While these statistics seem to present a gloomy picture on the health sector, an analysis of the trend over the years shows a stabilisation of the Infant Mortality Rate (IMR) and Under-5 Mortality Rate (U5MR). Still, the MDG 4 target of reducing the under-five mortality rate by two-thirds between 1990⁴⁸ and 2015 is currently off track.

Trends in IMR and U5MR: Reported by UNICEF Zimbabwe



The UN has

⁴⁷ ZDHS 2005-06 and ZDHS 2010-2011

⁴⁸ In 1990, child mortality was estimated at 80 deaths per 1000 births

contributed to the stabilisation of these main indicators (IMR and U5MR) through its support to the PMTCT and paediatric care programmes. The UN-supported Health Sector Investment Case (HSIC) contributed immensely towards strengthening the health system through its emphasis on high-impact priority interventions. Zimbabwe has already met the Abuja target of an acceptable incidence rate of malaria of 68 per 1,000 people⁴⁹. The UN contributed towards the attainment of this target through its support to national anti-malaria campaigns and the nationwide distribution of mosquito nets. Ownership of any type of nets has increased from 20 percent in 2005 to 41 percent in 2010 while ownership of Insecticide Treated Nets (ITN) has increased from 9 percent to 28 percent during the same period⁵⁰.

In terms of Tuberculosis (TB), globally, the country ranks 17 out of 22 high-burden TB countries. TB incidence rate increased from 97 per 100,000 in 2000 to 782 per 100,000 in 2007⁵¹. Zimbabwe still experiences perennial cholera epidemics but at a much lower scale as compared to the 2008/09 levels. The attainment of the MDG target of halting and reversing the increasing incidence of malaria, TB and diarrhoeal diseases is still a challenge especially with respect to TB and diarrhoeal diseases. The UN and other development and humanitarian partners mobilised resources for a nationwide cholera response following the 2008 cholera outbreak resulting in the containment of the epidemic and a general decline in cholera cases since 2008.

The UN provided support towards the implementation of the Essential Medicines Support Programme (EMSP), a multi-donor collaboration to make available essential medicines in health institutions. The EMSP has resulted in 82.5⁵² percent of the primary health care facilities having 80 percent of the much needed essential medicines available. This virtually means that there are no stock outs of essential medicines in 2011, thus enabling Zimbabweans to enjoy the right to quality health care. The UN-supported skills retention scheme helped retain and attract health staff resulting in the resumption of health service provision in most public hospitals. While the scheme assisted in getting health workers back to work, it is argued it was not able to retain doctors and high qualified health professionals.

Outcome 5.2: Improved access to safe water supply and adequate sanitation

The proportion of the population with access to improved water sources fell from 75 percent in 2005/06 to 72.8 percent in 2009⁵³ depicting a worsening water situation during the first phase of the ZUNDAF cycle and a departure from the MDG target. Most urban centres had challenges of obsolete water supply infrastructure and constant water supply breakdowns. The UN ameliorated the situation by providing alternative water sources; boreholes in urban area and water purification chemicals

The proportion of people with access to improved sanitation rose from 40 percent in 2005/06 to 60.3 percent in 2009 representing a major improvement in the sector and progress towards attainment of both the MDG and ZUNDAF targets. Urban areas had a much higher proportion (97 percent) of the population using improved sanitation facilities compared to rural areas (43 percent)⁵⁴. The UN contributed through rigorous support to Participatory Health and Hygiene Education (PHHE) campaigns and provision of sanitation facilities (mostly ecosan toilets).

Outcome 5.3: Increased availability and access to comprehensive gender sensitive reproductive and child health services

⁴⁹ MDG Report 2010

⁵⁰ 2005-2006 and 2010-2011 ZDHS

⁵¹ MDG Report 2010

⁵² <http://www.unicef.org/zimbabwe/media.html>

⁵³ ZHDS 2005-2006 and MIMS 2009

⁵⁴ ZHDS 2005-2006 and MIMS 2009

The maternal mortality ratio (MMR) increased significantly over the past 20 years, from 283 per 100,000 live births in 1994 to 725 per 100,000 live births in 2007⁵⁵. The MDG target of reducing the MMR to 174 per 100,000 live births by 2015 is a huge challenge for the country. The UN has however made efforts to bring down maternal mortality by supporting specific programmes on Sexual and Reproductive Health (SRH) and through the training of primary health care providers including midwives to increase the number of births attended by skilled personnel. Consequently, the number of births attended by skilled personnel increased from 60 percent in 2009 to 66.2 percent in 2010⁵⁶.

Outcomes 5.4 and 5.5: Education

The MDG 2010 report affirms that there is near gender parity in primary and lower secondary school enrolment. However, the report also notes that girls comprise only 35 percent of the pupils currently in upper secondary education and the completion rate for secondary school is higher for boys than it is for girls. Discussions with authorities from one primary school (Zvimba district) that was visited during the evaluation revealed that a few families were still keeping girls at home to attend to household chores while their boy counterparts go to the school. While this case may not be representative of the country situation, it does show that the MDG target of eliminating gender disparity in primary and secondary education by 2005 is yet to be achieved. There is however a likelihood of attaining gender parity in primary school by 2015. The UN, through the Education Transition Fund (ETF) and Child Friendly Schools (CFS) programmes, distributed learning materials to almost all primary schools in Zimbabwe hence providing equal access to education for all.

The latest country statistics indicate that net primary school attendance increased marginally from 91 percent in 2006 to 91.2 percent⁵⁷ in 2009 while the primary school completion rate fell from 68 percent in 2004 to 42.6 percent in 2009⁵⁸. In addition, statistics showed that almost 50 percent of Zimbabwe's children graduating from primary school were not proceeding to secondary school⁵⁹. Statistics from a primary school in Zvimba district shows that in 2011 alone, about 15 percent of pupils had dropped out of school for a number of reasons, topical among them; food shortages and inability to pay school levies pegged at US\$20 per term. School attendance tended to be high during harvest periods and when the school feeding programme was running. The MDG target of "ensuring that all Zimbabwean children are able to complete a full programme between 2000 and 2015" is yet to be achieved. The GoZ and UN's Basic Education Assistance Module (BEAM) has kept over 560,000 disadvantaged children in school⁶⁰. The UN has been supporting school feeding and nutrition gardens programmes in selected schools around the country.

