

ASSESSMENT OF DEVELOPMENT RESULTS ZIMBABWE

EVALUATION OF UNDP CONTRIBUTION



HUMAN DEVELOPMENT effectiveness COORDINATION AND PARTNERSHIP
efficiency COORDINATION AND PARTNERSHIP sus
NATIONAL OWNERSHIP relevance MANAGING FO
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HUMAN DEVELOPMENT effectiveness COORDINATION



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Resilient nations.*

ASSESSMENT OF DEVELOPMENT RESULTS **ZIMBABWE** **EVALUATION OF UNDP CONTRIBUTION**

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FOREWORD

I am pleased to present this Assessment of Development Results (ADR) in the Republic of Zimbabwe. This is the first such assessment of UNDP's work in Zimbabwe. It has been developed by the Independent Evaluation Office of UNDP as one in a series of over 90 country-level evaluations worldwide that constitute a vital component in UNDP's accountability and results-based management system.

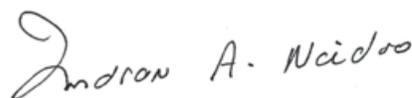
This evaluation comes at a time of great anticipation for the future of Zimbabwe. The approval of a new Constitution in 2013 ushered in a new chapter in the country's history and sparked great hopes and expectations for its people.

UNDP has been a close partner of the Government of Zimbabwe for several decades. The evaluation found that UNDP has worked constructively in a number of pivotal policy and service delivery areas, especially in support of the successful constitution-building process, and potentially transformative new opportunities for women. Of particular note, following the 2008-2009 upheavals in Zimbabwe UNDP assumed temporary responsibility as implementing agent of the Global Fund for Aids, Tuberculosis and Malaria. UNDP performed well in its management role and now must succeed in the crucial effort to build capacities and transfer authority for this programme to the Government of Zimbabwe.

UNDP has recently embarked on a new series of essential programmes in partnership with the Government of Zimbabwe and various donors, including support for strengthening land tenure security policies and land dispute resolution systems. UNDP is also helping to develop critical resilience-building mechanisms to enhance the absorptive, adaptive and transformative capacities of at-risk communities in Zimbabwe, in particular to cope with problems of drought and flooding that have been exacerbated by climate change.

The report includes a set of recommendations for UNDP consideration during its next programming period in Zimbabwe, and UNDP management have indicated the actions they intend to take in response.

I trust this report will be of use to readers seeking to achieve a better understanding of the broad support that UNDP has provided, including what has worked and what hasn't, and how UNDP may best position itself to help Zimbabwe continue on its path toward greater economic and political stability.



Indran A. Naidoo
Director
Independent Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
AfDB	African Development Bank
ART	Antiretroviral therapy for HIV/AIDS
AU	African Union
CBO	Community-Based Organizations
COPAC	Constitution Parliamentary Select Committee
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSO	Civil Society Organizations
GEF	Global Environment Facility
GF/GFATM	Global Fund for Aids Tuberculosis and Malaria
GoZ	Government of Zimbabwe
GPA	Global Political Agreement
IEO	Independent Evaluation Office (UNDP)
IP	Implementing Partner
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MoHCC	Ministry of Health and Child Care
MoJLA	Ministry of Justice and Legal Affairs
MSMECD	Ministry of Small and Medium Enterprises and Cooperative Development
MWAGCD	Ministry of Women Affairs, Gender and Community Development
MTP	Medium Term Plan
NAC	National AIDS Council of Zimbabwe
NANGO	National Association of Non-Governmental Organizations
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organization
OAU	Organization of African Unity
ODA	Official Development Assistance
OECD-DAC	Development Assistance Committee of the Organization for Economic Cooperation and Development
ONHRI	Organ for National Healing, Reconciliation and Integration
OPC	Office of the President and Cabinet
PICES	Poverty Income Consumption and Expenditure Survey
RBM	Results Based Management
SADC	South African Development Community
SGP	Small Grants Programme (UNDP/GEF)

SWAP	Sector Wide Approach
TOR	Terms of Reference
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNRCO	United Nations Resident Coordinator's Office
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
WFP	World Food Programme
WHO	World Health Organization
ZEC	Zimbabwe Election Commission
ZHRC	Zimbabwe Human Rights Commission
ZIMASSET	Zimbabwe Agenda for Sustainable Socioeconomic Transformation 2013-2018
ZIMSTAT	Zimbabwe National Statistics Agency
ZUNDAF	Zimbabwe United Nations Development Assistance Framework

EXECUTIVE SUMMARY

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an evaluation in Zimbabwe during 2014–2015. This Assessment of Development Results (ADR) primarily covers UNDP initiatives undertaken under the current funding cycle since 2011, while also taking into account the context and achievements of UNDP during the previous period: 2007–2011. The ADR is designed to capture and discuss evaluative evidence of UNDP’s contributions to development results in Zimbabwe, and to consider the effectiveness of UNDP’s strategy to facilitate and leverage national efforts to achieve development results.

