



OUTCOME EVALUATION OF THE GOOD GOVERNANCE FOR SUSTAINABLE DEVELOPMENT PROGRAMME

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TABLE OF CONTENTS

Abbreviations and Acronyms	iv
Executive Summary	- 1 -
Evaluation objectives, scope and methodology	- 1 -
Relevance of the programme to the zimbabwean context	- 1 -
Achievement of programme results	- 2 -
Effectiveness.....	- 2 -
Equal Access to Justice for All.....	- 2 -
People’s participation in decision making and democratic processes strengthened	- 3 -
National Institutions for Promotion and Protection of Human Rights, including women’s rights capacitated.....	- 3 -
National capacities for prevention, management, and resolution of conflict strengthened	- 3 -
IRBM system operational throughout Government	- 3 -
Public Sector accountability and audit system strengthened	- 4 -
Utilisation of programme resources.....	- 4 -
Sustainability of results.....	- 4 -
Conclusions, lessons and recommendations	- 4 -
Conclusions	- 4 -
Lessons learned.....	- 5 -
Recommendations	- 6 -
Introduction.....	1
The Good Governance for Sustainable Development Programme.....	1
Evaluation Purpose, scope and objectives.....	3
Purpose.....	3
Scope	4
Objectives	5
Limitations and challenges of the evaluation	5
BACKGROUND AND NATIONAL CONTEXT	5
Evaluation Approach Methodology and findings.....	8
Overview of approach.....	8
Methodology	8
Document Review	8
Findings	9
Relevance	9
Effectiveness.....	11
Other results beyond the six outcomes	24
Efficiency.....	25
Sustainability.....	26

Programme resources.....	27
Funds committed and disbursed.....	27
Additional factors that contributed to the achievement of results	28
Clarity of government priorities	28
Strategic leadership	28
National change process	28
Partnerships.....	29
Conclusions and Lessons Learned.....	29
Conclusions	29
Lessons learned	29
Constitution Making process.....	30
Support to setting up and strengthening of independent Commissions	30
Recommendations.....	30
UNDP Strategic Positioning.....	30
UNDP Internal Capacity.....	31
The Government of Zimbabwe	31
Development Partners	31
Appendices	b
Appendix 1: Terms of Reference.....	b
Appendix 2 - LIST OF OUTCOMES TO BE EVALUATED	i
Appendix 3: DOCUMENTS CONSULTED	l
Appendix 4: the Evaluation Team	l
Appendix 4: List of People Interviewed	l
Appendix 5: List of Documents Consulted	p
Appendix 6: Sampling Table for Stakeholders Key Informant Interviews	r
Appendix 7: Document Review Guide.....	r
Appendix 8: Generic Interview Questions	t
Relevance:	t
Effectiveness.....	u
Efficiency.....	u
Sustainability	u
Human rights.....	v
Gender Equality	v

ABBREVIATIONS AND ACRONYMS

CCSF	Churches and Civil Society Forum
COPAC	Constitution Parliamentary Committee??
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CPMRT	Conflict, Prevention, Management, Reconciliation and Transition
CSOs	Civic Society Organisations
DFF	Dialogue Financing Facility
DIM	Direct Implementation Modality
DRG	Dialogue Reference Group
ECLF	Ecumenical Church Leadership Forum
ESAP	Economic Structural Adjustment Programme
EU	European Union
FBOs	Faith Based Organisations
GEPMI	Gender Economic Policy Management Initiative
GGSD	Good Governance for Sustainable Development
GoZ	Government of Zimbabwe
GPA	Global Political Agreement
IG	Inclusive Government
IP	Implementing Partner
IRBM	Integrated Results Based Management
JIM	Joint Implementation Matrix
JLOS	Justice, Law and Order Sector
JOWOG	Inter Youth Joint Working Group
JSC	Judicial Service Commission
L A	Local Authority
LPC	Local Peace Committee
M& E	Monitoring and Evaluation
MoJLA	Ministry of Justice Legal and Parliamentary Affairs
MPs	Members of Parliament
MTP	Mid-Term Plan

NANGO	National Association of Non-Governmental Organizations
NPA	National Prosecuting Authority
NPRC	National Peace and Reconciliation Commission
ONHRI	Organ for National Healing, Reconciliation and Integration
ONHRI	Organ for National Healing, Reconciliation and Integration
OPC	Office of the President and Cabinet
PVO	Private Voluntary Organisation
ROAR	Results Oriented Annual Report
RRF	Results and Resources Framework
SMES	Small and Medium Enterprises
TOC	Theory of Change
UNDP	United Nations Development Programme
UNDP	United Nations Development Programme
UPR	Universal Periodic Review
VIVA	Voices in the Vision for Africa
WiPSU	Women in Politics Support Unit
ZEC	Zimbabwe Electoral Commission
ZHRC	Zimbabwe Human Rights Commission
ZIMASSET	Zimbabwe Agenda for Sustainable Social and Economic Transformation
ZINARA	Zimbabwe National Road Authority
ZINWA	Zimbabwe National Water Authority
ZLA	Zimbabwe Lawyers Association
ZUNDAF	Zimbabwe United Nations Development Assistance Framework

EXECUTIVE SUMMARY

EVALUATION OBJECTIVES, SCOPE AND METHODOLOGY

This outcome evaluation of the Good Governance for Sustainable Development Programme which was conducted in September and October, 2014, is one of the range of evaluations commissioned to assess the impact of UNDP's development assistance in the thematic areas in which UNDP works within the ZUNDAF framework. In accordance with the TOR and UNDP evaluation guides, it captured evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, which will be used to strengthen existing programmes and to set the stage for the next ZUNDAF and CPD which are under preparation. The evaluation will serve an important accountability function, providing national stakeholders and partners in Zimbabwe with an impartial assessment of the results of UNDP governance support.

The evaluation considered the pertinent country programme outcomes and outputs focused towards good governance, as stated in the ZUNDAF and the 2012-2015 country programme document (CPD) for Zimbabwe. Six specific outcomes under the UNDP CPD were assessed and, for ease of reference, the outcomes are listed here:

1. Equal access to justice for all
2. National institutions for promotion and protection of human rights, including women's rights, capacitated
3. National capacities for prevention management and resolution of conflict strengthened
4. IRBM system operational throughout government
5. Public sector accountability and audit system strengthened
6. Peoples' participation in decision-making and democratic processes strengthened,

UNDP Zimbabwe country office has implemented twelve (12) projects towards the achievement of these outcomes. It is the extent to which these projects have succeeded or not succeeded in delivering their designated outputs and how these outputs have contributed to the achievements of the above outcomes which the evaluation focused on. This is, however, an outcome evaluation; the evaluators are aware that the mere delivery of outputs does not automatically mean that the outcomes have been achieved. And given the long-term nature of progress in governance, it was important to assess progress towards, rather than just the achievement of outcomes.

RELEVANCE OF THE PROGRAMME TO THE ZIMBABWEAN CONTEXT

At the time the Country Programme Action Plan (CPAP) 2012 – 2015 was designed, Zimbabwe was going through many changes in a transition that followed almost a decade of political and economic crisis and major confrontations between the country and its erstwhile development partners. By the time the 2008 elections were held the economy had lost 50% of GDP, capacity utilisation had plummeted, service delivery ran aground, the worst food shortage in recent memory and massive capital flight (UNDP, 2012). A series of policy responses had been tried in vain, and the usual recourse for developing countries in such a crisis – international development assistance, support from the International Financial Institutions or intensified efforts at attracting foreign direct investment, were not as easily available as the country had been under a sanctions regime imposed by the EU and the US in response to what was regarded as erosion of good governance, violation of human rights, and, in the case of the United States, a deterioration of the economic conditions in the country (United States Congress, 2001).

The Government of National Unity was established after the controversy following the 2008 elections. It set out to stabilise the economy and agreed on an agenda for the development of good governance.

In 2009 they launched the Short Term Emergency Recovery Programme (STERP) and in 2011 they launched the Mid-Term Plan (MTP). Cumulatively these interventions resulted in a growth turnaround.

After almost a decade of decline, bottoming out at about -17% in 2008, the Zimbabwe economy began to reverse the trend by registering an above 5% growth in 2009. This trend peaked in 2011 at 10.6%, before decelerating to 4.4% in 2012 and 3.7% (estimate) in 2013 (AfDB, 2014). Underlying this growth gyration are various factors including deindustrialisation resulting in shrinking capacity utilisation, estimated at 39.6% in 2013, in turn fuelling formal unemployment growth - now standing at 80%, with about 84% of jobs now being in the informal sector. Low or insignificant foreign direct investment is a major factor in Zimbabwe's economic performance.

While the adoption of a multi-currency regime on the eve of the launch of the Government of National Unity (GNU) in early 2009, helped stabilise the economy by primarily arresting inflation which was largely currency driven, it introduced new rigidities in both fiscal and monetary policy, as it deprived authorities of key instruments of macro-economic management.

Both Government and the UN believed that the solution to the economic challenges were intertwined with the political solutions (UNDP, 2012). The government's apex governance strategy was the constitution making process, which produced a constitution that was ratified in March 2013. However several pieces of governance related legislation was passed during the period. It is against this background that Government and the UN developed the Zimbabwe United Nations Development Assistance Framework (ZUNDAF) 2012 -2015. The ZUNDAF sought to achieve seven outcomes, out of which UNDP CPAP focused on three – good governance for sustainable development, economic management and sustainable development, and social sector development and resilient livelihoods. UNDP and the Government of Zimbabwe have been implementing several projects towards the achievement of these outcomes, and these are currently being evaluated. This evaluation is about the outcome, good governance for sustainable development.

The programme, good governance for sustainable development, was relevant to the context of Zimbabwe as it responded directly to the Global Political Agreement (GPA) that ushered in the Inclusive Government (IG), which in turn sought UN/DP support for the implementation of its agenda, including this programme. The six outcomes were a continuation of either the GoZ's on-going work such as the Integrated Results Based Management, or GPA imperatives such as the Constitution making process, among others.

ACHIEVEMENT OF PROGRAMME RESULTS

EFFECTIVENESS

The UNDP supported programme was effectively implemented and met most of the outcome targets and is well on its way to achieving the outcomes, which in any case are long-term in nature. The programme formulation, focus and projects design were appropriate given the complex political environment in which it happened. While the design would have benefited from being anchored in a governance strategic framework, which would have allowed wider participation in the formulation process as well as locate the chosen outcomes in a longer term and wider governance for sustainable development context, the country office was able to achieve commendable results.

EQUAL ACCESS TO JUSTICE FOR ALL

Work towards this outcome involved a number of projects and processes. Key among these were the constitution making process and the Enhancing Justice Delivery and Human Rights for All projects. The evaluation of the constitution making process project rated its success as very high and this evaluation endorses that and has learnt that it is a best practice. However, a major weakness is that legislative work to align laws to the constitution is yet to begin in earnest. The Enhancing Justice Delivery and

Human Rights for All project is still being implemented but is already reported to be making a big difference in the sector in terms of justice delivery coordination for the Justice Law and Order Sector (JLOS), even though it is yet to gain the participation and support of key stakeholders such as the Judicial Service Commission (JSC), thereby potentially undermining its sustainability. Taken together with the recently concluded capacity development project for the judiciary, outputs delivered towards this outcome established the institutional infrastructure for access to justice for all in the medium and long-term.

PEOPLE'S PARTICIPATION IN DECISION MAKING AND DEMOCRATIC PROCESSES STRENGTHENED

People's participation in decision making and democratic processes is another long - term democratic governance undertaking, but important steps have been taken towards this ultimate goal. The evaluation finds that significant progress has been made towards more robust people's participation in decision-making and democratic processes. Key achievements include the capacity strengthening of ZEC, the constitution making process, provisions for vulnerable groups in it and the referendum for its acceptance, as well as the increased participatory space for civil society.

NATIONAL INSTITUTIONS FOR PROMOTION AND PROTECTION OF HUMAN RIGHTS, INCLUDING WOMEN'S RIGHTS CAPACITATED

After a delayed start, due to a combination of factors, including delays in the enactment of supporting legislation and inadequate budgetary allocation from GoZ, the ZHRC is now operating at near full capacity, with 80% of its Secretariat capacity in place, various types of essential training, international and subject matter exposures completed. While they have not fully launched their investigative work, their advocacy and awareness raising work has begun and the country is increasingly aware of the existence and mandate of the ZHRC. Donor resources have been successfully leveraged and the commission is now working on its first strategic plan.

NATIONAL CAPACITIES FOR PREVENTION, MANAGEMENT, AND RESOLUTION OF CONFLICT STRENGTHENED

Two important achievements have been realised towards this outcome – the constitutionalisation of the peace architecture and the country wide civil society run peace project which is laying the infrastructure and processes for peace making at community level. This represents significant progress towards creating the national capacities for prevention, management, and resolution of conflict. It is believed that this infrastructure and process may have contributed significantly to the peaceful elections and subsequent peace in the country. An added success is the fact that strategies for sustainability are simultaneously and consciously being developed and implemented.

IRBM SYSTEM OPERATIONAL THROUGHOUT GOVERNMENT

IRBM system throughout Government has been partially operationalised. The Local Government aspect has taken off well whilst Central Government has not advanced beyond the three pillars which were done in previous projects. E-governance is still to be operationalised. The evaluation team did not come across evidence of State Enterprises and Parastatals involvement in the IRBM yet they are increasingly taking responsibility for service delivery. The project falls into the danger of being exclusionary if the major focus remains as Local Authorities (Las) whose scope for service delivery is narrowing following the re-centralisation of service delivery. The Evaluation notes that critical service delivery agents such as ZINWA and ZINARA were not party to the August 2014 consultations on the two LA draft bills. Furthermore, the evaluation notes that the critique of the current draft bill continues beyond the project supported review processes which is indicative of the citizens' ability to use their democratic space to air their views on major national processes

PUBLIC SECTOR ACCOUNTABILITY AND AUDIT SYSTEM STRENGTHENED

Of the two main projects implemented towards this outcome, the one designed to support the anti-corruption activities of GoZ did not take off because the Implementing Partner (IP) ran aground (commissioners, arrested or both) and their terms of office expired whilst they were still in limbo. The other project, although just signed, is part of a comprehensive programme of support to Parliament however, designed in three year rolling plans. Parliamentary capacity building is currently under way in the 8th Parliament, building on the support from previous programme support. A Needs Assessment done for the 7th Parliament continues to provide the basis of capacity building. Parliament staff are now part of the training team so as to provide continuity.

UTILISATION OF PROGRAMME RESOURCES

According to 2012-2015 Joint Implementation Plan (JIM), UNDP planned to raise \$43 million dollars in order to achieve ZUNDAF 2012-2015 outcomes 1.1 to 1.4. By the end of December 2013, UNDP had disbursed \$19, 4 Million dollars which is 45% of resources required¹.

UNDP's resource mobilisation and disbursement of most of the projects is largely on course towards fulfilling the ZUNDAF and the joint implementation matrix (JIM) commitments.

All projects spent between 92% and 100% of annual budgets in 2012 and 2013. The Human Rights Commission over spent by 8% (\$11,219) above the budget of \$146,318 in 2012. This is likely to be a case of under budgeting, which is an isolated case in the context of the rest of the projects in this programme. It is even more interesting to note the high 2013 expenditure against budget, which is commendable given that there were major national events in that year - the Referendum on the Constitution and the Harmonised Election.² UNDP has been efficient in resource mobilisation and in utilisation of resources mobilised.

None of the Implementing Partners cited lack of resources to deliver on outputs agreed on in the Project Documents and Annual Plans, hence the evaluation team concludes that the resource mobilisation and implementation is on course.

SUSTAINABILITY OF RESULTS

The results achieved are largely sustainable because of the relevance of the programme and its outcomes to the Zimbabwean context, and the effectiveness with which it has been implemented. There is Government and development partner commitment to follow up activities as needed. However lack of GoZ's own resources and the economic situation could threaten sustainability.

CONCLUSIONS, LESSONS AND RECOMMENDATIONS

CONCLUSIONS

- There has been significant change in the governance environment in Zimbabwe ushered in within the context of the GPA and implemented by the IG
- The key changes include increase of tolerance for political pluralism, improved justice delivery system, increased democratic space for people, organised civil society and better dialogue between Government and development partners.
- The Good Governance for Sustainable Development programme was involved in supporting all these outcomes.

¹ Analysis of ROAR 2012, 2013 and JIM

² ROAR 2012, 2013

- There is near unanimity that UNDP, through funding, technical assistance and methodological innovations, was very effective in designing and implementing this programme and made a major contribution to these results. Some assert that without UNDP these results would have been impossible to achieve.
- Overall the results are sustainable due mainly to the fact that they respond directly to the needs of the Zimbabwean government and public, came directly from a national agreement, were so effectively implemented and appear to have found resonance with the successor government, other key stakeholders and new donors.
- While it is understandable why there was no strategic framework for the good governance for sustainable development per se, these results could have been even more far reaching and sustainable had there been such a strategic framework.
- UNDP Zimbabwe has had a unique experience with rare success and can leverage on this to lead in governance and help take the country to the next stage, through development of a strategic governance framework.

LESSONS LEARNED

CONSTITUTION MAKING PROCESS

- The UNDP mandated Project Board can be a portent force for communication and breaking barriers when imaginatively deployed. UNDP Zimbabwe successfully used the project board as the forum to break down barriers, innovate and calm sensibilities.
- South – South cooperation, well deployed in politically sensitive situations, can make the essential breakthrough needed especially where the north - south tensions are pervasive. UNDP's choice of technical experts from the region is roundly praised.
- Serious, well-funded and organised, focused advocacy works, even in high stakes national processes such as constitution making. Most vulnerable groups managed to have their proposals included in the constitution against great odds.
- Sometimes unintended consequences, if allowed to play out, can have higher impact for little direct cost than the actual planned outputs. The outreach part of the constitution making process, born out of the imperative to balance, is credited with far reaching peace and growth of political tolerance in the country which was not part of the intended outcomes but which is alleged, to have influenced the peaceful elections. This of course still needs to be systematically assessed in relation to other interventions such as the Peace Building initiative, the ZEC code of conduct agreed to by the political parties and party leadership appeals for to their members to desist from violence.