The UN complemented the GoZ's policy on the introduction of Early Childhood Development (ECD) centres in all Government primary schools through its para-professionals training programme for ECD teachers and the distribution of playing and learning materials. About 1,100 ECD teachers were trained in 2008-2009⁶¹. According to GoZ officials, the trained teachers are serving in schools and the enrolment of ECD learners has increased. In support of the GoZ's policy to provide life skills to all pupils in the formal education system in Zimbabwe, the UN supported the development of HIV and AIDS policy for teacher education which targets teachers as individuals and as trainers. The UN also supported GoZ in reviewing training curriculum for teachers, strengthening its coverage of health, HIV and AIDS and gender issues. GoZ official reported that HIV and AIDS was an examinable module in almost all teachers colleges and almost all school provide classes on HIV and AIDS to pupils from

⁵⁵ MDG Report 2010

⁵⁶ MIMS 2009 and ZDHS 2010-2011

⁵⁷ ZHDS 2005-2006 and MIMS 2009

⁵⁸ MIMS 2009

⁵⁹ http://www.unicef.org/infobycountry/media_51121.html

⁶⁰ Know your epidemic, know your response, 2010 quoting UNGASS report

⁶¹ Figure obtained from discussions with the Ministry of Higher and Tertiary Education

Grades 6 and above. The UN, working in collaboration with the MoHCW, NAC, CSOs and other development partners provided HIV and AIDS services to other institutions of higher education.

Other programmes: *Social protection*

Within the context of the Programme of Support (PoS) for the National Action Plan for Orphans and Vulnerable Children (now called the Child Protection Fund), the UN supported the GoZ in implementing a social protection programme targeting vulnerable families and individuals. The programme had three main components: cash transfer, social service delivery and friendly justice for survivors of GBV, abandoned children and returned migrants. An independent review of the PoS found it relevant, efficient and effective in addressing social protection challenges in Zimbabwe⁶². Additionally, a sector-wide plan for social protection in Zimbabwe has been developed.

The decline in social service provision experienced in the past decade until 2009 rendered the attainment of almost all MDG targets impossible. However, the situation improved significantly from 2009 until the end of the ZUNDAF cycle and there is a likelihood of attaining a few MDG targets; gender parity in primary school and acceptable incidence of malaria (already achieved).

Cross cutting programming principles of capacity building, HRBA and gender equality were observed under the ZUNDAF outcome. For instance, the UN supported capacity building in the health and education sectors which improved service delivery in these sectors. Most programmes implemented under the outcome emphasized on universality, non-discrimination and gender equality. Although some RBM training was done, the evaluation did not find adequate evidence of its application throughout the cycle.

2.3.6 ZUNDAF Outcome 6: Agriculture, Land and Environment

ZUNDAF Outcome 6: *Improved food security and sustainable management of natural resources and the environment*

This ZUNDAF Outcome did not have any indicator. Analysis of progress made towards attaining the ZUNDAF outcome was done at CP outcome level.

Progress on CP outcomes

Outcome 6.1: *Increased crop and livestock productivity and production*

Maize production for 2010 was estimated at 1.35 million tonnes, an increase of seven percent over the preceding year and surpassing 800,000 tonnes produced in the 2004/05 season. The area under maize for the 2009/10 season was 20 percent higher than the preceding year and reached a historical high of 1.8 million hectares⁶³. This increase in planted area is a result of an extensive input support programme supported by the GoZ, UN, CSOs and other development partners benefiting an estimated 738,000 farmers. The input support programme had an extension component that complemented the GoZ's extension support.

Average yield per hectare is estimated to have increased from 0.4t/h in 2006/07 to 0.7t/h in 2010/11⁶⁴. However, according to the FAO/WFP CFSAM report (2010), a third of rural farmers experience cereal shortage during the lean period November/December to February/March and they still require external food support as they lack resilience due to the crisis experienced in the previous years. The 2010 ZIMVAC Report estimates that about 1.3 million people will be food

⁶² UNICEF Zimbabwe, 2010 Annual report

⁶³ FAO/WFP CFSAM report, 2010

⁶⁴ Figure obtained from evaluation discussions with the UN

insecure at the peak of food insecurity. Attainment of the MDG target of halving the proportion of people suffering from hunger is still a challenge.

During the ZUNDAF cycle, the UN supported the GoZ in undertaking nationwide livestock vaccinations and disease surveillance programmes. These programmes have resulted in bringing down Newcastle Disease outbreaks from as high as 60 outbreaks per year in 2004-6 to 7 outbreaks in 2009/10; empowering communities to do own vaccinations through the community-based vaccination programmes; containing and confining Foot and Mouth Disease (FMD) outbreaks to the FMD endemic provinces of Masvingo and Matabeleland South; and the resuscitation of all dip tank management committees that now manage community dipping services⁶⁵

The UN provided financial and technical assistance towards strengthening the capacity of the GoZ and the Food and Nutrition Council (FNC) to coordinate national level nutrition and food and security analyses. The UN supported the Crop and Livestock assessments, the annual joint FAO/WFP Crop and Food Supply Assessment Mission (CFSAM), the Agriculture and Food Security Monitoring System (AFSMS), and the Zimbabwe Vulnerability Assessment Committee (ZIMVAC). Due to their strengthened capacities, the GoZ has led in national surveys, which are a major source of information and reference point for food and nutrition security and vulnerability in the country.

The UN supported the development of a National Food and Nutrition Policy for Zimbabwe that harmonises economic growth, agricultural production, industrialisation, improved food and nutrition security. The UN advocated for gender and HIV and AIDS mainstreaming in the agriculture sector. HIV and AIDS mainstreaming manuals have been produced and are reportedly being utilised in agricultural colleges and training centres⁶⁶.

Outcome 6.3: Improved natural resource use and environmental management

The proportion of land covered by forest decreased from 60 percent in 1996 to about 53 percent in 2011. Latest figures for GDP per unit of energy use (as proxy of energy efficiency) lies at 379 (2003)⁶⁷. In Zimbabwe the protected areas system comprise approximately 13 percent of the land area. There are also other conservation areas outside of protected areas such as Conservancies, some communal lands, botanical gardens and private property (+30 percent together with protected areas). However the security of areas outside of protected areas is threatened due to human encroachment⁶⁸.

Although no figures were availed to the evaluation team, the UN reported that the country has experienced a significant reduction in fire incidences as a result of its support to the GoZ on reducing extreme fire threat to gazetted forests, forest plantations, rural livelihoods and the natural environment in selected provinces of the country. A number of environmental policies and strategies were developed during the period under review: the National Environmental Policy and Strategy (2009); Waste Management Strategy (2008); Zimbabwe Environmental Statistics document (2010); and Local Environmental Action Plan (2007). According to GoZ officials, implementation of the strategies was constrained mainly by resource limitations. Public awareness on environmental issues has been weak although it is essential for effective environmental conservation and management. Outcome 4.1 of the 2012-2015 ZUNDAF reflects the GoZ and UN's commitment towards addressing these impediments.

⁶⁵ FAO Zimbabwe Achievements, 2010

⁶⁶ Evaluation of FAO cooperation in Zimbabwe (2006-2010)

⁶⁷ Information obtained from consultations with the Agriculture, Lands and Agriculture Thematic Group.

⁶⁸ Zimbabwe's Fourth National Report to the Convention on Biological Diversity, 2010

Consultations during the evaluation revealed that the UN's support to the GoZ on land management has resulted in improved land and property rights of women; improved capacity of the GoZ Ministry of Agriculture, Mechanisation and Irrigation Development (MoAMID), Ministry of Lands, Land Reform and Rural Resettlement (MoLLRR) and Ministry of Environment and Natural Resources Management (MoENR) on agro-ecological methodology, land evaluation and land-use planning and information management. According to GoZ officials, the country now has the capacity to undertake a planned land audit survey.

Although the second half of the ZUNDAF cycle saw a general improvement in the food security situation of the country, some sections of the population still experience food shortages and attaining the MDG target of halving the proportion of people suffering from hunger is still a challenge. Not much progress was made in the area of environmental and natural resource management.

The evaluation found that under this outcome there was optimal observance of cross cutting principles of capacity building, RBM, gender equality (only under agriculture interventions) and environmental sustainability.

2.4 Efficiency

As discussed in the partnership section, the ZUNDAF has fostered several good partnerships and complementarities. However, the evaluation was not able to conclude to what extent the ZUNDAF has contributed towards the reduction of transaction costs for the UN agencies, as the evaluation participants could not provide any evidence in support of that. The ZUNDAF has contributed to the reduction of transaction costs by promoting joint reviews. On the other hand, as some staff members indicated during the evaluation, the meetings on ZUNDAF related issues have caused an increase in transaction costs in terms of staff time. However, UN agencies felt that more joint initiatives would contribute to the reduction of the transaction cost. Planned flagship programmes for the new ZUNDAF cycle are a right step in this direction.

2.5 ZUNDAF Coordination

2.5.1 ZUNDAF Coordination: Highest Level

The UNCT and OPC are the highest-level decision making bodies, which jointly decide on strategic issues related to the ZUNDAF. TGs have been the primary vehicles for operationalising the ZUNDAF. During the roll out of the new ZUNDAF, the coordination mechanisms of the UN in Zimbabwe have gone through some enhancements for achieving a more effective internal UN coordination. The Programme Management Team (PMT)⁶⁹ has been established as a management tier to ensure the successful implementation of the ZUNDAF. The PMT leads joint M&E processes and serves as a platform for knowledge management and information sharing on best practices and lessons learnt. Moreover, an M&E Team was set up, reporting to the PMT.

During the ZUNDAF cycle the UN Resident Coordinator's Office (UNRCO) provided secretariat support, and was responsible for ensuring an effective UN coordination system by coordinating the activities of the UNCT, Operation Management Team (OMT) and TGs. However, the RCO's

⁶⁹ The PMT is comprised of UN heads of programmes at the deputy representative level or equivalent. Most senior officials from non-resident agencies based in Harare are also members. Other members include ZUNDAF Thematic Group Focal Points and programme officers from non-resident agencies based outside of Zimbabwe. (Zimbabwe PMT – Final ToR)

coordination with the TGs was limited⁷⁰. The TGs had their own secretariats. During the implementation of the ZUNDAF, the TGs felt a need for the strengthening of the RCO, which was also noted by the RC⁷¹. Recently, the RCO has hired new staff, and is prepared to play an enhanced role in the planning and monitoring activities of the TGs, and provide them with required technical assistance under the guidance of the PMT⁷².

2.5.2 ZUNDAF Coordination: Thematic Group Level

The ZUNDAF TGs were formed to facilitate the implementation of ZUNDAF priorities. The TGs are co-chaired by the heads of agencies and the permanent secretaries of the Government ministries. One of the key envisaged roles of the groups was to work together for minimizing the duplication of efforts⁷³. The TGs were responsible for the planning, implementation, monitoring and reporting of each respective thematic area. Effective coordination was imperative for the smooth functioning of the TGs. Among the TGs, the HIV group was better coordinated with gender being the other one⁷⁴. The evaluation reveals that coordination has generally been a grey area for most of the TGs. Convening meetings has been a challenge. TG Meetings were organised primarily for planning and monitoring, and not for implementation. Monitoring meetings were held for the Annual Review of the ZUNDAF. As reported by a Government member of a TG, within a thematic area various departments were operating with little or no coordination. Coordination at the TG level was affected by several factors:

1. *Country context*: The country context affected the functioning and coordination of the TGs. The focus was shifted more to humanitarian issues from development interventions under the ZUNDAF. The GoZ was going through a difficult phase, and was constrained by capacity gaps due to a lack of financial resources and brain drain. After the formation of the Inclusive Government, ministries were reshuffled which affected coordination mechanisms at the national level. The TG coordination was least effective during the crisis period (2007 and 2008).
2. *Lack of sustained commitment and capacity*: At the Thematic Group level, functioning was affected by the lack of sustained commitments by some TG members. At the individual level, group members also lacked motivation, as ZUNDAF related work was not recognised as part of their core responsibilities at the agency level. Some TGs reported capacity gaps both in terms of technical expertise and also in their role as a secretariat
3. *Role of the UNRCO*: As the TGs reported and also the RC noted⁷⁵, the RCO lacked dedicated resources and the capacity to ensure effective M&E and guidance to agencies to maintain the focus on ZUNDAF outcomes.
4. *Government's participation*: Government's participation at the TG level was less than optimal both quantitatively and qualitatively. Reportedly, in many cases junior officials participated in the TG meetings.