SUPPORT TO SETTING UP AND STRENGTHENING OF INDEPENDENT COMMISSIONS

- Clarity between UNDP and the IP's is needed from the outset of what UNDP can and cannot support and under what circumstances. Expectations for continued support to ZEC in spite of Government not meeting its obligations vis-a-vis the UN requirement points to misunderstanding that could have been avoided. Similarly the initial insistence by the ZHRC that UNDP should fund its core functions beyond capacity development points to a limited understanding of UNDP's role in supporting independent commissions and bodies.
- Strategic planning for generic support of similar organisations contributes to efficiencies in resource use and taking advantage of momentum. A big push for generic support of the independent constitutional bodies could have avoided the uneven progress that has led to some commissions thinking others were favoured.

- It is one thing to agree under pressure to set up a commission, It is quite another to help make it work, which is one of the weaknesses of the institutional check list governance approach. It is understood that In terms of international normative standards, the Paris Principle on establishment of NHRIs, it is the responsibility of governments to set up, fully operationalise and fund commissions. Donors and development partners come in to compliment. Where government funding has not been forthcoming, the danger of overdependence on external sources undermines the national character of the commission.

RECOMMENDATIONS

The core elements of the GGSDP are essential to the further strengthening of democracy in Zimbabwe. It is important that all stakeholders, in particular GoZ, UNDP on the one hand, and donors and implementing partners on the other, see this process as on-going and not assume the end of the IG as a sign that these are no longer needed. The key sustainability factors are the continued pursuit of the achievement of these outcomes and the implementation of the governance agenda spawned by their achievement. These recommendations are made from that viewpoint.

In light of the fact that the programme still has more than a year to go, the recommendations being made here are intended at both the remainder of the programme and any future successor programmes.

1. UNDP needs to position itself more strategically in light of its success and the opportunities offered by the new governance environment and the development blue print of ZIMASSET in Zimbabwe
2. UNDP needs to strengthen its internal capacity to be able to rise to the challenges and opportunities
3. The Government of Zimbabwe needs to exercise leadership in defining governance priorities and strategies
4. Development partners need to make long term commitments to governance development in Zimbabwe and support UNDP in designing a strategic framework for governance.

INTRODUCTION

The United Nations Development Programme (UNDP) in Zimbabwe issued a request for proposals (RFP) inviting consultancy firms and individuals to submit proposals to conduct an outcome evaluation of the Good Governance for Sustainable Development (GGSD) programme as articulated in Zimbabwe United Nations Development Assistance Framework (ZUNDAF) 2012 -2015 and UNDP country programme document (CPD) 2012 -2015. One national and one international consultant were duly selected and engaged to undertake the assignment, which they undertook during September and October 2014. This is the report of that evaluation.

The report is in three main chapters. Chapter 1 introduces and defines the evaluation, the country context, and the programme being evaluated. Chapter 2 describes the approach and methodology which the evaluation team adopted, and reports on the findings. Chapter 3 presents conclusions, lessons and recommendations. There are eight annexes to the report, including those that are mandatory in UNDP evaluations.

THE GOOD GOVERNANCE FOR SUSTAINABLE DEVELOPMENT PROGRAMME

The then decade long socio economic and political crisis in Zimbabwe culminated in a negotiated Inclusive Government (IG) that emerged in the wake of the 2008 electoral crisis.³ The IG had its work cut out for it – the economy was in free-fall and needed urgent stabilisation, the governance system was the main bone of contention and it was common cause that a new governance architecture for the country was overdue and urgent, and the country needed healing and lasting peace. The new government set out to design strategies and programmes intended to achieve these national goals, all of which had been agreed to in the Global Political Agreement (GPA), with some outcomes actually clearly prescribed. The United Nations, having been there throughout the tumultuous years, was ready to support the IG in their efforts to attain these goals. Although the ZUNDAF 2007 -2011's coverage extended well into the life of the IG, and was thus adjusted to respond to the new challenges and opportunities, it was really the ZUNDAF 2012 -2015 that had the opportunity to fully respond to the entire gamut of the IG strategies as outlined in the Short-Term Economic Recovery Programme (STERP 1 and 2) and the Medium-Term Plan (MTP) as well the 2010 Country Analysis Report. The 2012 -2015 ZUNDAF responded to these aspirations through seven outcomes agreed between the GoZ and the UN in Zimbabwe⁴. Of these UNDP assumed responsibility for three key results areas. These are; citizen participation and good governance, economic management and sustainable development, and social sector development and resilient livelihoods. In the elaboration of the good governance area, the UNDP Country Programme (CPD) focused on four interrelated areas: (a) enhancing people's participation in decision making, policy formulation, monitoring and oversight and in democratic processes including in constitution making and implementation and by strengthening capacities of relevant national institutions (including the Zimbabwe Electoral Commission [ZEC]); (b) strengthening national capacities for dialogue, national healing, reconciliation and integration; (c) enhancing national capacities for the promotion and protection of human rights, rule of law and provision of accessible justice services for all; and (d) improving transparency, accountability and public service delivery capacities. This programme component sought, in particular, to strengthen the capacities of relevant institutions (such as the Parliament of Zimbabwe, Electoral Commission, Human Rights Commission and Anti-Corruption Commission) to effectively carry out their mandates, which UNDP considered critical to the country's ability to sustain economic recovery. Six outcomes were elaborated in the CPAP:

- Equal access to justice for all

³ See the section on "Background and Country Context" below.

⁴ See list in Annex

- National institutions for promotion and protection of human rights, including women’s rights, capacitated
- National capacities for prevention management and resolution of conflict strengthened
- IRBM system operational throughout government
- Public sector accountability and audit system strengthened
- Peoples participation in decision-making and democratic processes strengthened,

Table 1 The Governance and Sustainable Development Programme and its Lineage

National Priorities ⁵	ZUNDAF Groups ⁶	Thematic	Country Programme Document	CPAP Programmatic Areas	CPAP Outcomes Areas	Projects
Good governance for sustainable development	Governance and human rights	Governance Reforms	Governance Reforms	Citizen participation and good governance	Equal access to justice for all	<ul style="list-style-type: none"> • Strengthening the human rights advocacy, reporting and monitoring role of CSO • Enhancing justice delivery and human rights for all • Supporting constitution process
					National institutions for promotion and protection of human rights, including women’s rights, capacitated	<ul style="list-style-type: none"> • Capacity strengthening for ZHRC • Strengthening the human rights advocacy, reporting and monitoring role of CSO
					National capacities for prevention management and resolution of conflict strengthened	<ul style="list-style-type: none"> • Conflict prevention and recovery • Dialogue Finance Facility
					IRBM system operational throughout government	<ul style="list-style-type: none"> • Public Sector Reform (RBM OPC) • Strengthening Local Government institutions
					Public sector accountability and audit system strengthened	<ul style="list-style-type: none"> • Capacity building support for Zimbabwe Anti-Corruption Commission • Support to Parliament
					Peoples participation in decision-making and democratic processes strengthened	<ul style="list-style-type: none"> • Capacity strengthening for ZEC • Strengthening Local Government Institutions • Strengthening the human rights advocacy, reporting and monitoring role of CSO • Dialogue Finance Facility • Supporting constitution process • Constitution making
Pro-poor sustainable development and economic growth	Economy employment and poverty	Reforms and Economic Recovery	Economic Recovery	Economic Management and Sustainable Development		
Food security at household and national levels	Agriculture, land and environment					
Sound management and use of the environment, land and natural resources to promote sustainable development						
Access to and utilisation of quality basic social services for all	Population and basic social services				Social Sector Development and Resilient Livelihoods	
Universal access to HIV treatment, prevention, care and support	HIV and AIDS					
Women’s empowerment, gender equality and equity	Gender					

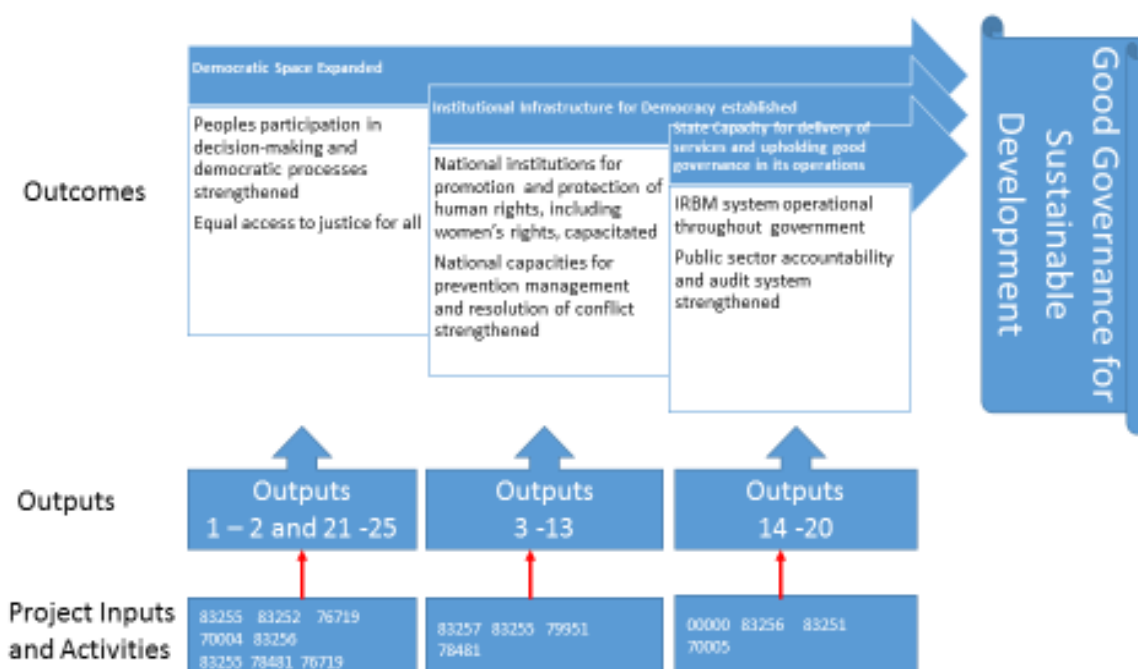
In order to achieve these outcomes the country office designed twelve (12) projects⁷, with 25 outputs, implemented with the support of a number of donors through various funding agreements with UNDP. Presumably there were assumptions made regarding the relationship between the good governance for sustainable development, the six outcomes, the outputs and the inputs, within an assumed, if not overtly articulated, theory of change. Articulating such a theory of change as part of the programme design process would have added to the cogency and potency of the programme. Be that as it may, a retrofit of such a theory on the programme shows that it sought to address three broad areas of democratic governance – expansion of democratic space, creation of internationally accepted democratic institutions and development of state capacity to deliver services and safeguard democratic governance. The six outcomes chosen, if achieved, would in the end lead to the realisation of these key results in Zimbabwe. See Figure 1 for a presumptive theory of change.

⁵ List borrowed from CPAP

⁶ List borrowed from the ZUNDAF 2014 Evaluation

⁷ See project list and implementation progress

Figure 1: Presumptive Theory of Change for CPD 2012 -2015



All but three of the twelve projects were implemented. The two that did not take-off were the ones on Anti-Corruption, Integrated RBM and Support to Parliament of Zimbabwe. The Anti-corruption project was shelved because the Implementing Partner, the Anti-corruption Commission was disbanded in August 2013. The IRBM was shelved because the major focus would have been e-Governance, which required a high capital investment by GoZ, resources for which have not been available. UNDP supported through previous programmes, other components of IRBM namely Results Based Budgeting, Personnel Performance Appraisal and M&E, and the GoZ continues to implement them. Finally, the support to Parliament, which is a roll over project, had just been signed. The fact that 75% of the projects have been or are being implemented, should mean that, assuming the robustness of the underlying theory of change, the outcomes are well on their way to being achieved.

EVALUATION PURPOSE, SCOPE AND OBJECTIVES

PURPOSE

The purpose of this evaluation was to assess the contributions of UNDP’s Good Governance for Sustainable Development programme to development results at the country level as articulated in both the ZUNDAF and CPD.

The report presents evaluative evidence on the relevance of the overall key result area of good governance for sustainable development and of the six outcomes selected and the extent to which the design was appropriate for the objectives to be achieved and the national, UNDP and global contexts

of its implementation. The purpose of the evaluation also includes assessment of the level of effectiveness and degree of efficiency with which results were achieved and the sustainability of those results. Apart from the valued addition in terms of learning lessons for future and current programming improvements, the evaluation findings will serve an important accountability function, providing national stakeholders and partners in Zimbabwe, with an impartial assessment of the results of UNDP governance support.

It is in fulfilment of the UNDP Evaluation Policy and is one of several outcome evaluations that UNDP Zimbabwe has commissioned in accordance with its Evaluation Plan, to assess the impact of UNDP's development assistance across the major thematic and cross cutting areas. This evaluation is intended for UNDP, the GoZ, its development partners and other key stakeholders who were involved with the programme, who it is hoped will find it useful in helping them to look back and appreciate their successes during a fairly difficult time and draw inspiration from that as they develop future governance programmes and projects. It will also contribute to the Assessment of Development Results (ADR) to be carried out by the Independent Evaluation Office (IEO) of UNDP.

The programme has reached many players in the public, private and civil society sectors. Different groups have participated in this programme differently - some as targets of change activities, some as agents of implementation of parts of the programme and others as recipients of improved services. All demonstrated an abiding interest in knowing the extent to which their involvement contributed to the success or otherwise of the programme, and how the future will unfold vis-a-vis the objectives and activities the programme sought to promote and support.

The timing of the evaluation, which, although mandated in the programme, has acquired certain urgency due to the rapid changes in the national governance environment, as the implementation of the new constitution continues, and especially as elections have taken place and a new government has taken over. For any lessons from the programme to be helpful to the on-going change, the earlier they are shared the better.

SCOPE

While recognizing the fact that UNDP has been supporting governance for a long time before this programme and that there is continuity in its work and that of GoZ, this evaluation is limited to the Good Governance for Sustainable Development Programme 2012 – 2015 which was launched in 2012. The stakeholders for this programme include the GoZ in its entirety, but more specifically those departments that had direct project responsibility – Office of the President and Cabinet (OPC) especially the Organ on Healing Reconciliation and Integration (OHNRI), Zimbabwe Elections Commission, Zimbabwe Human Rights Commission (ZHRC), Ministry of Local Government, Public Works and Housing, Department of Civil Protection, Parliament, COPAC, Ministry of Justice and the Ministry of Small and Medium Enterprises (SMES) and Cooperative Development. The second stakeholder group are Faith Based Organisations (FBOs), Civil Society Organisations (CSOs) directly or those coordinated through the National Association of Non-Governmental organisations (NANGO). Development partners constitute the third stakeholder component for the programme.

This outcome evaluation focuses on achievement of overall results. As an outcome level evaluation, it benefits from understanding how well projects are designed and implemented, but it is not an evaluation of those projects which contribute to the achievements of the outcomes. On the other side of the equation, while the outcome evaluation is preoccupied with how UNDP has contributed to “changes in the human condition”, it does not go beyond that to assess what impact this has had on the relevant segments of society. It relied on project evaluations, where available, and interviews for insight into each project's contribution to the achievement or otherwise of outcomes. The outcome evaluation is not evaluating long term impact of these interventions, which is only possible much later.

While the evaluation recognises the ZUNDAF context of the overall good governance for sustainable development outcome, it focuses on the outcomes generated within the CPD and CPAP as outlined above.

The TOR required the evaluation to specifically assess:

- The relevance and strategic positioning of UNDP support to Zimbabwe on good governance.
- The frameworks and strategies that UNDP has devised for its support on good governance, including partnership strategies, and whether they are well conceived for achieving planned objectives.
- The progress made towards achieving governance outcomes, through specific projects and advisory services, and including contributing factors and constraints.
- The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP governance support to Zimbabwe

These assessments were carried out in terms of the internationally accepted evaluation criteria referred to already above - relevance, effectiveness, efficiency and sustainability, as well as assess cross-cutting issues of human rights and gender - from which the evaluation questions were generated and against which the results are reported here.

OBJECTIVES

The evaluation has limited objectives. It is an outcome evaluation of the GGSD and seeks to establish the extent to which the results for which the programme was designed, the six outcomes, were achieved and UNDP's approximate contribution to that achievement or lack thereof. Because of the continuity of governance efforts at national level and UNDP's commitment to supporting the deepening of democratic governance in Zimbabwe, this is also a forward looking evaluation with a focus on learning from the experience and improving future programmes.

LIMITATIONS AND CHALLENGES OF THE EVALUATION

The Inception Report flagged the limitation imposed by the short time allocated to the evaluation. This situation was exacerbated by the problems of scheduling, where interviews turned out to be few and far between. Sampling, originally planned given the size of the programme and large number of stakeholders, was abandoned when it emerged that the actual availability would be far lower than the originally estimated number of potential respondents. This was due to high turnover of development partners, end of the IG era more than a year before the evaluation, and the high mobility in the flux environment that Zimbabwe is. The challenge became that of a small group of potentially available but hard to pin down respondents, making the sample basically self-selecting.

The high turnover in stakeholder groups affected the depth of the institutional memory that could be mined. However, those who were available and those that could be tracked down were very helpful and knowledgeable. More important, however the excellent documentation which was provided, especially project evaluation reports and periodic reviews.

The periods spent waiting for respondents' availability affected field visits which had been planned and which in the end had to be cancelled. The quicker option of flying was not available as there are no UN approved domestic flights.