Lesson Learnt: TG members need to have adequate capacity and motivation for ensuring the effective functioning of the TGs.

⁷⁰ Interview with the UNRCO coordination analyst

⁷¹ Interview with the RC

⁷² Interviews with the UNRCO staff

⁷³ ZUNDAF (2007-2011)

⁷⁴ Report of the ZUNDAF Annual Review Meeting, Nov 2009, TG meetings during the Evaluation

⁷⁵ Interview with the RC

Recommendations:

- *At the agency level, it is important to motivate the TG members by including ZUNDAF related work in their staff appraisals to increase commitment.*
- *The RCO should play an enhanced role in coordination in the next ZUNDAF cycle through*
 - (1) Closer coordination with the TGs and the M&E group and by ensuring that implementation of the ZUNDAF M&E plan is on track;*
 - (2) Enhancement of institutional memory (archiving important documents, minutes of meetings, etc.);*
 - (3) Capacity development of TG members based on TG level capacity needs assessment under the guidance of PMT.*

2.5.3 Partnership Between Development Partners

Strengthening existing partnerships, as well as brokering new partnerships are key underlying principles for the operationalization of the 2012-2015 ZUNDAF. During the ZUNDAF cycle, important partnerships were built in humanitarian clusters, Government clusters and also in the ZUNDAF thematic areas.

The Humanitarian Cluster⁷⁶ mechanisms were important platforms for partnership development. Each of the education, WASH and nutrition clusters involved more than 100 partners from the UN, civil society and the private sector⁷⁷. Humanitarian agencies and the HIV/AIDS response were more able to build partnerships because of the nature of their mandates.

Important partnerships contributed to the results achieved in the Government clusters. In the 'economy cluster' the UN agencies partnered to provide agricultural inputs to small-holder farmers. In the 'rights cluster' the UN contributed to the constitution building process in partnership with other development actors.

During the implementation of the ZUNDAF, several strategic partnerships were formed through the TGs contributing to the achievement of critical results, The following are a few examples:

- During the transition phase, transitional financing instruments became critical platforms for bringing together line ministries, donors, the UN and civil society for social sector rebuilding. The Education Transition Fund (ETF) brought together 13 donors for supporting national-scale education assistance, which improved children's access to school, promoted quality education delivery, and enhanced safe learning environments. In the education sector, the UN agencies played a complementary role in large-scale teachers' training programmes by sharing financial and human resources. In the health sector, the UN agencies came together to implement the reproductive health programme with the Ministry of Health and Child Welfare and the Zimbabwe National Family Planning Council (ZNFPD).
- The Energy and Environment Programme (EEP) is an example of a UN, GoZ and private sector partnership which contributed to development and strengthening of policies, strategies, legislation and institutions dealing with the administration and management of environmental resources. This partnership consisted of the key Ministries of Environment and Natural Resources Management (MENRM), Energy and Power Development (MOEPD), Water Resources Development and Management (MWRDM), as well Lands and Rural Resettlement. In the execution of some of the projects, the private sector was involved through the provision of consulting services (i.e. Water Resources Assessment, Energy Resources Assessment, and waste management land fill design) and paying for resources under the EEP funds.

⁷⁶ 9 clusters

⁷⁷ UNICEF Annual Report (2010)

- The UN's effective partnership with the Ministry of Women's Affairs, Gender and Community Development and civil society resulted in the passing of the Domestic Violence Act, and the establishment of the Domestic Violence Council responsible for monitoring the implementation of the Domestic Violence Act.

The UN was able to develop as well as benefit from partnerships with the GoZ, civil society and the private sector. Interviews with implementing partners (IPs) and agency assessments revealed that partnerships were largely managed in a satisfactory manner although there were some gaps such as late payments of service providers⁷⁸. Some CSOs felt that the UN should be more consultative in its approach and there should be more dialogue with the IPs⁷⁹.

The ZUNDAF provided a strategic framework for improving synergies among the UN agencies, which resulted in several effective partnerships, as discussed above. However, as mentioned by some TG members and donors, many of these partnerships were built at the agency level. The evaluation reveals that a lot remains to be achieved in the area of synergy and partnerships between the UN agencies. Donors perceive that the UN agencies are in competition with each other. For instance, in the thematic area of basic social services, donors perceive that the initiatives of UN agencies are overlapping in the health sector⁸⁰. Some UN agencies also feel that there is considerable scope for reducing the duplication of efforts. In the area of food security, agencies feel more partnerships are possible⁸¹.

Donors feel that there is significant scope for improving partnership with the private sector. In Zimbabwe, the UN has engaged with the private sector in an Energy Environment Management project, which aims at promoting eco-efficient technologies in the industrial parks. The government is firmly behind this project and the model can be replicated for the development of other industrial parks. In the HIV and AIDS sector, a national strategic framework has been developed (2007-2010) for the private sector response to HIV and AIDS, which is a good example of a sector policy for private sector engagement.

Partnerships with international financial institutions (IFI) were limited due to their organizational policy of suspension of the lending programme in Zimbabwe. However, there is a lot of scope for improvement in the partnership between the UN and the financial institutions as they can complement each other with their unique comparative advantages.