BACKGROUND AND NATIONAL CONTEXT

The Government of Zimbabwe has been seized with issues of governance reform for much of the first decade of this century triggered by the shifts in the economic fundamentals ushered in first, by the

introduction of the Economic Structural Adjustment Programme (ESAP) in the early 1990's and the Land Reform Programme that began in 2000, among other triggers. So too have been other non-state actors, including new political parties which emerged around the same time, as indeed the rest of the world, particularly the West which saw trends in Zimbabwe as anti-democratic and anti-human rights.

The history, however is much longer and relevant to the understanding of the level of risk to the sustainability of any results from good governance investments in Zimbabwe. Suffice it to proffer a summary only enough to give context to some of the recommendations being made in this evaluation.

Zimbabwe gained its formal independence from Britain in 1980, which marked the end of domination by colonial settlers who actually were the real authority against whom the war of liberation had been fought and won. The nationalist struggle which spawned the liberation war had several objectives. The democratic objectives were anchored in the demand for universal suffrage and equal rights and end to racial discrimination; the economic objectives were rooted in the demand for access to land and reversal of the land dispossession that had been the main consequence of the expansion of settler colonialism. In between were a myriad of social demands all aimed at removing discrimination and treating Africans as equals in their land of birth.

The compromise constitution crafted and agreed at Lancaster House fell short of the demands of the nationalist vision of independence and the liberation struggle expectations from freedom. It gave the white settlers veto power for ten years on any changes to entrenched clauses in the constitution, which included those dealing with land. But a decision was made by the new government, not only to accept but to abide by the constitution. Beyond that, the first ever reconciliation in modern history after a violent liberation struggle was announced and developed into national policy, a government of national unity installed, the former warring armies integrated and a transitional national development plan was developed and implemented. However the legal, political and economic implications of the reconciliation policy were hardly touched upon. Thus was ushered in a post conflict transition that had important unsettled historical issues with neither a strategy nor the mechanism to settle them, or to respond if they should unravel. And unravel they did.

The Government of National Unity began to unravel in 1982 when a huge chasm surfaced between the Zimbabwe African National Union - Patriotic Front (ZANU- PF) and the Patriotic Front - Zimbabwe African People's Union (PF - ZAPU), emanating from allegations of bad faith in the partnership when undeclared arms caches were allegedly discovered, resulting in the expulsion of PF- ZAPU representatives from the Cabinet, a dissident insurgency in the Matabeleland and Midlands provinces of the country, and a counter insurgency operation by the army which was eventually judged as excessive as it resulted in massive loss of civilian lives, a source of internal conflict yet to be resolved.

The land question dominated debate for much of the first decade as the official resettlement programme was too slow and cumbersome, with its donor determined structures and processes, to meet the needs of the land hungry people. There were disputes about the goal of the resettlement programme itself, about the resettlement models, about beneficiaries and about acquisition of the land for resettlement. Meanwhile negotiations with the British Government about land reform eventually collapsed. Since soon after independence, the Government had consistently stopped attempts to invade and occupy farms almost every year independence. But in 2000, following Government's defeat in a constitutional referendum, massive land invasions and occupations, were allowed to continue and eventually given legal context by a series of acts of parliament, and evolved into the Government's land reform programme. The land reform programme and the failure to agree on a new constitution framed Zimbabwe's political and economic context for the rest of the decade, with public policy discourse in, and on Zimbabwe being dominated more by preoccupations with governance than, say, development policy for example. This preoccupation was characterised by acrimony and confrontation, amongst Zimbabwean key actors and between the Zimbabwe government and many powerful countries and institutions, leading to an internally toxic environment characterised by verbal and physical violence, and confrontational international relations leading to American and European sanctions on the one

hand, and the erosion of democratic space as the state sought to protect itself from what it perceived as externally supported internal destabilisation, leading to ever more strident behavioural and rhetorical reassertion of sovereignty. Meanwhile the hitherto nascent opposition grew from strength to strength, following its victory against the adoption of the constitution with a massive showing in the parliamentary elections, capturing close to 50% of all the contested seats.

It was also since 2000 that the election results were consistently questioned, court decisions regarded as biased, state institutions accused of partiality in exercising their functions vis-à-vis the public. The state as a whole came under increased scrutiny. In turn it introduced harsher laws to deal with dissent and criticism. Zimbabwe's ratings that measure corruption perception (from 106 in 2003 to 157 in 2013), human rights, governance, rule of law etc., dropped the sharpest after 2000. Relations with civil society, never quite cordial, were severely strained, as much of it was perceived, rightly or wrongly, to be aligned with the opposition, especially after openly and successfully campaigning against the proposed constitution. This tension culminated in a government proposed bill in 2004 to require the re-registration of all NGOs and to limit funding to those seen to be involved in governance work. Although the bill was not signed into law by the President, it had a traumatic effect on civil society and further damaged the Government's image.

The economy all but collapsed. GDP growth rate, already in negative territory in 2000 at -3.1, tumbled to -17.7 in 2008. Per capita GDP fell from \$535 in 2000 to \$345 in 2008.⁸ The Zimbabwe dollar crashed against all major currencies, and inflation soared to historically unknown and incalculable levels. Unemployment and underemployment soared to over 80%; poverty deepened, and the achievement of the Millennium Development Goals was no longer a realistic expectation.

While the parties and other stakeholders differed on the causes of the crisis and on how to get out of it, there was general consensus that the country was in a crisis. Hence the proposal from, and agreement by all parties to a mediation intervention, led by President Thabo Mbeki of South Africa. The mediation managed to bring together for the first time ever the erstwhile ruling party and the new opposition parties to work together, to hammer out an agreement that would be endorsed by major players and blocs, however reluctantly, on the part of some. The resulting Global Political Agreement represented a watershed in Zimbabwe's political history. Given that the GPA was a negotiated agreement, even though it guided the economic, political and governance processes of the country, some aspects continued to be contested by either of the parties. But it was the agreement that would constitute the basis for the revision of the ZUNDAF 2007 – 2011 in order to address the urgent requirements of the GPA.

Meanwhile, after almost a decade of decline, bottoming out at about -17% in 2008, the Zimbabwe economy began to reverse the trend by registering an above 5% growth in 2009. This trend peaked in 2011 at 10.6%, before decelerating to 4.4% in 2012 and 3.7% (estimate) in 2013. Underlying this growth gyration are various factors including deindustrialisation resulting in shrinking capacity utilisation, estimated at 39.6% in 2013, in turn fuelling formal unemployment growth - now standing at 80%, with about 84% of jobs now being in the informal sector. Low or insignificant foreign direct investment is a major factor in Zimbabwe's economic performance.

While the adoption of a multi-currency regime on the eve of the launch of the Government of National Unity (GNU) in early 2009, helped stabilise the economy by primarily arresting inflation which was largely currency driven, it introduced new rigidities in both fiscal and monetary policy, as it deprived authorities of key instruments of macro-economic management.

It was within this context of economic optimism that the ZUNDAF 2012 – 2015, from which the UNDP CPD of 2012-2015, the focus of this evaluation, was designed. It was the first ZUNDAF designed fully to respond to the needs of the GPA and the programme of the Inclusive Government. It therefore, of necessity, built on the initial response within the framework of the previous ZUNDAF.

⁸ The World Bank data bank

The ZUNDAF sought to achieve seven outcomes, out of which UNDP CPAP focused on three – good governance for sustainable development, economic management and sustainable development, and social sector development and resilient livelihoods.

EVALUATION APPROACH METHODOLOGY AND FINDINGS

OVERVIEW OF APPROACH

UNDP external evaluations have implied or explicit value expectations which are reflected in the principles which guided our approach to the evaluation. These principles, which were elaborated in detail in the Inception Report, include, impartiality, objectivity and independence; quality; transparency and communication; and ethics and integrity.

The approach recognises that UNDP is only but one of the many players towards the achievement of outcomes. We therefore used the contribution analysis approach which seeks to estimate UNDP's contribution to results. To arrive at such an estimate of contribution, it is important to understand the nature of UNDP initiatives, in the context and relationship to other partners' contributions, the assumed or specific theory of change, and seek documentation of examples of value addition. In order to be sure that change has indeed taken place we, as much as was possible in the short time, compared outcome indicators to the baseline, ruled out alternative explanations for change, by among others things making comparative analysis. Whenever possible we tried to tap respondents assessments of what would have happened if UNDP had not intervened.

Because not all respondents were, nor were they expected to be, fully aware of the theory of change implied in the programme design, and to minimise any biases, the triangulation approach was used. The latter was reinforced by a participative interview approach which allowed the respondents to present their views and make their own emphasis; while we made sure they addressed all the questions on our interview guide. Our assumption was that the stakeholders' own understanding as self-assessment of the performance of the programme and projects is valid and a good basis for evaluation conclusions. Thus participants had the opportunity to basically do their own self-reviews, in their own words, at their own pace and with their own emphasis.

METHODOLOGY

This is an outcome evaluation with six outcomes and twelve projects designed to deliver them. The evaluation met and interviewed a cross section of stakeholders representing diverse perspectives, including national and local government officials, donors, and civil society organizations. While the team had a prepared list of questions, it preferred to allow interviewees to freely make their presentations and only follow up with questions that would not have been addressed. The team reviewed documents using a documents review guide; and analysed data using an analytic framework designed for the purpose. Using the programme's original RRF as the baseline, the evaluation assessed the achievement of outcomes through assessing the results chain from inputs, activities and outputs.

While the data analysis addressed the questions of achievement and progress, the widely recognised and UNDP endorsed international criteria for evaluation, helped the team to address the qualitative questions about the programme.

Using these five criteria, we developed/adapted questions which correspond to the specificity of this evaluation.⁹

DOCUMENT REVIEW

⁹ See Annex

There were several documents to review. In order to optimise value addition from document review the evaluation team used a document review guide, that ensured that all issues were gleaned, only relevant documents were focused on, and that the relevant evaluation information was coded from the documents.¹⁰

FINDINGS

Overall the evaluation found the programme to have been relevant in its objectives and design, effectively and relatively efficiently implemented, and, to the extent results were achieved, these are potentially sustainable, given certain conditions.

RELEVANCE

Although Zimbabwe has been governance preoccupied for a long time, as discussed in an earlier section, the GPA was the first national agreement about governance not linked to a ceasefire, but focused on arriving at a national consensus on governance principles, architecture, institutions and culture. It was crafted to be forward looking, hence it set governance objectives with pointers to “a new Zimbabwe” beyond the confines of the GPA time frame. These included the making of a new constitution, ensuring access to justice for all, adhering to international governance principles, creation of independent constitutional commissions for implementation or guaranteeing democratic governance processes and human rights, new governmental structures, and other aspirational provisions for deepening democracy and ushering in a process of healing for the creation of a harmonious country. UNDP had been involved in supporting various stages of the quest for good governance throughout the period before the IG. However, the GPA and the IG it ushered in, presented UNDP with important new challenges and opportunities. On the one hand it had the opportunity to be involved in a historic transformation, if the provisions of the GPA were to be implemented. But its integrity, responsiveness, impartiality, technical competence and experience, would be tested by this extremely volatile and polarised environment, where hostility among key players (including between donors and significant components of the IG) and the imperative to collaborate, forcibly co-existed.¹¹

The IG came into being half-way through the life of the ZUNDAF and CPD covering the period 2007 – 2011, which, while it had a hefty governance outcome area, it had not anticipated the far-reaching provisions of the GPA. UNDP responded by adjusting its portfolio to accommodate support for key GPA provisions like the constitution making process, ZEC, and the establishment of the ZHRC, among others. An evaluation of that period found that UNDP had made a timely and relevant response to the changing circumstances.¹²

The 2012 – 2015 ZUNDAF and CPD were the first opportunity for the UN and UNDP to conceive and design a GPA focused response. In that regard *Good Governance for Sustainable Development* and the outcomes defined under it, represented continuity and consolidation of the support for key institutions and processes for implementation of the GPA agreements, and supporting the good governance programme of the IG. Not only were the chosen outcomes relevant to the prevailing national discourse, were based on the GPA, and in direct response to the requests of the IG, but they were reflective of the generic governance outcomes in a post-conflict situation, and had resonance in the Zimbabwean situation. Similarly, linking good governance to sustainable development would have also resonated with the contemporary Zimbabwean situation of an economy in free fall, in the context of a recent history of apparently unsustainable development of the early independence years.

¹⁰ See Annex --- Inception report

¹¹ Conversations with UNDP management and staff

¹² Evaluation of UNDP programme

As has been shown above, the CPD proposes two pillars – governance reforms, and economic reforms and recovery. However, there is no analytic linkage made between the two pillars to highlight the instrumentality of either pillar or of the two pillars in interaction, to sustainable development. Neither do the CPAP’s three programming areas, nor its more elaborated outcome areas. The discussion of sustainable development still assumes only environmental sustainability, and does not reflect the broader sustainable development concept as understood and advocated for in the UN, that is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”¹³. Successfully responding to current demands for development and equitable access to assets, incomes and social safety nets are major political and economic governance challenges requiring political will and commitment on the one end and technical and management skills as well as individual, institutional and systemic high level competencies on the other end. An elaboration of the presumed results chain, all the way to sustainable development and governance’s own contribution to those results would have been helpful. The presumptive theory of change postulated above does not address this gap. Nevertheless, while articulating a theory of change to underpin the design of the programme would have added to the cogency and potency of the programme, its absence did not detract from the relevance of its broad contours to the national priorities.

It was strategic in its design, in that it did not just end at direct response to the IG but foresaw the need for anticipatory planning. For example it provided for the “review of laws, legal codes and policies in line with legal obligations emanating from the new constitution as well as international and regional instruments ratified by the Government of Zimbabwe” and support the national capacity to “review and draft laws and policies in line with legal obligations emanating from the constitutional review and from international and regional obligations.”¹⁴ It takes strategic thinking to understand that once a constitution has been agreed the most important next step is implementation, and that this usually would imply a legal overhaul of the system.

Relevance is also an issue of timing and accuracy of assessment of needs. Project evaluation reports and interviews with IP’s confirm that UNDP’s timing was critical for the success of its interventions. Once the GPA was announced, development partners considered whether and how to engage, in light of recent history between Zimbabwe and different countries, sanctions and other measures in existence. UNDP made a quick decision to engage, and accurately assessed the critical path for the success of the IG programme – the outcomes areas chosen and agreed on, and the projects designed were critical for the ultimate goal of good governance for sustainable development, as was the appreciation that the need was not just financial resources, but technical support and knowledge sharing as well, something that, we confirmed, the IG itself did not necessarily appreciate from the outset. It was that bold strategy that demonstrated relevance to both the IG and other development partners who then joined in with UNDP in major processes like the constitution making process, for example.

Identifying relevant key result areas to work in and actually successfully engaging the government and agreeing on them are two different things. While it helped that the broad areas had already been agreed in ZUNDAF, UNDP attributes its success to the fact that it responded to GoZ requests and were sensitive to the need for a judicious mix between advocacy and being demand driven.¹⁵ This is confirmed not just by GoZ representatives but civil society organizations as well. An added advantage was the fact that, unlike in previous cases in Zimbabwe in particular, but also globally, UNDP did not

¹³ Our Common Future, Chapter 2: Towards Sustainable Development

From [*A/42/427. Our Common Future: Report of the World Commission on Environment and Development*](#)

¹⁴ CPAP 2012 -2015

¹⁵ Interview with Head of the Governance Unit

have to advocate for most of the programmatic and institutional establishment and development, as these were already enshrined in and mandated by the GPA.

However, an important criticism levelled against UNDP in relation to relevance is that it lacked a strategic framework for overall support to democratic governance in Zimbabwe. This criticism is made from the perspective of development partners who feel that the process of developing such a strategic framework would have afforded them the opportunity to participate and be part of the process of defining priority areas of support to Zimbabwe. Related to that, some development partners object to UNDP's approach to partnership, whereby it develops projects with GoZ and then presents the development partners with a *fait accompli* for funding without adequate prior opportunity to influence from their own perspective. This, it is argued, means that the opportunity for development partners to collectively influence the agenda in pursuit of global principles and standards is missed.

UNDP argues that the CPD is indeed such a strategic framework for UNDP, within the overall strategic framework of ZUNDAF for the whole UN, both of which are agreed to with GoZ. The CPAP could be viewed as UNDP's own strategic plan, which is the instrument for operationalising the CPD within the framework of UNDP's global strategic plan. It is within this complex strategic context that UNDP tries to be responsive to GoZ's requests for specific support, culminating in projects that then offer opportunities for participation by development partners. While this criticism is not new to UNDP globally, the evaluation finds this issue particularly significant in Zimbabwe, because of the tension between donors and the ZANU-PF part of the IG, and UNDP's awareness of its own privileged position of trust. The donors found themselves with a greater need for UNDP in this context than would be normal in other less sensitive contexts. UNDP's own approach to advocating for the advancing of global principles while working with the Government in power continues to be a delicate path to tread. This is further compounded and more pronounced in Zimbabwe where the Government is both historically singularly assertive and accused of violating global governance principles.

While particular CPD's and CPAP's could be criticized, there is no denying that they are strategic documents. However, it would have been helpful if UNDP could have developed a strategic framework for the Good Governance for Sustainable Development outcome area, and indeed for other outcome areas as well. This could have started with a concept note that would have been the basis of a conversation with all stakeholders, thus affording them all an opportunity to contribute knowledge and experience to the operationalisation of the governance component of the CPD, as well as share their own priorities. This would have not only enhanced UNDP's strategic leadership and increased buy-in, but also made up for the closed nature of the CPD and CPAP, which are essentially UNDP/Government processes.

In light of the above and the critique notwithstanding, the evaluation concludes that both the overall ZUNDAF/CPD outcome of good governance for sustainable development and the six outcomes defined under this overall key result area were relevant, as both a strategic positioning for supporting governance in Zimbabwe and as responsiveness to the expressed needs of the GoZ.

EFFECTIVENESS

The effectiveness of a programme is judged largely by the quantitative and qualitative level of success in its implementation. Here we discuss and assess the extent to which the six outcomes have been achieved or how much, if any, progress has been made towards their achievement. We also discuss UNDP's contribution to any such achievement, the level and extent of UNDP's leveraging of partnerships, expertise, innovativeness, global reach and comparative advantage, and how UNDP is positioned to continue or intensify support in the future.

Democratic governance is an aspirational goal for most societies, as indeed are some of its key characteristics such as access to justice for all, or people's participation in decision making and democratic

processes – two of the outcomes expected to be achieved by this programme. After only two years since setting such ambitious outcome goals, only progress towards, not achievement of, the outcomes could be assessed. To its credit, the CPAP output targets were realistic and recognised this long term nature of the outcomes. But it is important to underline that making continuous progress towards them is a *sine qua non* for deepening democratic governance. From that point of view, the outcome indicators show that significant progress has been made towards achieving the two interrelated outcomes.

In relation to all the outcomes, the ZUNDAF evaluation, concluded in August 2014, scores progress towards the achievement of the Governance and Human Rights thematic area at 92% on track. Our overall observation confirms that as well as the fact that achievements have been realised at levels consistent with the period covered.

Following is the assessment of levels of achievement of or progress towards each outcome. For ease of reference we also add recommendations related to each outcome.

TABLE 2: EQUAL ACCESS TO JUSTICE FOR ALL

Outcome: Equal Access to Justice for all % target group accessing justice Baseline 331 people accessing justice in 2011	
Out Put level Indicators	Achievement of Results
1.Strengthened coordination framework among all critical partners in the justice, law and order sector	Achieved
2. Policies and law reform formulated in line with existing reforms, internal obligations and the constitution.	Achieved
3. Strengthened capacity of the justice law and order sector institutions to effectively and efficiently execute their mandate.	Achieved
4. Enhanced juvenile justice, including pre-trial diversionary measures for the children and other mechanism support.	Achieved Was led by UNICEF working with the Ministry of Justice.
5. Number of legal facilities supported Baseline 2 (Harare) Target (4Hre, Bulawayo, Gweru, Mutare)	Achieved
Mainstreaming Gender: Special consideration was made to women’s participation in the Constitution Making process. Women’s rights were well articulated in the women’s demands in an effort to close the gender gap in leadership.	
Overall Achievement of the outcome: partially achieved	

Achievements of Results

1. An important outcome indicator for equal access to justice for all was “strengthened co-ordination framework among all critical partners in the justice, law and order sector”. The Enhancing Justice Delivery and Human Rights for all project has made important strides. A coordinating framework for the Justice, Law and Order Sector (JLOS) is in place, with a broad spectrum of participants who make contributions to several outputs. A Capacity Gap Assessment Report of members of the JLOS, including an Implementation Strategy has been finalised. Members have made bench-marking visits to other countries to learn best practices and are advocating for improved structures. While JLOS is a UNDP supported project, the structures and work being coordinated are state structures implementing their actual mandates, the coordination framework is recognised as essential to the improvement of access to justice for all.
2. The most important and high profile contribution to this and most of the other outcomes is the successful constitution making process. The GPA required that the IG develops a people driven constitution and stipulated a timeframe and the imperative to have an extensive country wide

consultation. It is fervently argued by most of the respondents that the constitution making process contributed to the Zimbabwean society more than just the constitution. Indeed a people driven Constitution is in place, and it is recognised as progressive and reflective of a great proportion of recommendations made by stakeholders, representing all segments and categories of society. Virtually everyone met - governance, women and human rights and peace building institutions practitioners and professional groups – agree not just that the constitution met the highest process standards but that the content outcome also represented a major milestone in Zimbabwe’s constitutional development history. Vulnerable and marginalised groups such as women and people with disabilities acknowledge that some of their constitutional demands are met in the Constitution, for example representation in Parliament. But beyond that it is argued by many respondents that the constitution making process, even accepting that it was flawed as alleged by some, helped bring peace to the country, not only because of the provisions of the new constitution, which in any case, has hardly been implemented, but through the process’s imperative of all rival parties working together to produce a nationally acceptable constitution, and being required to decide only by consensus. At national level while there was a consultation requirement in the GPA, it did not provide the methodology. It would appear that the approach adopted under the leadership of COPAC and with the financial and technical support of UNDP was a methodological breakthrough that was beyond key participants’ expectations.

3. There are numerous contributions made by UNDP to the constitution making process, but we will highlight three.
 - a. The project board enabled donors and the Government to transcend the hitherto suspicious, if not hostile, relationship between them in order to work towards common objectives. Over and above the project board context UNDP facilitated pre-meeting consultations amongst donors alone or amongst government and COPAC and worked to diffuse anxieties in advance. While the project board idea and structure were not unique and is part of the standard operating procedure for UNDP, the context and the imaginative ways it was used in this case was unique. The result was a thawing of relations, a successful basket fund management, provision of adequate resources and a model of consultation regarded by many players as a best practice for making a constitution in a conflict ridden environment. Most importantly, a new way of working together after years of no cooperation emerged.
 - b. The second contribution the constitution making process made was related to the peaceful dialogue across the political divides. The COPAC process required that outreach was done by representatives of the three parties together. The mere fact of these party representatives, appearing together, introducing themselves by party affiliation and proceeding to facilitate discussion together was enough to demonstrate that the era of inter-party violence was at least suspended if not over. The joint campaign in favour of the constitution during the constitutional plebiscite was clearly impactful on the minds of the population.
 - c. Finally the number of near failures of the constitutional process and the fact that eventually negotiations triumphed appears to have made an impression on a country that had been characterised by confrontation and zero sum approaches to political engagement and struggle.¹⁶
4. Further milestones regarding access to justice for all includes:
 - a. The GoZ has been assisted to set up the Legal Advice Directorate offices including a mobile legal awareness unit.
 - b. Civil Society Organisations are supplementing Government where services have not been established, particularly for those who cannot afford to pay for legal services.
 - c. Training of legal drafting officers in government has been carried out.

¹⁶ See box on the COPAC process as a best practice

5. Government has developed and agreed on a Domestication and Ratification Strategy to address compliance with and upholding of international treaties to which GoZ is a signatory.

These achievements represent significant progress towards the goal of attaining equal access to justice for all. However, the way the outcome indicators have been presented implies that their delivery will result in equal access to justice for all. The design could have been more precise about the fact that this necessary steps are however, not sufficient - more would have needed to be done over a much longer period within a much broader change perspectives indicating irrevocable building blocks. At a minimum, a systems approach would have shown the complexity referred to earlier, showing access to justice for all as a complex undertaking in which the whole system needs to work for each part to deliver as it should. In Zimbabwe, the system comprises legislation, law enforcement, judiciary (spanning the traditional and the entire hierarchy of the court system, and all officers of the courts – prosecution, defence, and probation services), and correctional services/rehabilitation. It spans the entire state machinery – the legislature, the judiciary and the executive. Any weak link in the system compromises access to justice for all. Previous project evaluations of components of the justice delivery system, show that indeed there are weak links. Efforts have been made to address the weaknesses; however the outcome evaluation did not find evidence to indicate that these have been eliminated.

The suggestion here is not that the programme should have done everything. Only that, in designing what it did do, it could have been analytically more precise about what it hoped to achieve and how that would contribute to the longer term goal of achieving access to justice for all. The excellent results that are being achieved would be seen in context and future programming could more easily horizontally (across institutions) and vertically (longitudinally) been coordinated. Monitoring and evaluation of progress towards the achievement of the outcome would be easier. In the absence of a strong M&E system which tracks progress with regards to the achievement of the outcome, it is that much more difficult to assess progress towards the outcome.

Some examples of progress that would be easier to understand if the context was clearer and the M&E system worked include:

- The JSC website shows that in 2013, there was an increase in the number of cases finalised by the various courts with a 60-90% finalisation rate, and more than a 50% reduction in the annual case load carry-over. It does not show which part of the system improved – is it the judiciary training, availability of prisoner transportation, or something else. Moreover, the data does not reflect the performance of traditional courts where the majority of the poor, especially women have their access.
- The JLOS appears to be poised for excellent results, but the Judiciary Services Commission has not been active, because of some perceived need for independence. This negatively impacts on the monitoring of ‘the level of access to justice’ since the Commission is the repository of the judiciary performance data. But other than impressions of a study visit there is no contextual analysis that shows the necessary linkages for the improvement of access to justice, and why, in system analysis the JSC is an important part of the system.
- The new Constitution makes provisions that promote justice for all; however until the Constitutional provisions are made into law this provision may not always be realised. Some Constitutional provisions were effected immediately when the Constitution was adopted. For example the proportional representation of women in Parliament has been effected. However, some provisions are not automatic and hence, access to justice for the poor is not necessarily guaranteed. In some cases substantial resources are needed in order to get a Constitutional Court’s arbitration in matters that would be much cheaper to determine if the relevant alignment was in place.

Although the programme provided for support to post-constitution alignment legislation, no particular programme/project was designed, and the lack of a Road Map for Constitutional Alignment and Constitutionalism is a big threat to access to justice, but there are no systemic

triggers to sound the alarm, contributing to the limited progress towards access to justice for all. It has to be stated that the outcome of “Equal access to justice for all” does not state which aspects of justice. Both UNDP programming, and conversations engaged in did not speak to issues of transitional justice. It is important that the programme addresses issues of transitional justice, which is tied in with issues of peace, reconciliation and healing, regardless of how it is dealt with.

Overall observation: UNDP support has been very successful in helping lay out the infrastructure for equal access to justice for all. Taken together with the previous project for capacity development for the judiciary, it is clear that physical, individual and institutional capacity is being built and some results are beginning to show.

RECOMMENDATIONS

1. Strengthened Coordination frameworks: Strengthening the UPR National Steering Committee and JLOS
 - Strengthening of State and Non-State Actors on implementation of the UPR National Action Plan and internal accountability of progress in the implementation to be enhanced.
 - Conduct a review of the rejected recommendations with regards to consistency with the new Constitution and the implications to the democratic architecture.
 - Strengthen the monitoring role of CSO with regards to the impact of the rejected UPR recommendations.
 - Establish dialogue and support mechanism for private sector, Parastatals, State Enterprises engagement, guided by “Guiding by the UN Principles on Business and Human Rights”, “UN Compact” “ISO 26000” and “the Code of Conduct on Corporate Governance”, to promote good governance and accountability of the extractive industries and service delivery entities.
 - To promote the participation of JSC in coordination mechanisms
 - Enhance public accountability by increasing access to information to citizens with regards to the UPR National Action Plan and other initiatives such as the Legal Advisory Services through interactive websites of JLOS and ZHRC for example.
2. Policies and Law Reforms formulated in line with Existing Reforms and International Obligations and the Constitution
 - Facilitate a participatory and consultative crafting of the Road Map of an Accelerated Constitutional Alignment and Constitutionalism in the final year of CPAP.
 - Support civic education on the Constitutionalism for and by Government, Civic Society, Churches, Trade Unions and the Private Sector.
 - Build capacity of those responsible for drafters in the Ministry of Justice Legal and Parliamentary Affairs, the Law Development Commission and the Attorney General’s Office.
 - Build capacity of Parliamentarians in Constitutional alignment and Constitutionalism.
 - Strengthen the capacity of JLOS to share information relating to access to justice as well as sector performance on regular basis.
 - Knowledge products from the CPAP that have been published be uploaded on world-wide web and be linked to sites of the JLOS, human rights and peace-building institutions.
 - Build capacity of special groups i.e. women, youths and persons with disability on the Constitution and Constitutionalism

TABLE 2: PEOPLES PARTICIPATION IN DECISION MAKING AND DEMOCRATIC PROCESSES STRENGTHENED

Outcome 6: Peoples participation in decision making and democratic processes strengthened
Indicator

1.Mechanism and process in place to encourage peoples participation in democratic processes 2.ZEC has functional offices with clear staffing structures and sufficient human and technical resources 3. Citizen spaces and platforms of engagement with state bodies, mechanism and processes in place and operating. Baseline: 1.Limited citizens awareness and limited mechanism and processes for citizen involvement in democratic processes 2. ZEC has limited capacity 3. Existing national platforms for civic engagement are few and generally not inclusive. Target 1.Civic education initiatives conducted for increased awareness and mechanisms in place for increased peoples participation in democratic processes 2.Functional ZEC 3.Alternative dialogues track set-up on key national social, economic and political issues	
Out Put level Indicators	Achievement of Results
1.Civic education programme targeting the public, civil society, the community and local leaders developed and implemented	Achieved
2.Increased participation of people, particularly disadvantaged groups, inclusive of women, youth, the disabled and children, in public affairs	Achieved
3.Improved policies and programmes that increase the proportion of women in decision-making	Achieved
4.Strengthened mechanisms and processes for citizens' engagement with state bodies	Achieved
5. Strengthened capacities of civil society to effectively participate in democratic processes and to hold public sector institutions accountable.	Achieved
Mainstreaming of Human Rights: Stakeholder Capacity in understanding Human Rights undertaken. Political Code of Conduct also strengthened the upholding of human rights.	
Mainstreaming of Gender: Capacity support to the Women's Caucus undertaken, including regional visits to other Parliament and a Gender Council. Political Parties Code of Conduct engendered. Promotion of Women's participation in all governance institutions was undertaken. An engendered handbook on Guidance on Documentation and Dialogue has been produced.	
Overall Assessment: Achieved	

People's participation in decision making and democratic processes is another long - term democratic governance undertaking, but important steps can be identified. In a democracy, elections and referenda are important in providing for and channelling people's participation. So is equitable access to state institutions, processes and resources, and democratic space for individual, community and organised civil society and other non-state actors. The indicators for this outcome area appropriately measure these. The evaluation finds that significant progress has been made towards more robust people's participation in decision-making and democratic processes. Key achievements include the capacity strengthening of ZEC, the constitution making process, provisions for vulnerable groups in it and the referendum for its acceptance, as well as the increased participatory space for civil society.

Specific achievements which show progress towards the outcome include:

- ZEC is functional and its public image has improved. The institution has enhanced its public relations through information sharing on its website that is fairly up-to-date. Engagements with political parties and civic society increased particularly before the 2013 Harmonised Election, which is indicative of a widening dialogue space. A multi-stake holder workshop conducted a post-mortem of the 2013 elections, albeit a year later, showing that ZEC is now a fairly "open organisation". This activity was not funded by UNDP, but is indicative of evolving open and reflective culture in the institution.
- ZEC operationalised the engendered political parties' Code of Conduct produced by ONHRI. All candidates contesting the 2013 elections committed to abiding by the Code.

- Civic Education focused on constitution making and voter registration. Special support was made to enhance the participation of women, children and people with disability in the constitution making process by UNDP.
- The over-whelming 'yes vote' in the referendum is reflective of a broad societal consensus especially since a previous constitutional proposal was actually rejected.
- Demands for gender provision in the Constitution were met; as a result significant women's rights gains are enshrined in the Constitution. These include the doing away with customary laws governing women's rights; 50-50 representation in all governing structures, provision for a Gender Commission, and the proportional representation in Parliament. As a result there is a doubling (35%) of representation of women in Parliament in the 8th Parliament from the previous 17%.
- The Gender Commission Bill has been drafted and the process of appointing Commissioners commenced.

Strengthening the Human Rights advocacy, reporting and monitoring and advocacy role of CSOs.

- CSOs have drafted an advocacy tool in the form of an amendment to the PVO Act to include a provision for NGOs to self-regulate and harmonise laws governing NGO registration.
- A baseline on Capacity Gaps in the Civil Society has been carried out, thus defining the basis for capacity building for the sector.
- Project management and good governance systems training has been done for CSOs (M&E, RBM, and financial management).
- CSOs are part of JLOS and participate on this platform and dialogue and collaboration has been established with State-Actors.
- CSOs are part of UPR Steering Committee which has recorded much progress following the 2011 Review.
- CSOs are expected to participate in the ZHRC's thematic groups once these are functional.

Overall Assessment: Peoples participation in decision making and democratic processes has been strengthened and progress towards the achievement of this outcome has been made.

A major setback for this outcome was UNDP's inability to continue support to ZEC throughout the election period and beyond. UNDP is acknowledged to have already strengthened ZEC into a well-established electoral body that now has capacity to attract support from other partners. However support beyond the institutional capacity development, involves the United Nations Department of Political Affairs' Elections Division which requires that an in-country assessment be carried out and a report produced, clearing the country for electoral support. Procedure requires that such an assessment is only carried out at the invitation of the Government. For historical reasons unrelated to the ZEC, the invitation was not forthcoming, the assessment was not carried out and UNDP could not continue its support. UNDP support to ZEC, as far as it went was very successful. For the results to be sustained, all stakeholders agree that UNDP needs to be involved, in particular to support the electoral process and institutions right through the electoral cycle, something on which UNDP has global comparative advantage.

An important development in the historical context of Zimbabwe is the increased collaboration and mutual understanding between civil society organisations and government on the one hand, and CSO's and UNDP on the other. The objective of greater CSO involvement was contained in the both the programme narrative and as an output indicator and it appears to have been achieved. Even those who do not readily attribute this to UNDP do acknowledge the changed and increased space for CSO participation in UNDP sponsored programmes and collaboration with GoZ. A number of CSO's are working with Government – Zimbabwe Lawyers' Association (ZLA) on legislation for constitutional alignment, Legal Resources Centre for provision of legal aid, National Association of Non-

Governmental Organisations on Universal Periodic Review and other human rights issues, to name a few. Both GoZ and CSO representatives interviewed confirm a changed attitude and environment and credit UNDP with the facilitation of the relationship.

However, more resources would be needed to sustain this relationship particularly to take advantage of the new opportunities such as advocacy and civic education around constitutionalism, and research, promotion and advocating for legislation towards alignment with the constitution, such as the ZLA did.