Joint Programs

The following two joint programmes were initiated during the ZUNDAF cycle:

- (1) Expanded Support Programme on HIV/AIDS: The United Nations system in Zimbabwe, together with five bilateral donors, has jointly developed a programme of expanded support to the national HIV and AIDS response. The programme has contributed a total of USD 80 million over five years of implementation to HIV and AIDS response and put 72,000 people on ART nationally. The programme is implemented through UN agencies working in partnership with national authorities and NGOs⁸².
- (2) 2010 ZHDS: This is a joint initiative comprised of the GoZ, donors, UN agencies and NGOs. The ZIMSTAT has been responsible for the collecting and processing of the data, and the UN has

⁷⁸ UNDP CP Evaluation Report (2011)

⁷⁹ Meeting with the Women's Coalition. IPs suggested more consultation for assessing programming needs

⁸⁰ Meeting with European Union

⁸¹ Between FAO, WFP, UNICEF, UNDP, OCHA and IOM.

⁸² National AIDS Council (2011)

been supporting the ZIMSTAT in the management of this JP and has also been providing financial and technical support together with other donors.

Though there were several joint initiatives during the ZUNDAF cycle which contributed to significant results (as discussed above), the number of the JPs was limited. As noted by the mid-term review, on several occasions, some donor partners encountered difficulties in finding agencies keen to utilize funds devoted to the JP. Non-realization of the JP could be attributed to the following factors:

- Non-harmonized financial arrangements and funding modalities within the UN system
- As mentioned by one of the TG focal points, the agencies lack coordination capacity for executing the JP
- ‘Silo vision’ of the agencies, and different parameters for prioritization according to agency mandates

In the new ZUNDAF (2012-2015) cycle flagship programmes have been planned in each thematic area. As noted by a TG, there are capacity gaps in developing flagship programs and joint budgeting⁸³.

Lessons Learnt:

- If the IPs are involved at a later stage of implementation of a programme/project, it is difficult to ensure ownership.
- Partnerships are more effective when they are formed based on a clear understanding of complementarities and following a comprehensive strategy.

Recommendations:

- *The UN should ensure that there is more consultation with the Government and implementing partners in the design and implementation of programmes.*
- *The UNCT should develop a comprehensive partnership strategy for all stakeholders across sectors including the private sector following the example of the HIV and AIDS sector.*
- *The UN should enhance its partnership with IFIs in the areas of analytical work⁸⁴.*

2.6 Utilisation of Comparative Advantages (CA)

During the implementation of the ZUNDAF (2007-2011), the UN utilised its comparative advantages effectively. The UN agencies and stakeholders mentioned the following as comparative advantages of the UN system, and also mentioned areas with scope for improvement.

- I. The UN acted as a neutral development actor and a bridge between the Government, donors and civil society organisations*

During the ZUNDAF (2007-2011) cycle the UN was able to position itself strategically in the country's development roadmap utilising its comparative advantages. Neutrality was mentioned as the UN's most crucial comparative advantage, which enhanced its acceptance as a development actor and partner of choice. The Government viewed the UN as an honest broker, whereas donors preferred to channel their resources through the UN for the implementation of ZUNDAF and CAP. The UN played a bridging role between the

⁸³ Articulated by a TG during the TG meeting

⁸⁴ The UN has already started to engage with IFIs in A- MDTF

Government and the NGOs during the crisis by successfully engaging in active advocacy for the removal of the suspension imposed on the NGOs⁸⁵.

II. The UN's technical knowledge and diverse skill base contributed to enhancement of national capacity

During the ZUNDAF cycle utilising its specialised knowledge base, the UN enhanced national capacities on wide range of issues through the provision of critical technical inputs for policy formulation. The National Health Strategy (2010-2013), and the National Strategic Plan for Education (2011-2015) were some of the key policies formulated with UN support. These strategic inputs fed into the Medium Term Plan (2011-2015). Important research studies conducted in various thematic areas contributed to policy development. The country analysis, which served as the analytical base for the ZUNDAF (2012-2015) was an important exercise, which identified the underlying causes and challenges in the thematic areas. The UN made significant contributions towards capacity development of the Government and other implementing partners on a wide range of issues in six ZUNDAF priority areas including constitution building, RBM, parliamentary and Judicial reform, disaster management, gender and HIV mainstreaming etc (refer to the detailed discussion on capacity development in six thematic areas under the section on 'effectiveness of the ZUNDAF'). However, the enhancement of national capacity was not carried out following any comprehensive capacity development strategy or any capacity needs assessment.

III. The UN effectively mobilised resources from various donor agencies and provided support to the Government and other development partners

The Government recognised the fact that the UN was able to mobilise resources from different sources and channel them to the Government, even in the most difficult period during the ZUNDAF cycle, when the Government did not have any alternate source of support. In the post-crisis period, the UN has made a significant contribution to national and sectoral development by channelling resources through mechanisms such as transition funds⁸⁶. Most importantly, there were no conditionalities attached to this support⁸⁷. This made the UN system a formidable partner in the identification and support of strategic transitional entry points to move the country forward. However, the Government pointed out that the bureaucratic funding disbursement mechanisms of the UN resulted in delays in payment, which hampered the timely implementation of the planned activities.

IV. The UN has been able to comprehend the political and economic landscape of the country and prioritise the development issues correctly. Stakeholders felt that the six priority areas identified by the ZUNDAF were relevant. Though the UN was able to correctly prioritise the areas of operation in the country, infrastructure was identified by the GoZ as one area needing attention⁸⁸.

Lesson Learnt:

- Capacity development of Government and CSOs needs to be informed by a concrete strategy.

⁸⁵ RCAR 2008

⁸⁶ The UN's contribution in crisis and transition phase is documented in the section titled 'Progress made under ZUNDAF Outcomes'

⁸⁷ Data on funds mobilised and disbursed under each thematic area was not available

⁸⁸ Interview with the Deputy Chief Secretary, OPC

Recommendations:

- *The UNCT should undertake the mapping of Capacity Development thus far provided by UN agencies and other development partners, analyse capacity gaps and formulate a comprehensive strategy for capacity development of the Government and CSOs.*
- *The UNCT should invest more in capacity building of the Government and other partners in the Harmonised Approach to Cash Transfers (HACT). This will enable them to submit proper financial documents which will help in reducing the delays.*
- *In the short run, due to organisational policy, IFI's may not be able to provide loans for the infrastructure development. However, in the long run UN should continue to engage in lobbying with the IFIs for ensuring funding for the infrastructure sector⁸⁹.*

2.7 Sustainability

The ZUNDAF enhanced the sustainability of the country programmes and projects of individual UN agencies by ensuring that there was national leadership and ownership of the interventions supported. This also facilitated integration and the institutionalisation of the interventions or support into the national frameworks, programmes and projects for the purpose of sustainability. To promote sustainability, the UN made efforts to enhance capacity of the national counterparts through the enhancement of knowledge, and strengthening of systems (refer to effectiveness and comparative advantage sections for more discussions on this). However, as recognized by the Government, TG members' capacity development support is needed in several areas. To cite a few examples, the Public Service commission needs capacity building in M&E, legislators need sensitisation in human rights, and more support is needed in e-governance.

As discussed in the previous section, the ZUNDAF fostered synergies and partnerships between UN agencies and development partners, which contributed to greater sustainability of the programmes. For example, in partnership with an NGO, the UN engaged with 5,000 School Development Committees, school authorities, teachers, schoolchildren and communities to assess the situation of schools, and to act for ensuring the right to education for all children. This approach enhanced ownership and commitment from various duty bearers, civil society, private sector, Government and the UN, and eventually increased sustainable support for education⁹⁰.

Limited financial and human resources of stakeholders, including the Government, posed challenges to sustaining development programmes. For example, in the area of population and development, the UN encouraged the GoZ to complement its development assistance with national contributions. Before the economic crisis, the Government made significant financial contributions to UN-funded programmes. Zimbabwe's last two censuses of 1992 and 2002 were largely funded by the GoZ. However, the Government will not be able to wholly fund the upcoming 2012 census. The present scenario⁹¹ suggests that until the country regains its economic strength, across the sectors, to a great extent the Government will be dependent on the UN contribution for implementing the development programmes.

Lesson Learnt: Until the country regains economic strength, the Government will need funding support for its development programmes.

⁸⁹As also recommended by the Mid-term Review

⁹⁰UNICEF Annual Report (2010)

⁹¹FGDs with the Government TG members during the evaluation, UNFPA CPAP (2007-2011) Evaluation Report

Recommendation: *The UN should continue providing funding support for development interventions, and building national capacity in critical areas.*

3 CONCLUSIONS AND WAY FORWARD

This chapter presents the overall conclusions and way forward for the next ZUNDAF cycle, as the main chapters in the report already contain lessons learnt and recommendations.

The evaluation found that the ZUNDAF (2007-2011) was a relevant and widely accepted strategic framework, which guided the Government and the UN during both the pre-2009 crisis, and the post-2009 recovery and development phases. The framework was flexible enough to adapt to the emerging issues and adequately addressed the national priorities during two distinct operating environments. Utilising its comparative advantages, the UN has contributed to progress towards the ZUNDAF priorities and achievement of MDGs by mobilising financial resources from various sources and channelling them to the Government, and also providing technical expertise and strengthening national institutions. Building national capacities in crucial areas such as the Constitution-making process and the formulation of Medium Term Plan among others, and ensuring national ownership, the UN contributed to the sustainability of the programmes implemented.

The ZUNDAF gave the UN leverage and more visibility in the country's development landscape as a significant player in the achievement of the MDGs and other national priorities. The ZUNDAF enhanced the collective identity of the UN as 'one entity' and promoted UN coherence. It identified the national priorities and areas of collaboration between the UN agencies and other development partners. The ZUNDAF as a common planning, programming, monitoring and evaluation instrument enhanced interaction and collaboration between the UN, Government and other stakeholders based on complementarities of different actors. The ZUNDAF Thematic Groups were important platforms for such collaboration. The ZUNDAF also provided an opportunity to address the cross-cutting programming principles (gender equality, human rights, capacity development, environmental sustainability and results-based management).

While the evaluation found the ZUNDAF successful as a strategic framework, its operationalization left room for improvement. The evaluation recognised that the country context posed significant challenges for implementation during the highly volatile crisis period (2007 and 2008). However, the ZUNDAF also had some inherent design flaws, which affected the effective operationalisation of the ZUNDAF. The ZUNDAF M&E framework suffered from some critical gaps which made it difficult to monitor and evaluate progress on the ZUNDAF outcomes. The ZUNDAF outcome statements were not strategic, the results chains were not uniformly logical and indicators were not SMART and it did not provide adequate details on planned resource allocation. However, the design of the new ZUNDAF has been observed to be improved.

Generally, RBM has been a grey area in the implementation of the ZUNDAF. The ZUNDAF M&E also suffered from an inadequacy of data, which was a result of capacity gaps in the national statistical system.

Coordination was another area which needed strengthening. The ZUNDAF TGs were the primary vehicles for operationalising the ZUNDAF. Coordination within the TGs was affected by a lack of sustained commitment resulting in the limited participation of members. The UNRCO's coordination with TGs was limited due to its inadequate capacity in terms of financial resources and staff strength.

During the planning and implementation of the ZUNDAF, the integration of cross-cutting programming principles left room for improvement. While capacity development received adequate focus, it was not strategic enough. As mentioned earlier, application of RBM was weak and environmental sustainability received very little attention outside the particular outcome area. Gender equality and human rights were two separate pillars but their mainstreaming into design and implementation were not adequately addressed.

Thus, the new ZUNDAF cycle should focus on the following areas for an effective implementation (specific recommendations are provided in the main chapters and executive summary):

- (1) The ZUNDAF (2012-2015) should ensure a strong M&E;
- (2) Focus should be given to an effective coordination mechanism;
- (3) More efforts should be made to integrate the cross-cutting principles;
- (4) More effective reporting of resources mobilised and utilised should be done.

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Annex-2: ZUNDAF Final Evaluation Terms of Reference

1. BACKGROUND

The Zimbabwe United Nations Development Assistance Framework 2007 – 2011 (ZUNDAF) was developed and adopted by the UN Country Team (UNCT) together with the Government of Zimbabwe (GoZ) in 2006 as a framework for development assistance of the United Nations to Zimbabwe. The Common Country Assessment (CCA) / ZUNDAF process is inspired by the UN Reform Agenda with emphasis on a unified UNCT approach in addressing national development challenges and goals including simplification, harmonization, collaboration and joint programming in order to maximize effectiveness and impact of programmes thereby advancing the achievement of the MDGs and national development policies and strategies.