RECOMMENDATIONS

- a) There is need for a road map for constitutional alignment supported by heightened advocacy for constitutionalism. UNDP could profitably spear head and facilitated this process
- b) ZLA studied legislation that needs changing for the benefit of their constituency. This is a best practice that could be followed by other professional groups and interested stake holders in order to expedite the constitutional alignment. UNDP could play a critical role in this.
- c) The expanding democratic participation space needs to be more inclusive, to accommodate all state and non-state actors, including the private sector.
- d) New tools for participation and public accountability such as e-governance need to be strengthened and access expanded.

TABLE 3: NATIONAL INSTITUTIONS FOR PROMOTION AND PROTECTION OF HUMAN RIGHTS, INCLUDING WOMEN'S RIGHTS CAPACITATED

National Institutions for Promotion and Protection of Human Rights, including women's rights capacitated	
Indicators: 1) % of functional institutions dealing with human rights.	
2) Number of human rights interventions	
Baseline: Human of rights cases heard only by the constitution courts only. 17 lawyers are active and in post with MoJ to offer services nationally.	
Out Put level Indicators	Achievement of Results
1.Strenthend Capacity of the Zimbabwe Human Rights Commission	Achieved
2.Regional and international human rights instruments ratified and domesticated	Achieved
3. Increased understanding and application of rights based approaches.	Achieved
4. Increased knowledge and awareness on promotion and protection of human rights.	Achieved
Overall Assessment: Achieved	

While the field of human rights is wide and building a society in which all human rights are respected, protected and fulfilled is a long term process, whose achievement is sometimes subject to reversal, the programme set limited achievable objectives in this outcome. A lot was achieved.

Achievements

- After a delayed start, due to a combination of factors, including delay in enacting the enabling legislation and inadequate budgetary allocation from GoZ, the ZHRC is now operating at near full capacity, with 80% of its Secretariat capacity in place, various types of essential training, international and subject matter exposure completed. While they have not fully launched their investigative work, their advocacy and awareness raising work has begun and the country is increasingly aware of the existence and mandate of the ZHRC.

UNDP supported the commission throughout the difficult years with financial resources, technical assistance and facilitation of backroom processes such as recruitment and induction. As a result the commission, while still not adequately funded by the GoZ, now has a number of development partners funding them. Their current issue is that no one is funding their core function, such as investigations.

- UPR Steering Committee has been established and has a National Action Plan of Action in place to implement the recommendations from the UPR process. Zimbabwe has compiled a non-mandatory mid-term review report which highlights progress made to-date.
- Government identified unratified treaties and ratified the following ¹⁷:
 - UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children
 - Optional Protocols (on the Sale of Children, Child Prostitution and Child Pornography and on the Involvement of Children in Armed Conflict), to the Convention on the Rights of the Child
 - Convention on the Rights of Persons with Disabilities and its Optional Protocols
- A ratification and domestication strategy was developed and once adopted by Cabinet it will provide further support to relevant Ministries in ratification of outstanding Treaties.
- 51 Parliamentarians received training in 2013 from Civil Society Organisation (CSO) stakeholders on the ratification and domestication of the Convention against Torture. This is an important step to begin the process of ratification of this treaty.
- Domestication of human rights treaties is underway. For example:¹⁸
 - The new Constitution, adopted in May 2013, has a more comprehensive and justiciable Bill of Rights than the previous Constitution. It specifically recognises, for instance, the rights of women, children, the elderly and persons with disabilities. It also provides for economic, social and cultural rights
 - The new Constitution has done away with provisions in the previous constitution that discriminated against women
 - The President recently assented to the Trafficking in Persons Act [2014].
 - A Bill is being drafted to domesticate the Optional Protocols to the Convention on the Rights of the Child
 - Over 400 statutes are being reviewed in order to harmonise them with the new Constitution and there is a General Laws Amendment Bill under consideration.
 - The NPA Act and the Electoral Amendment Bill have been passed by Parliament
- Stakeholders have been trained in Human Rights Based Approaches. This includes ZHRC Commissioners, and the JLOS members, among others and a Human Rights Based Approaches Manual has been developed as a knowledge tool.

The capacitation is a necessary pre-requisite for national institutions to carry out their mandate. The ZHRC does not have sufficient operational resources to carry out its mandate. UNDP feels that such support should not come from development partners and international best practice suggests that the best form of funding that underwrites the independence of the institutions is from the state, regardless of whether it is directly voted by Parliament or allocated through the Executive branch. In spite of the teething problems it faced, including a relatively high turn-over of Commissioners and chairpersons, the slow establishment of the Secretariat, and general human resource attrition, the Commission is in a good position to take off. It would appear that GoZ is committed to exercise its constitutional responsibility to fund the commissions.

¹⁷ Mid-term progress report on the implementation of the Universal Periodic Review recommendations accepted by Zimbabwe in March 2012

¹⁸ Ibid

Overall Assessment of Outcome 2: The outcome National Institutions for promotion and Protection of Human Rights, including women’s rights capacitated, has been achieved. However this is a necessary but not sufficient condition for the promotion and protection of human rights, including women’s rights.

RECOMMENDATIONS

- a) Support the Consolidation of Constitutional gains of human rights and women's rights through the alignment of relevant laws
- b) Support for the strengthening of the Independent Commissions to be enhanced so that they can fully execute their mandate. Exploration of opportunities for a coordinated capacity building programme with Commissions is recommended. The capacity building would focus on institutional strengthening and on cross-cutting issues common to all commissions.
- c) UNDP could take a lead in facilitating a shared framework for support to Human Rights work and ensure coordination.
- d) UNDP and GoZ need to find a way for UNDP to resume support to the electoral cycle in Zimbabwe.
- e) UNDP has an important strategic opportunity to enhance the profile and effectiveness of constitutional commissions, including ensuring the further establishment of the Gender Commission, the resuscitation of the Anti-Corruption Commission and the establishment of the Peace and Reconciliation Commission.

TABLE 4: NATIONAL CAPACITIES FOR PREVENTION, MANAGEMENT, AND RESOLUTION OF CONFLICT STRENGTHENED

Outcome 3: National capacities for prevention, management, and resolution of conflict strengthened	
Outcome Indicator	
Number of functional institutions dealing with CPMRT	
Number of Conflicts Resolved	
Out Put level Indicators	Achievement of Results
1.Tripartite Negotiating Forum and other dialogue for a strengthened and functional	Not functional
2.Alternative dispute resolution mechanisms institutionalized	Partially achieved
3.Capacities of institutions for national healing, reconciliation and integration strengthened	Achieved
4.Early warning conflict management system developed	Partially Achieved
5.Conflict-sensitive issues integrated into national development planning	Partially achieved
6. Capacities for conflict prevention, management, resolution and transformation amongst various national stakeholders, including youth, women, disabled and traditional leaders, strengthened.	Achieved
Human Rights: these have been mainstreamed in the training and Political Parties’ Code of Conduct	
Gender Mainstreaming: Engendering of CPMRT manual was done. Three women MPS conducted CPMRT training in their constituencies. Women Members of Parliament trained on CPMRT and committed themselves to peaceful campaigning in their constituency. Peace agenda was promoted not only by the Principals but by women’s groups. Draft Principles for National Peace and Reconciliation Commission are gender sensitive. Traditional leaders trained on gender mainstreaming.	
Overall assessment: Achieved	

The achievement of this outcome is inherently difficult to assess, because of its purely qualitative nature. However, structures and processes for dialogue for peace have been established across the country

from national through provincial, district and community levels. Peace is accepted as an objective, approaches to its attainment and maintenance have been and are being taught at all these levels, and it is claimed that the peaceful 2013 elections could be explained at least as much in terms of the success of this programme as that of the constitution making process.

Achievements

1. The Constitutional and legal framework for peace and reconciliation has been established, with the design of the Peace and Reconciliation architecture now provided for in the Constitution is a major output of this programme, as are the policies and principles for the establishment of the National Healing and Reconciliation Commission, whose bill is now awaiting enactment.
2. The organisational, capacity development and process structures have been established across the country - Peace committees in all provinces, comprehensive training in conflict prevention management, reconciliation and transition (CPMRT) has been provided to thousands of people ranging from members of CBO's and FBO's, the reach is beyond churches, but has filtered to community, civil service and security forces, churches, councillors, women parliamentarians and police. This is supplemented by platforms for structured dialogue on key development issues.¹⁹A national healing framework by the church and civil society; the conference defined and recommend key actions towards the operation of the National Peace and Reconciliation Commission (NPRC).²⁰ Dialogue Series has been facilitated on other subjects such the role of technologies and innovation; critique of macro-economic and business environment factors impacting "doing business in Zimbabwe" and Policy Dialogue on Travel and Tourism Competitiveness was part of a Dialogue Series
3. The crucial link between peace and livelihoods has been made and piloting on integrated approach for peace building, sustainable livelihood and disaster reduction is currently under way.
4. There is commitment going forward, with the conceptual framework for the current programme providing for four components namely strengthening the NPRC (when it comes on board), strengthened capacities for structured dialogue; support to local community capacities for peace and sustainable livelihoods and disaster risk management.

Overall Assessment: There is progress being made in achieving the outcome. The model of cascading the leadership of the peace building process to the grass-root has potential for long term sustainability.

However, the operationalising of the NPRC is dependent on government's commitment. NPRC is a time bound Commission and there is an urgent need for preparatory support, building on what has been achieved through ONHRI, Churches, Civic Society and Traditional Leaders as well as the experience gained in supporting other Commissions.

RECOMMENDATIONS

- a) The NPRC is an important time bound commission with the mandate to establish the preconditions for peace and entrench mechanisms for its maintenance. It is an important strategic opportunity for UNDP and its partners to support peace building through an institution with a dedicated mandate.

¹⁹ For example: Church and Civil Society Forum (CCSF); Joint Youth Working Group on Peace (JOWOG); Justice Law and Order Sector Committee (JLOS).

²⁰ Report of the 2013 National Peace and Reconciliation Conference, Montgomery Lodge, Bulawayo (Nov 2013)

- b) A comprehensive evaluation of the programme would help establish if and why it is working as well as reported and lessons would be significant beyond Zimbabwe.

TABLE 5: IRBM SYSTEM OPERATIONAL THROUGHOUT GOVERNMENT

Outcome 4: IRBM system operational throughout Government	
Indicator: # % of public institutions applying RBM	
Baseline IRBM introduced in all Government institutions but systems not operational	
Target System operationalized throughout Government	
Out Put level Indicators	Achievement of Results
1. Government IRBM components linked into one system	Achieved in previous programmes but no current support
2. IRBM institutionalized in the national public service training institutions	Understood to be in place but not verified by this Evaluation.
3. IRBM operational in local and quasi-government institutions.	Achieved and progressing well
Mainstreaming of Gender: Gender budgeting incorporated in the previous support to Results Based Budgeting and the Ministry of Finance institutionalised compliance in bids submission. Gender Economic Policy Management Initiative (GEPMI) is underway and is targeting economists, policy makers, and policy planners as opposed to the previous arbitrary selection of focal persons in the follow up of the Beijing Conference. A more recent development had been the delegation of the gender focal person functions to a senior official. GEPMI is building capacity of strategically positioned professionals who can best serve the interest of gender equality.	
Overall Assessment; Partially Achieved	

UNDP has been supporting the introduction of IRBM for many years, and several components have already been introduced into government operational frameworks, namely Results Based Budgeting, Personnel Performance Appraisal and M&E system. This new programme was supposed to focus on e-governance at national level and all the IRBM components at local government level. The national component was not implemented during this programme period due to the fact that e-Governance requires massive capital injection by Government. However, the local government dimension was implemented with great success, because it is replicating what has already been done at national level.

Strengthening Local Government Institutions

- IRBM: Personnel Performance Appraisal system rolled out in all Local Authorities.
- Capacity Needs Assessment of Local Authorities with regards to service delivery completed.
- Councillors' induction (1958) carried out following the 2013 elections.
- Progress made in Local Government Legal Reforms: Alignment to the Constitution has been initiated through two draft bills that is the Local Authorities Bill, and the Provincial and Metropolitan Councils Bill. Some stakeholder consultations were carried out on the draft bills. Consultations have also been initiated on the Traditional Leaders Bill.
- Broad based consultations on the Bills were undertaken.
- UNDP is not supporting Public Sector Reforms in Government (IRBM through the OPC) in the current CPAP. However, previous support which entailed: Results Based Budgeting, Personnel Performance Appraisal System and M & E Systems are reported to be functioning. This Evaluation did not directly assess the sustainability of results from previous support, save to note that the quality of some of the IPs did not reflect great competences in results reporting.

Overall Assessment: The outcome "IRBM system operational throughout Government" has been partially achieved. The Local Government aspect, which involves implementing components already carried out at national level, has taken off well. However the Central Government aspect, which focused on e-governance, has not taken off. Although not in the programme, the evaluation team was informed,

but did not see evidence, of the extension of the IRBM to state enterprises through the corporate governance programme that the GoZ is implementing on its own.

The fact that LA's are enthusiastically implementing IRBM augurs well for improved service delivery in light of the devolution provided for in the Constitution. Extending it to state enterprises would complete the infrastructure for IRBM in the public sector as a whole.

RECOMMENDATIONS

- a) Efforts in constitutional alignment of laws affecting governance at the local level are commended and needs to be supported, with expanded participation, until the adoption of the 3 bills currently under formulation.
- b) GoZ, LA's and UNDP need to maintain the momentum in IRBM in LA's all the way to E-governance. Full implementation at national level, including state enterprises is essential as public sector reform to ensure the sustainability of the rest of the results, not only of the GGSD but the other major key results areas as well.

TABLE 6: PUBLIC SECTOR ACCOUNTABILITY AND AUDIT SYSTEM STRENGTHENED

Outcome 5: Public Sector accountability and audit system strengthened	
Indicator	
Internal control system in place Public sector accounts audited in public domain.	
Baseline: Audit System in place but not functional	
Target: Government Audit system fully Operational and statutory audit requirements adhered to through the Public Sector.	
Out Put level Indicators	Achievement of Results
1.E-government strategy implemented	Not Achieved
2.Strengthened capacities of the Ministry of Finance and the Offices of the Comptroller and Auditor General in financial and accounting management	Achieved
3.Strengthened capacity of transparency and accountability institutions (the Public Protector, Parliament, Anti-Corruption and Media Commissions)	Partially achieved through support to Parliament and not the other institutions.
4. Strengthened capacity of strategic central and local government institutions to enhance delivery of services.	Partially achieved

The achievement of this outcome was sketchy because of the traumatic events surrounding the Anti-corruption commission, which was demobilised for most of the life of the programme. There was therefore no implementing partner to work with. This seriously undermined the public accountability dimension of the outcome. However, support to relevant Sub-committees of Parliament continued and is reported as very successful.

Support to Parliament (third programme support of the 3-year rolling plan). Parliamentary capacity building is currently under way in the 8th Parliament, building on the support from previous programme support. A Needs Assessment done for the 7th Parliament continues to provide the basis of capacity building. Parliament staff are now part of the training team so as to provide continuity.

Anti- Corruption Commissioners were recalled to office in May 2014 after their suspension in August 2013. This move has not been supported by any legal public notice, given that the term of office of the

Commissioners has expired. In addition, the Anti-Corruption Strategy and Plan was taken off from JLOS work plan because of lack of progress on the agenda item. There is therefore no operational partnership with UNDP on anti-corruption.

RECOMMENDATIONS

- a) It is recommended that UNDP help leverage resources for E-Governance, which is critical for modernisation of the public sector.
- b) It is also recommended that UNDP advocates for the implementation the programmes whose outcomes have been already defined but have stalled, such as the Anti-Corruption Commission.
- c) There is need for support to Parliament to consolidate and to strengthen institutionalisation of previous and on-going capacity building initiatives, with roles of Parliament as the IP, development partners and UNDP clearly defined and understood, and an exit and sustainability strategy agreed.

OTHER RESULTS BEYOND THE SIX OUTCOMES

Beyond helping produce the outputs towards achieving the intended outcomes, UNDP has contributed or is credited with contributing to some wider outcomes, some intended, and others not.

1. UNDP support has contributed to capacity strengthening for government institutions across the board. All IP's confirmed that as the result of UNDP support they were able to carry out their mandates at a time when the IG was not even an integrated machinery of government. The constitution making process has already been singled out as one of the most far reaching national processes, inculcating into the government not only the capacity for extensive consultation on national issues, but also the management of political diversity and respect for process outcomes. The capacities of the commissions were built to a point where both ZEC and ZHRC are now respected institutions with the confidence to engage with the public and to open up to scrutiny as ZEC has increasingly started doing. However, of all the institutions of the state parliament appears to have gained a lot in terms of capacity to carry out its mandate. Of particular significance is the capacity of the parliamentary committees to spear head the oversight functions of parliament and to hold the executive to account. All stakeholders concur that the quality of parliamentary oversight has begun to show a difference from previous parliaments. The capacity of the parliamentary administration has also been built to the point where, by their own self-assessment, they feel that they are able to carry forward the activities currently supported by UNDP without any technical assistance. The coordination and support provided through JLOS will result in a coordinated system of justice regardless of whether UNDP continues to play a part, as the JLOS institutions are permanent governmental institutions that would have needed coordination anyway.

However much of this capacity development has been incidental to other governance related support rather than strategically planned as a factor for long-term sustainability. Capacity development is a cross cutting issue and the foundation for development effectiveness. As such it needs to be mainstreamed not just as capacity requirements for project implementation, but for long term capacity to sustain the results from the projects and programmes and to cascade that capacity into general system competency. Such an approach to capacity development would have required that the capacity needs of the various institutions are assessed and an approach developed that addresses generic capacity challenges across the board. For example there is no reason why a capacity development strategy for the commissions could not have been applied to all the commissions, supplemented with differentiated inputs that address mandate specific issues. Similarly the roll-out of IRBM which was intended to be public

sector wide would have been that, rather than the piece meal approach that appears to have been followed.