The ZUNDAF document was recognized at the outset as a strategic planning instrument that identifies national development priorities for joint implementation by the GoZ, the UNCT and other development partners with GoZ taking leadership of the process. The planning process for ZUNDAF revolved around the Millennium Development Goals (MDGs). The 2004 Zimbabwe MDGs Report launched by GoZ in September 2005 formed the analytical basis for the rollout of ZUNDAF 2007 – 2011 as it was felt then that a full scale CCA was not necessary. ZUNDAF focused on six major themes that characterized the main elements of Zimbabwe's development thrust: (i) HIV and AIDS, (ii) Population and Basic Social Services, (iii) Agriculture, Land and Environment, (iv) Poverty, Economy and Employment, (v) Governance and Human Rights, and (vi) Gender. ZUNDAF paved the way for agencies to elaborate and approve their respective Country Programme Documents (CPDs), Country Programme Action Plans (CPAPs) and other similar documents. Implementation of ZUNDAF is coordinated through six (6) Thematic Groups (TGs), one for each thematic area. Annual Reviews of ZUNDAF were carried out in 2007 and 2010 while a Mid-Term Review (MTR) was carried out in 2009.

After a period of general instability, Zimbabwe is now in a transition phase and UN agencies have since 2009 been at the forefront of supporting the recovery process through the development of various initiatives including transitional funding management modalities. A national vision together with a set of development priorities as contained in the GoZ Medium Term Plan 2011 – 2015 (MTP) have been endorsed at the level of the Cabinet for implementation.

2010 was the rollout year for the next ZUNDAF cycle 2012 – 2015. The rollout process has been concluded with the signing of the ZUNDAF 2012 – 2015 document by the GoZ and the UNCT on 7 April 2011. The ZUNDAF document was informed by the 2010 Country Analysis Report. The rollout process involved GoZ, the UNCT and other development partners. The UNCT has agreed on an implementation instrument for ZUNDAF 2012 – 2015 in the form of a Joint Implementation Matrix (JIM). The JIM is modelled on UNDG guidance for an UNDAF Action Plan but remains as an internal tool for the UNCT, thus directly informing agency programmes and action plans. The UNCT, through the ZUNDAF TGs and the Programme Management Team (PMT), is now in the process of articulating the JIM. As such, this process will benefit greatly from the results and recommendations from the final evaluation of the current ZUNDAF.

2. SCOPE OF WORK, RESPONSIBILITIES AND DESCRIPTION OF THE PROPOSED ANALYTICAL WORK

Purpose:

The final evaluation of the 2007-2011 ZUNDAF will serve the following purpose:

- To determine the extent to which ZUNDAF outcomes were achieved and to analyze the extent to which outcomes achieved made a worthwhile contribution to national development priorities and the achievement of MDGs;
- To determine how the ZUNDAF helped UN agencies to contribute more effectively and efficiently to national development efforts and capacity building;
- To determine if and how the UN agencies worked together in implementing the ZUNDAF;
- To determine whether resources were utilized as per plan and in accordance with agreed modalities;
- To establish lessons learned by the UN agencies through their cooperation during ZUNDAF implementation;
- To learn from experiences of the 2007-2011 ZUNDAF, and identify issues and opportunities emerging from its implementation to inform successful implementation of the 2012-2015 ZUNDAF, including the design of programmes and projects through the JIM and agency action plans.

Objectives, Key Questions and Scope:

Objectives and Key Questions:

Objectives of the 2007-2011 ZUNDAF final evaluation are indicated below. For all objectives, the final evaluation is expected to produce lessons learnt which will serve to enhance the UNCT's ability to more positively impact the lives of Zimbabweans. As such, results of the evaluation should serve to inform ZUNDAF implementation as well as current and future planning and design.

Assess the role and relevance of the 2007-2011 ZUNDAF (i) in relation to the issues being addressed and their underlying causes, and challenges (ii) as a reflection of the internationally agreed goals, particularly those in the Millennium Declaration and international norms and standards guiding the work of agencies of the UN system and adopted by UN member states:

- Did the ZUNDAF outcomes address key issues, their underlying causes, and challenges identified in the 2004 Zimbabwe MDGs Report?
- Were the outcomes and indicators clearly articulated in the ZUNDAF?
- Were new issues and their causes as well as opportunities and challenges that arose during the ZUNDAF cycle adequately addressed?
- How has the UNCT supported the transition / recovery agenda through the ZUNDAF?
- Has the ZUNDAF Results Matrix been sufficiently flexible to adjust to evolving national policies and strategies e.g. National Development Plans and Goals, and legislative reform particularly within the post crisis recovery period?
- Were the UN agencies flexible and responsive to a changing environment in Zimbabwe? How did the agencies and ZUNDAF respond to this changing environment?
- Have the ZUNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards guiding the work of agencies of the UN system (including the Millennium Declaration, MDGs and UN human rights treaties such as CRC

and CEDAW)?

Assess the effectiveness of the ZUNDAF in terms of progress towards agreed ZUNDAF outcomes. To the extent possible, assess the impact of the ZUNDAF on the lives of vulnerable groups, i.e. determine whether there is any major change in ZUNDAF indicators that can reasonably be attributed to or be associated with ZUNDAF:

- What progress has been made towards the realization of ZUNDAF outcomes as a contribution to the achievement of the MDGs and in terms of indicators as reflected in the ZUNDAF M&E Plan?
- To what extent and in what ways was special emphasis placed on strengthening of national capacities, building partnerships, promoting innovation, the realization of human rights and promoting gender equity and equality?
- Which are the main factors that contributed to the realization or non-realization of the outcomes?
- How were risks and assumptions addressed during the implementation of programmes and projects?
- To what extent and in what ways did UN support promote national execution of programmes and/or the use of national expertise and technologies?

Analyze the extent to which results achieved and strategies used by the supported country programmes and projects are sustainable (i) as a contribution to national development and (ii) in terms of the added value of ZUNDAF for cooperation among individual UN agencies:

- To what extent and in what ways have national capacities been enhanced in government, civil society and NGOs?
- What mechanisms have been put in place to support the country access aid funds, and reinforce their sector-based coordination and management?
- Have complementarities, collaboration and/or synergies fostered by ZUNDAF contributed to greater sustainability of results of Country Programmes and projects of individual UN agencies?