2. UNDP is credited with helping open space for civil society organisations not only to play a part in national processes and collaborate with government, but also to engage in self-development and further advocacy for their own space and favourable legislation, by even sponsoring the development of model civil society friendly legislation. This has helped change the perception of UNDP as an organisation that works only with government. Even more important, both GoZ and CSO's acknowledge the change in the nature and tenor of their relationship, away from open hostility to collaboration and constructive criticism. They both attribute a major portion of this change to UNDP facilitation and programming approach. Some development partners, however, attribute this change to their own funding related pressure on all the players. Whatever the distribution of attribution, the fact is there is change and UNDP had an important part to play.

There are many threats to the sustainability of the new CSO reality. Two of them stand out for us. One is the funding. CSO's need to define their mandates and mobilise funding for those mandates, rather than keep redefining their mandates according to available funding. The second issue is that of transitioning from mutual hostility and therefore organised around criticism and rejection, to mutual recognition, collaboration and constructive criticism. UNDP has already sown the seeds of this transition but more systematic approaches need to be developed and best practices studied.

3. An important contribution UNDP made to the implementation of the governance programme is how it used its real or perceived position of trust as currency. The GPA, much as it was supposed to end a tense political period, ushered in a new level of intense hostility within a forced marriage, not just between the contending political parties, but between their backers as well, some of whom were the donors. UNDP put itself in the middle and enabled communication and cooperation amongst entities that would not normally talk to or collaborate with each other. And that became the whole mark of all its programming throughout this period. To the extent that the IG partners became more and more capable of working with each other, and donors became more amenable to supporting the whole IG, to that extent UNDP was successful in this role. Its sensitivity to some parts of the IG's historical experience with some parts of the UN allowed it to choose carefully which parts of the house would be acceptable and which would scuttle progress.

As a result of this highly successful navigation of a very difficult terrain, UN/DP has gained considerable credibility among all stakeholders. For example everyone interviewed would like to see them back in leading support to ZEC, or developing a strategic framework for governance in Zimbabwe, among other things. However, by the same token, some of those who would like to see UNDP take a strategic lead would also like to see it being less close to government and more a conduit for their views.

EFFICIENCY

In assessing programme success it is important to assess whether the achievement made could not have been more efficiently carried, getting more for less. This requires assessment of both resource and process efficiency. A review of those project evaluation reports available shows that the projects were by and large properly designed and efficiently implemented. Resources were well applied, reports timely and outputs delivered. A shortcoming that appears to have characterised most of the projects and actually impacted implementation pace, were delays in the appointment of project personnel critical for implementation. In at least two instances this was the case. Some IP's raised the issue of delays in disbursements, as well as the inconvenience of the Direct Implementation Modality (DIM). On further investigation it became clear that while the inconveniences are real, the real issue is that of

understanding when UNDP uses which approach. In the case of most of the projects in question UNDP followed procedures in terms of the HACT and the consequential decisions thereto. What is necessary is to effectively educate IP's about these procedures.

SUSTAINABILITY

Sustainability is a function of meeting the evaluation criteria of relevance and effectiveness on the one hand, and commitment to follow up, vertical coordination, resources and institutional provision and requisite capacity development on the other. It is also influenced by the national context.

To the extent that the programme is found to be relevant and to have been effectively implemented, to that extent the foundation for sustainability would have been laid. For it is out of the question that an irrelevant or poorly designed programme could achieve sustainable results. And it does not matter how well designed and relevant, if not effectively implemented, there are no results to sustain. We have found that the programme is relevant, the programme design was appropriate, and it was effectively implemented. Given our positive findings on both criteria, the foundation for sustainability is indeed solid for this programme. That leaves the other factors of sustainability.

On commitment to follow up, it is important to underline again that the programme and its outcomes were not arrived at through UNDP or other development partners' advocacy or as a response to resource opportunity as is often the case. The governance agenda was laid out in the GPA and represented a consensus, albeit a hard-bargained one, on the future of governance in the country. UNDP and its partners provided technical assistance and resources to support implementation of this agenda. On the face of it, there could therefore be no stronger basis for commitment than an agreement by all important political parties in the country and the endorsement of regional intergovernmental bodies and relevant development partners.

In reality, however, because each party came from a different position to the compromise, the danger of any of the parties going back to its original position, if it gains the power to do so, was always an inherent risk. Since ZANU (PF) won the 2013 elections, there has been no official indication that this recidivism was likely. However, some respondents feared that the slow pace of constitutional alignment might be indicative of the Government's intention to at least delay the implementation of aspects of the constitution that their party had opposed. An example cited by many is the devolution provision of the constitution. Provincial councillors were elected during the harmonised elections but are yet to be sworn in or carry out their work, because the enabling legislation has not been passed. The government, however, and indeed some stake holders warn against the danger of misinterpreting lack of capacity to tackle the level of complexity - such as that represented by the challenge of review and harmonisation of legislation to govern inter-governmental relationships and differentiation and alignment of mandates at three levels of government - as reluctance. They point to the fact that draft bills already exist and have been extensively discussed with stakeholders.

The evaluation finds that both lack of capacity to carry forward necessary steps, such as legislative alignment for the constitution and lack of political will pose a threat to the sustainability of some of the results achieved so far.

Another example of possible lack of commitment that could undermine the sustainability of results is the absence of high level commitment to participation in JLOS by the JSC, which, because of its place at the pinnacle of the justice system, would render any significant justice sector coordination ineffectual if it did not have at least its buy-in.

By far the biggest threat to the sustainability of the democratic governance gains that have been registered is the national economic context. The economic situation outlined in this report suggests a difficult period ahead. The lack of state resources means that it will be a long time before GoZ can make financial commitments to the governance agenda. There is already evidence of that in the struggle to

fund the Commissions, in particular the ZHRC. Continued dependence for funding for the implementation of their core mandate will threaten the credibility of commissions and thus their long-term sustainability. The economic situation also threatens sustainability in the way in which it impacts citizens. Sustaining the expansion of democratic space depends on both an effective democratising state and an empowered demanding citizenry. A state struggling to raise revenue and Zimbabweans striving to eke out a living are less likely to be as engaged with matters of deepening rights and democracy than they would in a prospering Zimbabwe. Even with the obligations of the GPA during the IG, the trade-off between the demands of balancing the obligations for advancing the democratic agenda and keeping the economy alive was already proving to be difficult. The crisis around the funding of elections is a case in point, where for a long time the holding of elections was in doubt not because of the politics around it, which there was, but lack of funding. There is a high general risk that funding democratic reforms could go back to the back burner.

The extent to which the successor government to the IG would regard continuity of the IG commitments and programmes as its own responsibility would contribute to the sustainability of the results achieved under this programme. The evaluation found no evidence that such commitment was not there. On the contrary there was evidence of considerable commitment to, and enthusiasm about the programme as a whole. Similarly leadership and staff changes in UNDP could pose the same danger to vertical coordination unless appropriate lessons are codified and shared.

Earlier we mentioned the critical role of a well planned and executed capacity development strategy, as key to sustainability of results. In spite of what we observed regarding the incidental nature of capacity development in most of the projects, significant capacity development is reported in each of them and in evaluations. Physical assets have been acquired, staff recruited and, for the most part, trained, and the process of putting systems and processes in place is under way. The basis for adequate capacity development to sustain a governance architecture has been established.

PROGRAMME RESOURCES

FUNDS COMMITTED AND DISBURSED

According to 2012-2015 Joint Implementation Plan (JIM), UNDP planned to raise \$43 million dollars in-order to achieve ZUNDAF 2012-2015 outcomes 1.1 to 1.4. By the end of December 2013, UNDP had disbursed \$19, 4 Million dollars which is 45% of resources required²¹.

ZUNDAF OUTCOME	Total required as determined by the JIM	Regular Resources	Gap
1.1 to 1.4	43,000,000	12,000.00	31,400,000
Year	Budgeted	Disbursed	
2012	11,542,401	11,282,456	
2013	8,498,105	8,120,476	
Total	20,040,506	19,402,932	

²¹ Analysis of ROAR 2012, 2013 and JIM

Evaluation findings

UNDP's resource mobilisation and disbursement of most of the projects on year to year basis is largely on course towards fulfilling the ZUNDAF and JIM commitments.

UNDP is commended for being efficient in budgeting, resource mobilisation and utilisation of budget allocations on a year on year basis. Worth noting for example, is the 2013 expenditure against budget, which is commendable given that there were major national events in 2013. Planned activities were implemented in spite of the Referendum and the Harmonised Elections taking place.²²All projects spent between 97% and 100% of annual budgets in 2012 and 2013 with the exception of Support to the Human Rights Architecture which expended only 92% of the budget, failing to spend \$381,953 in 2013. The Human Rights Commission over spent by 8% (\$11,219) above the budget of \$146,318 in 2012. This is likely to be a case of under budgeting, which is an isolated case in the project under review. UNDP has been efficient in resource mobilisation and in utilisation of resources mobilised.

None of the Implementing Partners cited lack of resources to deliver on outputs agreed on in the Project Documents and Annual Plans, hence the evaluation team concludes that the resource mobilisation and implementation is on course.

ADDITIONAL FACTORS THAT CONTRIBUTED TO THE ACHIEVEMENT OF RESULTS

CLARITY OF GOVERNMENT PRIORITIES

The GPA was a very clear document in terms of what needed to be done and the UNDP did not have to spend time and resources in advocacy. The outcomes were clear. UNDP could focus on resource mobilisation, provision of technical expertise and facilitation of the process. How to get to those outcomes was the challenge. The irony is that, while the agenda was clear, adherence to it was not a foregone conclusion; the partners were antagonistic towards each other and the outcome was far from certain.

STRATEGIC LEADERSHIP

Reading about and listening to all the key players and how they managed the process shows an amazing level of strategic leadership at every level – from a programme officer who knew precisely when to unleash a consultant into the fray or withdraw him, all the way to the “Principals” who seemed to know almost exactly when it was time for them to “have tea”, during the constitution making process. At the COPAC process level, UNDP provided the context and the space for all levels to exercise leadership when needed and appears to have been quite adept itself at keeping the process going, as discussed elsewhere.

NATIONAL CHANGE PROCESS

There had been efforts at improving the governance architecture of Zimbabwe over the years. But these were isolated, sometimes donor driven, other times conflict driven. This time it was a

²² ROAR

2012, 2013

fundamental national change process and significant national consensus existed. The forces for change were much stronger than those against change.

PARTNERSHIPS

UNDP's choice of partnerships has been highly appreciated by the partners. Government institutions and Commissions selected are appropriate and strategically positioned with mandates directly related to the outcome areas in particular and with overall goal of good governance. Their success contributes to the cause of deepening democracy. Partnership with Civil Society through NANGO, the apex body, has injected a degree of coordination amongst civil society organisations such that even when they still have a number of separate stand-alone projects, there is better sharing, synergy and complementarity. Creating platforms for dialogue such as the JLOS, Youths and Women's Groups has improved effectiveness and inclusivity. It is hoped that in time state enterprises and private sector will be included. The extractive industry is of particular importance given its growth and potential influence in deepening governance.

UNDP has leveraged the opportunity of being trusted partner by both donors and GoZ to forge partnerships that have delivered results. This role is likely to continue given the slow thaw in relations between the GoZ and bilateral donors. It is thus incumbent upon UNDP to continue to explore ways of increasing the level of trust by engaging with both sides as early as possible and giving everyone the space to contribute to programme formulation. Approaching programme through strategic thinking and planning provides such an opportunity. Development partners and GoZ still view the coordination role of UNDP as critical going forward, at least in governance.

CONCLUSIONS AND LESSONS LEARNED

CONCLUSIONS

- There has been significant change in the governance environment in Zimbabwe ushered in within the context of the GPA and implemented by the IG
- The key changes include increase of tolerance for political pluralism, improved justice delivery system, increased democratic space for people, organised civil society and better dialogue between Government and development partners.
- The Good Governance for Sustainable Development programme was involved in supporting all these outcomes.
- There is near unanimity that UNDP, through funding, technical assistance and methodological innovations, was very effective in designing and implementing this programme and made a major contribution to these results. Some assert that without UNDP these results would have been impossible to achieve.
- Overall the results are sustainable due mainly to the fact that they respond directly to the needs of the Zimbabwean government and public, came directly from a national agreement, were so effectively implemented and appear to have found resonance with the successor government, other key stakeholders and new donors.
- While it is understandable why there was no strategic framework, these results could have been even more far reaching and sustainable had there been such a strategic framework.
- UNDP Zimbabwe has had a unique experience with rare success and can leverage on this to lead in governance and help take the country to the next stage, through development of a strategic governance framework.

LESSONS LEARNED

CONSTITUTION MAKING PROCESS

- The UNDP mandated Project Board can be a portent force for communication and breaking barriers when imaginatively deployed. UNDP Zimbabwe successfully used the project board as the forum to break down barriers, innovate and calm sensibilities.
- South – South cooperation, well deployed in politically sensitive situations, can make the essential breakthrough needed especially where the north - south tensions are pervasive. UNDP's choice of technical experts from the region is roundly praised.
- Serious, well-funded and organised, focused advocacy works, even in high stakes national processes such as constitution making. Most vulnerable groups managed to have their proposals included in the constitution against great odds.
- Sometimes unintended consequences, if allowed to play out, can have higher impact for little direct cost than the actual planned outputs. The outreach part of the constitution making process, born out of the imperative to balance, is credited with far reaching peace and growth of political tolerance in the country which was not part of the intended outcomes but which is alleged to have influenced the peaceful elections.

SUPPORT TO SETTING UP AND STRENGTHENING OF INDEPENDENT COMMISSIONS

- Clarity between UNDP and the IP's is needed from the outset of what UNDP can and cannot support and under what circumstances. Expectations for continued support to ZEC in spite of Government not meeting its obligations vis-a-vis the UN requirement points to misunderstanding that could have been avoided. Similarly the initial insistence by the ZHRC that UNDP should fund its core functions beyond capacity development points to a limited understanding of UNDP's role in supporting independent commissions and bodies.
- Strategic planning for generic support of similar organisations contributes to efficiencies in resource use and taking advantage of momentum. A big push for generic support of the independent constitutional bodies could have avoided the uneven progress that has led to some commissions thinking others were favoured.
- It is one thing to agree under pressure to set up a commission, but quite another to help make it work, which is one of the weaknesses of the institutional check list governance approach.

RECOMMENDATIONS

The core elements of the GGSDP are essential to the further strengthening of democracy in Zimbabwe. It is important that all stakeholders, in particular GoZ, UNDP on the one hand, and donors and implementing partners on the other, see this process as on-going and not assume the end of the IG as a sign that these are no longer needed. The key sustainability factors are the continued pursuit of the achievement of these outcomes and the implementation of the governance agenda spawned by their achievement. These recommendations are made from that viewpoint.

In light of the fact that the programme still has more than a year to go, the recommendations being made here are intended at both the remainder of the programme and any future successor programmes. Detailed recommendations relating to each outcome are found under the respective outcome.

UNDP STRATEGIC POSITIONING

1. UNDP should use the current programme to draw a concept note and lead a strategic thinking process on the future of good governance for sustainable development in Zimbabwe. The outcome of this process should be at a minimum a conceptually clear and evidence based strategic framework that builds on current successes and takes into account the national

development framework, the ZIMASSET. It should then be easy for UNDP and development partners to agree with Government and other stakeholders what they can support.

2. For sustainable development outcomes to be fully realised, and for optimal contribution of the governance outcomes, there needs to be synergies established between programme units to ensure that formulation of outcomes is not unduly restricted by predetermined thematic areas.
3. Although it was not stated that way in the design, the outcomes in the CPD/CPAP were clearly seen as interdependent, where the achievement of one affected that of the other. The failure to take off of the anti-corruption project and the consigning to the back burner of the IRBM undermined the capacity dimension of the programme. It is recommended that these be fast tracked, if possible beginning within the remaining programme period, and that embedded in this should be a thorough going public sector reform strategy.
4. UNDP has a unique opportunity to spear head the development and implementation of the Constitutional Implementation strategy mooted in the CPAP and left undeveloped. Such a strategy could include; legislative alignment, advocacy and education on constitutionalism, further strengthening of constitutional bodies, among others.

UNDP INTERNAL CAPACITY

5. Strengthen programme design and M & E and results based reporting capacity of UNDP staff and partners.
6. Strengthen internal system audit and build partners competencies to minimise programme delivery bottlenecks and build IP capacity to manage and report on UNDP Projects.
7. Strengthen internal capacities on gender mainstreaming and human rights based approaches to programming

THE GOVERNMENT OF ZIMBABWE

8. Partner with UNDP to develop a strategic framework for governance in Zimbabwe
9. Provide resources for constitutional bodies in a manner that ensures independent implementation of core functions
10. Provide leadership in the development of strategies for implementing the constitution while continuing to collaborate with development partners and civil society organisations in this endeavour
11. Ensure highest level participation in JLOS to make it sustainable

DEVELOPMENT PARTNERS

12. Commit, along with UNDP to long-term support for governance as a development process and not a check list of institutions
 13. Collaborate with UNDP and GoZ in defining governance strategic framework that responds to the unique circumstances of Zimbabwe within the framework of universal principles
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APPENDICES

APPENDIX 1: TERMS OF REFERENCE

TORS: Outcome Evaluation: Good Governance for Sustainable Development

Background

UNDP's corporate policy is to evaluate its development cooperation with the host government on a regular basis in order to assess whether and how UNDP-funded interventions contribute to the achievement of agreed outcomes, i.e. changes in the development situation and ultimately in people's lives. Evaluating country programming therefore involves ascertaining whether and how UNDP has assisted in improving human development conditions, including for individuals, institutions and systems. Evaluation also helps to clarify underlying factors affecting development, to identify unintended consequences (positive and negative), to generate lessons learned and to recommend actions to improve performance in future programming.

These terms of reference are for an outcome evaluation of UNDP's support to Zimbabwe in the area of good governance. Fostering and promoting good governance is an important part of the development agenda for the government of Zimbabwe. Good governance and respect for fundamental human rights and basic freedoms are prerequisites for sustainable human development. Accordingly, Zimbabwe is a signatory to the Millennium Declaration, which recognises the central importance of good governance in creating an environment that is conducive to development and to the elimination of poverty. UNDP's governance programmes support national government priorities as defined under the government's Mid-Term Plan (MTP) and the Zimbabwe Agenda for Sustainable Social and Economic Transformation (ZIMASSET). A new constitution adopted in May 2013 lays the foundation for deepening democratic governance in the country.

UNDP works with the Government of Zimbabwe (GoZ), with other development partners and civil society, to build institutional capacity and promote sustainable development. Under the direction of the UNDP Democratic Governance Unit, UNDP provides programme and project support to various institutions and line ministries. UNDP acts as the lead agency in the area of governance within the Zimbabwe United Nations Development Assistance Framework (ZUNDAF) and co-chairs the Governance and Human Rights Theme Group, contributing to the design, implementation and monitoring of joint programming and UNDP country program outputs.

UNDP Zimbabwe is engaged with national efforts to strengthen the human rights architecture, critical in deepening democracy and enhancing people participation in governance affairs. In collaboration with the Justice, Law and Order Sector (JLOS) and Zimbabwe Human Rights Commission focus is on fostering a responsive justice delivery system, as well as fulfilment of human rights obligations, respectively. As part of firming the architecture, Civil Society Organisations capacities have been reinforced on human rights advocacy, monitoring and reporting. In recognition of strategic governance institutions, substantive support is rendered in such areas as the execution of results based management initiatives, strengthening of Parliament's legislative, representational and executive oversight roles, and alignment of the local government policy and legislative framework to the Constitution of Zimbabwe. Creation of an enabling environment is a precursor to inclusive development. In this regard, peace building, dialogue, conflict resolution and management initiatives have been supported to facilitate and leverage strategic areas of governance interventions in Zimbabwe.

Evaluation Purpose

UNDP commissions outcome evaluations to capture and demonstrate evaluative evidence of its contributions to development results at the country level as articulated in both the Zimbabwe UN Development Assistance Framework (ZUNDAF) and UNDP country programme document (CPD). These are evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. In line with the Evaluation Plan of UNDP Zimbabwe, outcome evaluations are being conducted in 2014

to assess the impact of UNDP's development assistance across the major thematic and cross cutting areas of good governance, pro poor sustainable growth, and sound management and use of the environment.

The UNDP Office in Zimbabwe is commissioning this evaluation on good governance to capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, which can be used to strengthen existing programmes and to set the stage for new initiatives. The evaluations serve an important accountability function, providing national stakeholders and partners in Zimbabwe with an impartial assessment of the results of UNDP governance support.

Evaluation Scope

The outcome evaluation will be conducted during the months of July and August 2014, with a view to enhancing programmes while providing strategic direction and inputs to the preparation of the next UNDP country programme and the next ZUNDAF, both scheduled to start in 2015.

Specifically, the outcome evaluation will assess:

- 1) The relevance and strategic positioning of UNDP support to Zimbabwe on good governance.
- 2) The frameworks and strategies that UNDP has devised for its support on good governance, including partnership strategies, and whether they are well conceived for achieving planned objectives.
- 3) The progress made towards achieving governance outcomes, through specific projects and advisory services, and including contributing factors and constraints.
- 4) The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP governance support to Zimbabwe.

The evaluation will consider the pertinent country programme outcomes and outputs focused towards good governance, as stated in the ZUNDAF and the 2012-2015 country programme document (CPD) for Zimbabwe. Six specific outcomes under the UNDP CPD are to be assessed:

1. Equal access to justice for all
2. National institutions for promotion and protection of human rights, including women's rights, capacitated
3. National capacities for prevention management and resolution of conflict strengthened
4. IRBM system operational throughout government
5. Public sector accountability and audit system strengthened
6. Peoples participation in decision-making and democratic processes strengthened,

As described in Annex A, the UNDP Zimbabwe country office has implemented 12 projects that reside within these outcomes. An analysis of achievements across all 12 projects is expected.

Evaluation Questions

The outcome evaluation seeks to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability:

Relevance:

- To what extent is UNDP's engagement in governance support a reflection of strategic considerations, including UNDP's role in the particular development context in Zimbabwe and its comparative advantage vis-a-vis other partners?
- To what extent has UNDP's selected method of delivery been appropriate to the development context?
- Has UNDP been influential in national debates on governance issues and has it influenced national policies on legal reforms and human rights protection?
- To what extent have UN reforms influenced the relevance of UNDP support to Zimbabwe in the Governance sector?

Effectiveness

- What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening?
- Has UNDP been effective in helping improve governance at the local level in Zimbabwe? Do these local results aggregate into nationally significant results?
- Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver governance services?
- How effective has UNDP been in partnering with civil society and the private sector to promote good governance in Zimbabwe?
- Has UNDP utilised innovative techniques and best practices in its governance programming?
- Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Zimbabwe?
- Taking into account the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing governance support to national and local governments in Zimbabwe?
- What contributing factors and impediments enhance or impede UNDP performance in this area?

Efficiency

- Has UNDP's governance strategy and execution been efficient and cost effective?
- Has there been an economical use of financial and human resources?
- Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?

Sustainability

- What is the likelihood that UNDP governance interventions are sustainable?
- What mechanisms have been set in place by UNDP to support the government of Zimbabwe to sustain improvements made through these governance interventions?
- How should the governance portfolio be enhanced to support central authorities, local communities and civil society in improving service delivery over the long term?
- What changes should be made in the current set of governance partnerships in order to promote long term sustainability?

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

Human rights

- To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefitted from UNDPs work in support of good governance?

Gender Equality

- To what extent has gender been addressed in the design, implementation and monitoring of governance projects? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?
- To what extent has UNDP governance support promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2012 - 2015.

Based on the above analysis, the evaluators are expected to provide overarching conclusions on UNDP results in this area of support, as well as recommendations on how the UNDP Zimbabwe Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the governance portfolio fully achieves current planned outcomes and is positioned for sustainable results in the future. The evaluation is additionally expected to offer wider lessons for UNDP support in Zimbabwe and elsewhere based on this analysis.

Methodology

The outcome evaluation will be carried out by an external team of evaluators, and will engage a wide array of stakeholders and beneficiaries, including national and local government officials, donors, civil society organizations, academics and subject experts, private sector representatives and community members.

The outcome evaluation is expected to take a “theory of change” (TOC) approach to determining causal links between the interventions that UNDP has supported, and observed progress in good governance at national and local levels in Zimbabwe. The evaluators will develop a logic model of how UNDP governance interventions are expected to lead to improved national and local government management and service delivery. In the case of these six governance related outcomes for Zimbabwe, a theory of change was not explicitly defined when the outcomes were established. The evaluators are expected to construct a theory of change for each of the outcomes, based against stated objectives and anticipated results, and more generally from UNDPs global governance and capacity development strategies and techniques.

Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits.

The following steps in data collection are anticipated:

5.1 Desk Review

A desk review should be carried out of the key strategies and documents underpinning the governance work of UNDP in Zimbabwe. This includes reviewing the ZUNDAF and pertinent country programme documents, as well as a wide array of monitoring and evaluation documents, to be provided by the UNDP country office.

The evaluators are expected to review pertinent strategies and reports developed by the Government of Zimbabwe that are relevant to UNDPs governance support. This includes the government’s Mid-Term Plan (MTP), the Zimbabwe Agenda for Sustainable Social and Economic Transformation (ZIMASSET), and other national reports, to be made available by the UNDP country office.

The evaluators will examine all relevant documentation concerning the 12 projects implemented within the governance area, including project TORs, evaluations, and technical assessment reports.

5.2 Field Data Collection

Following the desk review, the evaluators will build on the documented evidence through an agreed set of field and interview methodologies, including:

- Interviews with key partners and stakeholders
- Field visits to project sites and partner institutions
- Survey questionnaires where appropriate
- Participatory observation, focus groups, and rapid appraisal techniques

Deliverables

The following reports and deliverables are required for the evaluation:

- Inception report
- Draft Governance Outcome Evaluation Report
- Presentation at the validation workshop with key stakeholders, (partners and beneficiaries)
- Final Governance Outcome Evaluation report

One week after contract signing, the evaluation manager will produce an **inception report** containing the proposed theory of change for UNDPs work on governance in Zimbabwe. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection,

analysis tools and methods to be used. Annex 3 provides a simple matrix template. The inception report should detail the specific timing for evaluation activities and deliverables, and propose specific site visits and stakeholders to be interviewed. Protocols for different stakeholders should be developed. The inception report will be discussed and agreed with the UNDP country office before the evaluators proceed with site visits.

The **draft evaluation report** will be shared with stakeholders, and presented in a validation workshop, that the UNDP country office will organise. Feedback received from these sessions should be taken into account when preparing the final report. The evaluators will produce an 'audit trail' indicating whether and how each comment received was addressed in revisions to the **final report**.

The suggested table of contents of the evaluation report is as follows:

Title

Table of contents

Acronyms and abbreviations

Executive Summary

Introduction

Background and context

Evaluation scope and objectives

Evaluation approach and methods

Data analysis

Findings and conclusions

Lessons learned

Recommendations

Annexes

Evaluation Team Composition and Required Competencies

The outcome evaluation will be undertaken by 2 external evaluators, hired as consultants, comprised of an Evaluation Manager and an Associate Evaluator. Both international and national consultants can be considered for these positions.

Required Qualifications of the Evaluation Manager

- Minimum Master's degree in economics, political science, public administration, regional development/planning, or other social science;
- Minimum 10-15 years of professional experience in public sector development, including in the areas of democratic governance, regional development, gender equality and social services.
- At least 5 years of experience in conducting evaluations of government and international aid organisations, preferably with direct experience with civil service capacity building;
- Strong working knowledge of the UN and its mandate in Zimbabwe, and more specifically the work of UNDP in support of government and civil society in Zimbabwe;
- Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators;
- Excellent reporting and communication skills

The **Evaluation Manager** will have overall responsibility for the quality and timely submission of the draft and final evaluation report. Specifically, the Evaluation Manager will perform the following tasks:

- Lead and manage the evaluation mission;
- Develop the inception report, detailing the evaluation scope, methodology and approach;

- Conduct the project evaluation in accordance with the proposed objective and scope of the evaluation and UNDP evaluation guidelines;
- Manage the team during the evaluation mission, and liaise with UNDP on travel and interview schedules’
- Draft and present the draft and final evaluation reports;
- Lead the presentation of draft findings in the stakeholder workshop;
- Finalize the evaluation report and submit it to UNDP.

Required qualification of the Associate Evaluator

- Zimbabwean citizen or persons with extensive experience working in Zimbabwe during the last 5 years;
- Minimum master’s degree in the social sciences;
- Minimum 5 years’ experience carrying out development evaluations for government and civil society;
- Experience working in or closely with UN agencies, especially UNDP, is preferred;
- A deep understanding of the development context in Zimbabwe and preferably an understanding of governance issues within the Zimbabwe context;
- Strong communication skills;
- Excellent reading and writing skills in English, and preferably also Shona.

The Associate Evaluator will, *inter alia*, perform the following tasks:

- Review documents;
- Participate in the design of the evaluation methodology;
- Assist in carrying out the evaluation in accordance with the proposed objectives and scope of the evaluation;
- Draft related parts of the evaluation report as agreed with the Evaluation Manager;
- Assist the Evaluation Manager to finalize the draft and final evaluation report.

Evaluation Ethics

The evaluation must be carried out in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’ and sign the Ethical Code of Conduct for UNDP Evaluations. In particular, evaluators must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the outcomes and programmes under review. The code of conduct and an agreement form to be signed by each consultant are included in Annex 4.

Implementation Arrangements

The UNDP Zimbabwe country office will select the evaluation team, and will be responsible for the management of the evaluators. UNDP will designate a focal point for the evaluation and any additional staff to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The Country Office will take responsibility for the approval of the final evaluation report. The M&E Specialist in the Country Office will arrange introductory meetings within UNDP and Unit Heads will establish initial contacts with government partners and project staff. The consultants will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The UNDP country office will develop a management response to the evaluation within six weeks of report finalization.

While the Country Office will provide some logistical support during the evaluation, for instance assisting in setting interviews with senior government officials, it will be the responsibility of the evaluators to logistically and financially arrange their travel to and from relevant project sites and to arrange most interviews. Planned travels and associated costs will be included in the Inception Report, and agreed with the Country Office.

Subsequent to the completion of this outcome evaluation, the full UNDP Zimbabwe programme will be evaluated by the UNDP Independent Evaluation Office. Zimbabwe is one of six countries to receive an Assessment of Development Results (ADR) in 2014. The IEO carries out these country programme assessments in the year prior to new UNDAF's and CPDs being established. This outcome evaluation on governance support will be an important source of information for the Zimbabwe ADR. The UNDP Independent Evaluation Office may request to extend the contracts of the evaluators for this outcome evaluation to provide additional support to the ADR implementation during August through October 2014.

Time-Frame for the Evaluation Process

The evaluation is expected to take 22 working days for each of the two consultants, over a period of six weeks starting 28th July 2014. A tentative date for the stakeholder workshop is 26 August, and the final draft evaluation report is due the 8th of September 2014. The following table provides an indicative breakout for activities and delivery:

Activity	Deliverable	Work day allocation		Time period (days) for task completion
		Evaluation Manager	Associate Evaluator	
Review materials and develop work plan	Inception report and evaluation matrix	4	3	7
Participate in an Inception Meeting with UNDP Zimbabwe country office				
Draft inception report				
Review Documents and stakeholder consultations	Draft evaluation report Stakeholder workshop presentation	13	16	30
Interview stakeholders				
Conduct field visits				
Analyse data				
Develop draft evaluation report to Country Office				
Present draft Evaluation Report at Validation Workshop	Final evaluation report	5	3	7
Finalize and submit evaluation report incorporating additions and comments provided by stakeholders				
	totals	22	22	6 weeks

Fees and payments

Interested consultants should provide their requested fee rates when they submit their expressions of interest, in USD. The UNDP Country Office will then negotiate and finalise contracts. Travel costs and daily allowances will be paid against invoice, and subject to the UN payment schedules for Zimbabwe. Fee payments will be made upon acceptance and approval by the UNDP Country Office of planned deliverables, based on the following payment schedule:

Inception report	10%
Draft Evaluation Report	70%
Final Evaluation Report	20%

APPENDIX 2 - LIST OF OUTCOMES TO BE EVALUATED

*Please also see the attached CPAP Result and Resources Framework.

ZUNDAF OUTCOME 1	IMPROVED JUSTICE DELIVERY SYSTEM AND RULE OF LAW	Projects
CPAP Outcome 1	Equal access to justice for all	
Outputs	<ul style="list-style-type: none"> Strengthened co-ordination framework among all critical partners in the justice, law and order sector (including the Executive, the Judiciary, the Legislature and CSOs) Policies and law reforms formulated in line with existing reforms, international obligations and a future constitution. 	<p>83255 – Strengthening the human rights advocacy, reporting and monitoring role of CSO</p> <p>83252 – Enhancing Justice Delivery and Human rights for All</p> <p>76719 – Supporting Constitution Process</p> <p>70004 – Constitution Making</p>
CPAP Outcome 2	National institutions for the promotion and protection of human rights, including women’s rights, capacitated	Projects
Outputs	<ul style="list-style-type: none"> Strengthened capacities of the Zimbabwe Human Rights Commission (ZHRC) Regional and international human rights instruments ratified and domesticated National capacity of the State to comply with its international obligations strengthened Increased understanding and application of rights-based approaches Increased knowledge and awareness on promotion and protection of human rights. 	<p>83257 – Capacity Strengthening for ZHRC</p> <p>83255 – Strengthening the human rights advocacy, reporting and monitoring role of CSO</p>
ZUNDAF OUTCOME 2	STRENGTHENED MECHANISMS FOR PEACEBUILDING AND FOR THE PREVENTION, MANAGEMENT AND RESOLUTION OF CONFLICT	Projects

CPAP Outcome 3	National capacities for the prevention, management and resolution of conflict strengthened	
Outputs	<ul style="list-style-type: none"> • Tripartite Negotiating Forum and other dialogue for a strengthened and functional • Alternative dispute resolution mechanisms institutionalized • Capacities of institutions for national healing, reconciliation and integration strengthened • Early warning conflict management system developed • Conflict-sensitive issues integrated into national development planning • Capacities for conflict prevention, management, resolution and transformation amongst various national stakeholders, including youth, women, disabled and traditional leaders, strengthened. 	<p>79951 – Conflict Prevention and Recovery</p> <p>78481 – Dialogue Finance Facility</p>
ZUNDAF OUTCOME 3	INCREASED ACCOUNTABILITY IN THE MANAGEMENT OF PUBLIC RESOURCES AND SERVICE DELIVERY SYSTEMS	Projects
CPAP Outcome 4	IRBM system operational throughout Government	
Outputs	<ul style="list-style-type: none"> • Government IRBM components linked into one system • IRBM institutionalized in the national public service training institutions • IRBM operational in local and quasi-government institutions. 	<p>00000 – Public Sector Reform (RBM OPC)</p> <p>83256 – Strengthening Local Government Institutions</p>
CPAP Outcome 5	Public sector accountability and audit systems strengthened	Projects
Outputs	<ul style="list-style-type: none"> • E-government strategy implemented • Strengthened capacities of the Ministry of Finance and the Offices of the Comptroller and Auditor General in financial and accounting management • Strengthened capacity of transparency and accountability institutions (the Public Protector, Parliament, Anti-Corruption and Media Commissions) • Strengthened capacity of strategic central and local government institutions to enhance delivery of services. 	<p>83251 – Capacity building support for Zimbabwe Anti-Corruption Commission*</p> <p>70005 – Support to Parliament</p>

ZUNDAF OUTCOME 4	ENHANCED PEOPLE'S PARTICIPATION IN CITIZEN PARTICIPATION AND GOOD GOVERNANCE STRUCTURES AND PROCESSES	Projects
CPAP Outcome 6	People's participation in decision-making and democratic processes strengthened	
Outputs	<ul style="list-style-type: none"> • Civic education programme targeting the public, civil society, the community and local leaders developed and implemented • Increased participation of people, particularly disadvantaged groups, inclusive of women, youth, the disabled and children, in public affairs • Improved policies and programmes that increase the proportion of women in decision-making • Strengthened mechanisms and processes for citizens' engagement with state bodies • Strengthened capacities of civil society to effectively participate in democratic processes and to hold public sector institutions accountable. 	70004–Capacity Strengthening for ZEC 83256 – Strengthening Local Government Institutions 83255 – Strengthening the human rights advocacy, reporting and monitoring role of CSO 78481 – Dialogue Finance Facility 76719 – Supporting Constitution Process 70004 – Constitution Making

APPENDIX 3: DOCUMENTS CONSULTED

- Zimbabwe United Nations Development Assistance Framework (ZUNDAF) 2012 – 2015
- ZUNDAF Annual Review Reports 2012 and 2013
- Mid Term Plan (MTP)
- Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIM ASSET) 2014-2018
- UNDP Country Programme Document 2012 – 2015
- UNDP Country Programme Action Plan 2012 – 2015
- UNDP PME Handbook
- UNDP Evaluation Guide and addendum
- UNDG RBM Handbook
- UNDG Ethical Code of Conduct of Evaluators
- Project Documents, reports and project evaluation reports

APPENDIX 4: THE EVALUATION TEAM

UNDP Zimbabwe recruited two consultants – an international and a local consultant, to undertake this evaluation. Although not previously connected the expectation is naturally that they work as a team. The team was designed to be complementary in both knowledge and skills, as well as national and international perspectives, and have been designated as evaluation associate and evaluation manager respectively. Working as a team, the evaluation consultants will optimise each other’s comparative advantage and ensure that the evaluation is enriched by their diversity. The TOR envisaged this complementarity and the team will use the time allocation to specific tasks contained therein as a rough guide. The successful conclusion of this evaluation will depend as much on the evaluation team as on UNDP country office’s support and facilitation. The external evaluators therefore regard, and will relate to, the UNDP staff assigned to manage or support this evaluation, such as Sophie Conteh and Sharon Spencer, as very much part of the team.