Assess the effectiveness of ZUNDAF as a coordination and partnership framework. To the extent possible, assess the efficiency of the ZUNDAF as a mechanism to minimize transaction costs of UN support for the government and for the UN agencies:

- To what extent and in what ways has ZUNDAF contributed to achieving better synergies among the programmes of UN agencies?
- Has the ZUNDAF enhanced joint programming by agencies and/or resulted in specific joint programmes?
- Were the strategies employed by agencies complementary and synergistic?
- Have agency supported programmes been mutually reinforcing in helping to achieve ZUNDAF outcomes?
- Has the effectiveness of programme support by individual agencies been enhanced as a result of joint programming?
- Did ZUNDAF promote effective partnerships and strategic alliances around the main ZUNDAF outcome areas (e.g. national partners, International Financial Institutions and other external support agencies)?

Assess the extent to which ZUNDAF TGs and other coordination mechanisms have been an efficient and effective means of ZUNDAF implementation and have influenced individual agency

planning. Determine the extent to which the ZUNDAF coordination mechanisms have contributed to advance (i) gender equality and social inclusion, and (ii) Human Rights Based Approaches in UN agencies' programming:

- To what extent and in what ways has ZUNDAF contributed to a reduction of transaction cost for the government and for each of the UN agencies?
- In what ways could transaction costs be further reduced?
- Were results achieved in a cost efficient manner and at reasonably low or lowest possible cost?
- To what extent did ZUNDAF contribute towards gender equality and social inclusion?

Assess the validity and relevance of the stated collective comparative advantage of the UN System:

- To what extent and in what ways have the comparative advantages of the UN organizations been utilized in the national context (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies) both during the humanitarian crisis as well as the recovery period?
- To what extent did the UN agencies work together and what synergies were created by this approach?

Assess the linkage between the ZUNDAF and the humanitarian Consolidated Appeals Process (CAP) as some of the ZUNDAF outcomes are also achieved through relief efforts which at the same time build a foundation for recovery and development."

Evaluation Scope:

The evaluation will cover all the six outcomes of the ZUNDAF:

- Reduction of the spread of infection, improvement in the quality of life of those infected, and mitigation of the impact of HIV and AIDS;
- Enhanced national capacity and ownership of national processes towards the attainment of the MDGs by 2015;
- Strengthened mechanisms for promoting the rule of law, dialogue, participation in the decision making process, and protection of human rights;
- Reduction in the negative social, economic, political, cultural and religious practices that sustain gender disparity;
- Improved access to good quality and equitable basic social services;
- Improved food security and sustainable management of natural resources and the environment.

The UNDAF outcome indicators will be used to measure the attainment of these outcomes.

Annex-3: Evaluation Matrix (From Inception Report)

| Objective | Key Questions | Means of verification |
|---|--|---|
| Assess the role and relevance of the 2007-11 ZUNDAF | Has ZUNDAF (2007-2011) addressed the key national priorities, underlying causes and challenges identified in the 2004 MDG report? | <ul style="list-style-type: none"> Review of secondary documents (MDG report, ZUNDAF 2007-2011, Annual Reviews, Mid Term Review, CAP, CEDAW documents etc) Interviews/discussions with TGs, UN staff members, Government departments, donors |
| | Is ZUNDAF aligned to international goals and treaties (CEDAW, MDGs, CRC etc)? | |
| | How flexible/responsive ZUNDAF has been to address emerging issues during the ZUNDAF cycle (role in transition and recovery agenda)? | |
| | Has the Results Matrix been flexible enough to incorporate the emerging issues? | |
| Effectiveness of ZUNDAF in terms of progress made towards realisation of ZUNDAF outcomes | How much progress has been achieved and what were the promoting and hindering factors in the implementation process? | <ul style="list-style-type: none"> Review of secondary documents: Country analysis report (2010), MDG status report (2010), HDR (2009), Agency Evaluation Reports, Resident Coordinators Annual Reports, MTR, Government reports/review of national policies Interviews and discussions with TGs, UN and Government departments, donors |
| | <p>Were the cross-cutting programming principles namely; Human Rights Based Approach (HRBA), gender equality, environmental sustainability, Result-Based Management (RBM) and capacity development emphasized in the implementation process?</p> <p>Has ZUNDAF supported national programmes and enhanced national capacities?</p> | |
| Effectiveness of ZUNDAF in terms of coordination and partnership mechanisms | Has ZUNDAF fostered synergies and strategic partnership between UN agencies, national partners and donors? | <ul style="list-style-type: none"> Review of secondary documents: ZUNDAF Annual Reviews, Mid Term Review, Agency evaluation reports Interviews and discussions with TGs, UN and Government departments, CSOs, donors |
| | Were the agency supported programmes mutually reinforcing towards realization of ZUNDAF outcomes? | |
| | Has ZUNDAF promoted joint programming by UN agencies | |
| Efficiency of the ZUNDAF in reducing transaction costs | In what ways and to what extent ZUNDAF has contributed to reduction in transaction cost? | <ul style="list-style-type: none"> Interviews and discussions with TGs, UN agencies and Government departments Case study, success stories provided by the agencies |
| | How the transaction cost can be reduced further? | |

| | | |
|---|--|--|
| | | |
| Assess the validity and relevance of the stated comparative advantage of the UN system | In what ways and to what extent the UN system has been able to utilize its comparative advantages in the national context? | <ul style="list-style-type: none"> • Interviews and discussions with TGs, agencies and Government departments, donors • Interviews with NGOs, CSOs |
| Sustainability | To what extent and what ways ZUNDAF enhanced sustainability of country programmes and projects of individual agencies? | <ul style="list-style-type: none"> • Interviews/discussions with Government departments, agencies • Agency reports |
| Linkages between ZUNDAF and CAP | Has there been any linkages between ZUNDAF and the humanitarian Consolidated Appeals Process | <ul style="list-style-type: none"> • Interviews/discussions with Government departments, agencies • Agency reports |