QUALITY ASSURANCE

The team leader/evaluation manager will ensure that the evaluation and the reports emanating from it are of the requisite quality and that they meet, at the very least, UNDP evaluation standards.

APPENDIX 4: LIST OF PEOPLE INTERVIEWED

	Date	Name	Position	Email
	UNDP STAFF			
1.	UNDP	Cecile Pentori	Programme Officer	cecilia.goretti@undp.org
2.	UNDP	Doreen Nyamukapa	Programme Officer- Gender Specialist	doreen.nyamukapa@undp.org
	UNDP	Graham Matenga	Programme Coordinator	gram.matenga@undp.org

	Date	Name	Position	Email
3.	UNDP	Jonathan Kagora	Project Coordinator	
4.	UNDP	Martim Faria e Maya	Deputy Country Director- Programmes	martim.maya@undp.org
5.	UNDP	Mfaro Moyo	Governance & Gender Mainstreaming Assistant Res Rep	mfaro.moyo@undp.org
6.	UNDP	Noriah Mashumba	Project Coordinator	noriah.mashumba@undp.org
7.	UNDP	Sophie Conteh	Evaluation Manager/ Specialist	M&E sophie.conteh@undp.org
8.	UNDP	Tafadzwa Mvingi	Programme Specialist	tafadzwa.mvingi@undp.org
9.	UNDP	Verity Nyagah	Country Director	verty.nyagah@undp.org
10.	UNDP	Wadzanai Madombwe	Programme Officer- Governance Analyst	wadzanai.madombwe@undp.org
11.	UNDP	William Tsuma	Project Coordinator	william.tsuma@undp.org
IMPLEMENTING PARTNERS				
1.	COPAC	Hon Douglas Mwonzora	COPAC Co-Chairperson	mwonzorad@gmail.com
2.	COPAC	Hon M. Paul Mangwana	COPAC Co-Chairperson	mpmangwana@yahoo.com
3.	ECLF	C. H Chiromo	Board Member	imagodei@yaoafrica.com
4.	ECLF	Christina Makusha	Board member	makushacc@yahoo.com
5.	Ecumenical Church Leaders Forum	Bishop Ambrose Moyo	Executive Director/ Consultant	ELCA
6.	Ecumenical Church Leaders Forum	Rev. Cele		

	Date	Name	Position	Email
7.	Legal Resources Foundation	Deborah Barron	National Director	lrfnd@lrf.co.zw
8.	Min of Justice-COPAC/ Min of	Gift Marunda	Former National Coordinator-	
9.	Min of Local Government, Public Works and National Housing	Abiot Maronge	Director- Rural Local Authorities	abmaronge@gmail.com
10.	Ministry of Justice and Legal Affairs	Mabel Msika	Director- Policy & Legal Research	mmsika@justice.gov.zw
11.	Ministry of Justice and Legal Affairs	Kuda Dzike	Legal Officer	kudadzike@yahoo.com
12.	Ministry of Justice and Legal Affairs	Abigail Musara	Legal Officer	abimusara@yahoo.com
13.	Ministry of Justice Parliamentary & Constitutional Affairs	Virginia Mabiza	Perm Secretary	
14.	NANGO	Machinda Marongwe	Project Coordinator	Machida.marongwe@gmail.com
15.	NANGO	Dr Cephaz Zinhumwe	Chief Executive Officer	Cephaz@nago.org.zw
16.	Office of the President and Cabinet	Dr. Mischeck Sibanda	Chief Secretary	
17.	Office of the President and Cabinet	Dr. Ray Ndlukula	Deputy Chief Secretary	rcndhlukula@yahoo.com
18.	Office of the President and President	Steyn Berejena	Deputy Director	sberejena@opc.gov.com
19.	ONHRI	A Tinarwo	Director	tinarwoa@gmail.com
20.	Parliament of Zimbabwe	Austin M Zvoma	Clerk	amzvoma@parlzim.gov.zw

	Date	Name	Position	Email
21	Parliament Zimbabwe	of Kennedy Chokuda	Mugove Deputy Clerk	chokudak@parlzim.gov.zw
22	Parliament Zimbabwe	of Nomasonto A Sunga	Deputy Clerk's Office	sungan@parlzim.gov.zw
23	Parliament Zimbabwe	of Nesbert Shamu	Coordinator	
24	Parliament Zimbabwe	of Hon Advocate Jacob Francis Mudenda	Speaker of National Assembly	mundendafj@parlzim.com
25	Parliament Zimbabwe	of Frank M Nyamahowa	Director in Speaker's Office	nyamahowaf@parlzim.gov.zw
26	The Law Society Zimbabwe	of Rebecca Musimwa	Programmes Assistant	rebecca@lsz.co.zw
27	The Law Society Zimbabwe	of Edward Mapara	Executive Secretary	secretary@lsz.co.zw maparaedward@yahoo.com
28	Zimbabwe Electoral Commission	Joyce Kazembe	Laetitia Deputy Chairperson	laetitiajkaz@zol.co.zw
29	Zimbabwe Human Rights Commission	Elastor H Mugwadi	Chairperson	zhrc2012@gmail.com
30	Zimbabwe Human Rights Commission	Dr Ellen Sithole	Commissioner and Deputy Chairperson	emakasitho@yahoo.com
FUNDING PARTNERS				
1.	DFID	Andrew Bowden	Governance Adviser	a-bowden@dfid.gov.uk
2.	European Union	Paula Horyaans	Vazquez First Counsellor	Paula.Vazquez-Horyaans.eeas.europa.eu

	Date	Name	Position	Email
3.	European Union	Caroline Valette	Attache- Governance	caroline.valette@eeas.europa.eu
4.	SIDA	Mats Bengtsson	Counsellor Cooperation Development	mats.bengtsson@gov.se

Summary:

11 UNDP Staff Members

30 IPs (GoZ/ CSO)

4 Donors

APPENDIX 5: LIST OF DOCUMENTS CONSULTED

CPAP 2012-2015 Results and Resources Framework

Evaluation Report of the Three Year Multi-Donor Parliamentary Support Programme in Zimbabwe (October 2012)

Evaluation Report of the Preparatory Assistance Support to Capacity Development of the Judiciary of Zimbabwe June 2013 Leonard Maveneka Policy Development Consultants

Evaluation Report of the Support for the Strengthening of the Promotion and Protection of Human Rights and the Rule of Law through Enhanced Capacity of Institutions in the Ministry of Justice and Legal Affairs

Evaluation Report of ZEC (Final) Evaluation “Support to Capacity Strengthening of Zimbabwe Electoral Commission” by Hindowa Mamoh and Neddy Matshalaga

Evaluation Report of ZUNDAF (2012-2015) by Dr Annette Itting (2012-2015) August 2014

Evaluation Report: End of Project Evaluation of the Dialogue Financing Facility: 2012-2013

Evaluation Report: UNDP’s Programme on Governance and Human rights in Zimbabwe Evaluation Report John Mugabe, Sithembile Nyoni Mpfu & Leonard Maveneka, Sept 2011

Evaluation Report: ZUNDAF 2007-2011 Evaluation Report by Manasi Battacharyya and Kennedy Chibvongodze

Evaluation Report: ZUNDAF 2007-2011 Mid-Term Review, Simon R Nhongo (Nov 2009)

GoZ Mid-Term Progress Report on the Implementation of the Universal Periodic Review Recommendations accepted by March 2012

GoZ: Mid Term Plan

GoZ: Zimbabwe Agenda for Sustainable Social and economic Transformation

Hivos et al. Leveraging Innovative technology for Development, practice and Technical Seminar: Report on Activities of the Consultative Meeting. National Art Gallery. Harare. Zimbabwe (June 10 - 11, 2013)

Human Rights Council UPR Recommendations for Zimbabwe

Human Rights Council Working Group on the Universal Periodic Review Twelfth session: Zimbabwe National Report Geneva, 3–14 October 2011

Management Report to the Preparatory Assistance Support to Capacity Development of the Judiciary in Zimbabwe, 30th July 2013)

Minister of Finance and Economic Development: the 2014 Mid-years Fiscal Policy Review Statement, Sept 2014

Ministry of Economic Planning and Investment Promotion- Doing Business in Zimbabwe Discussion Paper Series June 2013

Ministry of Justice and Legal Affairs: National Plan of Action for the Implementation of the Universal Periodic Review (UPR) Recommendations

Ministry of Local Government, Public Works and National Housing: 2013 Local Government Capacity Assessment Report

NANGO Human Rights Report 2013, Dec 2013

Office of the President and Cabinet Draft National Monitoring and Evaluation Policy Concept Note for the August 2014

The Report of the 2013 National Peace and Reconciliation Conference, Montgomery Lodge, Bulawayo, November 30 - 31, 2013

UNDP Hand book on Planning, Monitoring and Evaluating for Development Results

UNDP Management Response: Evaluation of the Three Year Multi-Donor Parliamentary Support Programme in Zimbabwe (October 2012)

UNDP Management Response: Support for the Strengthening of the Promotion and Protection of Human Rights and the Rule of Law through Enhanced Capacity of Institutions in the Ministry of Justice and Legal Affairs 23/042013

UNDP Strategic Plan, 2014-2017: Changing with the World

UNDP Zimbabwe ROAR 2012, 2013

United Nations Joint Implementation Plan for the 2012-2015 ZUNDAF Version 25 January 2012

ZEC Five Year Strategic Plan (October to 3th September 2015)

ZEC Report on the All Stakeholders Review Conference on the 2013 Referendum and Harmonised Elections 19-21 March 2014

ZEC Voter Registration Conference Report on ZEC's polling station specific registration model, Harare April 2014

Zimbabwe United Nations Development Assistance Framework (ZUNDAF) 2012 – 2015

ZUNDAF Annual Review Report 2012, 2013

ZW UNCT- Joint Implementation Plan 2012-2015 Final Endorsed-06 12 11

APPENDIX 6: SAMPLING TABLE FOR STAKEHOLDERS KEY INFORMANT INTERVIEWS

This was abandoned because the anticipated population dwindled and the evaluation team decided to see everyone available.

APPENDIX 7: DOCUMENT REVIEW GUIDE

Issue#	Evaluation issue	Documents to be reviewed	What to look out for and document
1	Good Governance for Sustainable Development Programme clarity of purpose	<ul style="list-style-type: none">• CPD/CPAP, Project documents including logical framework and Results matrix	<ul style="list-style-type: none">• Purpose, goals and objectives of the Programme;• Planned Interventions, activities, outputs, outcomes and desired impact of the projects;• Key stakeholders and their roles and responsibilities, and understanding and commitment objectives and outcomes;• The different funding agencies and the bases and volume of their financial commitments to the respective projects;• Quality of Baseline and target indicator determination of values/status in respect of the project outcomes and outputs;

2	Consistency of the programme and projects with Government of Zimbabwe policies requirements, needs, priorities.	<ul style="list-style-type: none"> • Government policy and programme documents 	<ul style="list-style-type: none"> • Anticipated risks and mitigation measures; • National reform priorities on good democratic governance • Government of Zimbabwe policies related to each of the six outcomes
3	Consistency of Development partners' policies and priorities with the project	<ul style="list-style-type: none"> • Zimbabwe United Nation's Development Assistance Framework (ZUNDAF) and CPAP • Development Partners' country development and cooperation strategies. 	<ul style="list-style-type: none"> • Long and medium term goals, objectives, planned interventions; and • Financial commitments of development partners to the Government of Zimbabwe development priorities
4	Realisation of programme results	<ul style="list-style-type: none"> • Project progress reports; • Aide memoirs; • Annual sector review reports; • Project mid-term and final evaluations where applicable 	<ul style="list-style-type: none"> • Presence of updated results framework in sector progress and annual review reports; • Actual indicators values/status in respect of the project outcomes and outputs at the end of the project; • Quality of indicators in measuring programme results i.e. objectivity, usefulness, practicality, adequacy and timeliness; • Alternative and unplanned indicators and their corresponding values/status directly attributable to this project; • Magnitude of over/under performance in respect to the various output and outcome indicators; • Reasons for over/under achievement of the output and outcome indicators; • Manifested risk and how it was managed; • Implementation challenges and how they have been managed;

5	Extent to which the programme resources were utilised	<ul style="list-style-type: none"> • Project audited financial statements for all the years of implementation; • Quarterly, semi-annual and annual financial reports; • Progress reports 	<ul style="list-style-type: none"> • Factors that facilitated and/or hindered the achievement of project outputs and programme outcomes • Lessons learnt • Budget allocation to the different project components • The utilisation and absorption of funds disbursed; • Magnitude of the gaps between committed funds and actual disbursements by the project funding agencies, and explanations for variances; • Expenditure variances and explanations/reasons for the variances; • Challenges and constraints in the utilisation of funds and how they have been managed;
6	Sustainability of results where outcomes have been achieved or progress made in delivering outputs	<ul style="list-style-type: none"> • Organisational structures of government ministries, departments and agencies relevant to each outcome; • Evaluation reports • Relevant agency strategic plans. 	<ul style="list-style-type: none"> • Evidence of organisational long term commitment to result areas related to the outcome relevant to them. • Evidence of institutional provision for continuity beyond the life of the programme and relevant projects • Evidence of budgetary provisions to continue • Evidence of clear plans for mainstreaming both gains and lessons into work of relevant government and other institutions.

APPENDIX 8: GENERIC INTERVIEW QUESTIONS

The outcome evaluation seeks to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability:

RELEVANCE:

- To what extent is UNDP's engagement in governance support a reflection of strategic considerations, including UNDP's role in the particular development context in Zimbabwe and its comparative advantage vis-a-vis other partners?
- To what extent has UNDP's selected method of delivery been appropriate to the development context?
- Has UNDP been influential in national debates on governance issues and has it influenced national policies on legal reforms and human rights protection?
- To what extent have UN reforms influenced the relevance of UNDP support to Zimbabwe in the Governance sector?

EFFECTIVENESS

- What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening?
- Has UNDP been effective in helping improve governance at the local level in Zimbabwe? Do these local results aggregate into nationally significant results?
- Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver governance services?
- How effective has UNDP been in partnering with civil society and the private sector to promote good governance in Zimbabwe?
- Has UNDP utilised innovative techniques and best practices in its governance programming?
- Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Zimbabwe?
- Taking into account the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing governance support to national and local governments in Zimbabwe?
- What contributing factors and impediments enhance or impede UNDP performance in this area?

EFFICIENCY

- Has UNDP's governance strategy and execution been efficient and cost effective?
- Has there been an economical use of financial and human resources?
- Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?

SUSTAINABILITY

- What is the likelihood that UNDP governance interventions are sustainable?
- What mechanisms have been set in place by UNDP to support the government of Zimbabwe to sustain improvements made through these governance interventions?
- How should the governance portfolio be enhanced to support central authorities, local communities and civil society in improving service delivery over the long term?
- What changes should be made in the current set of governance partnerships in order to promote long term sustainability?

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

HUMAN RIGHTS

- To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefitted from UNDPs work in support of good governance?

GENDER EQUALITY

- To what extent has gender been addressed in the design, implementation and monitoring of governance projects? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?
- To what extent has UNDP governance support promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2012 - 2015.

Based on the above analysis, the evaluators are expected to provide overarching conclusions on UNDP results in this area of support, as well as recommendations on how the UNDP Zimbabwe Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the governance portfolio fully achieves current planned outcomes and is positioned for sustainable results in the future. The evaluation is additionally expected to offer wider lessons for UNDP support in Zimbabwe and elsewhere based on this analysis.