This is the first ADR for Zimbabwe. It has been carried out with a view to contributing to the enhancement of the ongoing country programme, consistent with the UN Development Assistance Framework for Zimbabwe (ZUNDAF), the UNDP Strategic Plan, and relevant national development plans, including the Zimbabwe Agenda for Sustainable Socioeconomic Transformation (ZimAsset). The ADR is designed to contribute to the preparation of the new UNDP country programme, scheduled to begin in 2016.

The evaluation analyses UNDP contribution to development results in Zimbabwe based on the planned outcomes contained in the country programme document (CPD), as well as the corresponding country programme action plan (CPAP) that has been agreed with the Government of Zimbabwe. The evaluation team has assessed UNDP’s programming against the criteria of relevance, effectiveness, efficiency and sustainability, to develop evaluation findings and conclusions, from which recommendations for future action have been drawn. To arrive at findings, conclusions and recommendations, the ADR team used data from primary and secondary sources, including desk reviews of documentation, site visits, and interviews with key

informants, including beneficiaries, partners and programme managers.

To the extent possible, the evaluation team used a participatory approach in the design, implementation and reporting of the ADR. This included close engagement with management at the UNDP country office. At the conclusion of the data analysis stage, on 5 December 2014, the evaluation manager presented initial findings and recommendations at a Country Programme Document (CPD) planning workshop organized by the UNDP country office in Harare, which brought together more than a hundred participants from the Government of Zimbabwe, other national partners, and international agency and embassy representatives. A stakeholder workshop will also be held in Harare in October 2015 to discuss the ADR findings, conclusions and recommendations.

KEY FINDINGS

UNDP has aligned its **economic management** support efforts with the priorities set out in the key development strategies established by Zimbabwe (the Medium Term Plan and ZimAsset). In particular, support through the project on Economic Policy Formulation, Strategic Planning and Advisory Services has been important to the Zimbabwe government’s efforts to stabilize the economy. UNDP has helped to strengthen government institutional capacity for the management of debt through several actions, including upgrading the Debt Management and Financial Analysis System (DMFAS). The Project on Support to ZIMSTAT and National Statistical System has had a measure of success in strengthening institutional capacities. However, the office continues to be plagued by data gaps and lacks a real-time system for monitoring and reporting on Millennium Development Goals (MDG) performance.

UNDP intended to help Zimbabwe develop and implement national pro-poor and MDG development strategies. To that end, the achievement of MDG attainment plans at the district level was limited, although some district development committees did utilize the MDGs to help prioritize their goals. The government development plans, MTP and ZimAsset, align with many of the MDGs.

UNDP's work on **environmental protection and sustainable development** is highly relevant. The UNDP-(GEF) small grants programme (SGP) is widely recognized as providing extensive engagement with community-based organizations (CBO) and its particular focus on water management issues is appropriate given the persistent drought and flood problems faced by Zimbabwe. A planned UNDP outcome was to develop and implement a framework for comprehensive land and agriculture reform. UNDP has done little in the way of agriculture reform, and is not the most suitable UN agency to focus on this issue. However, UNDP support to land reform, and strengthening of the Ministry of Lands and Rural Resettlement (MLRR), is very much within the UNDP skill set and highly relevant to the country's economic and social development. It is difficult to discern the extent to which UNDP's land management support to date has expanded MLRR capacities. Nevertheless, the work to clear up land valuation and compensation backlogs and to prepare for a land audit are technical prerequisites for the government to solve the land reform issue, which is crucial to overall social cohesion, greater food security and expanded economic development in the country.

UNDP Zimbabwe has endeavoured to help build the **institutional capacity of government**. UNDP's governance programmes were significantly revised during the period under review, due to the establishment of the Global Political Agreement (GPA) and subsequent Inclusive Government (IG), which came into being in 2009, half-way through the previous ZUNDAF and CPD. UNDP rapidly responded to the power-sharing arrangement by making major

adjustments to its portfolio to support key GPA provisions, such as the constitution-making process, the Zimbabwe Electoral Commission, and the establishment of the Zimbabwe Human Rights Commission.

UNDP has been a key contributor to the successful formulation of the new Zimbabwe **Constitution**, in particular through its facilitation of the work of the Constitutional Parliamentary Select Committee (COPAC). UNDP made a positive contribution through increased collaboration with civil society organizations (CSO), and by helping to build mutual understanding between CSOs and government. A lack of government capacity to carry forward necessary steps, such as legislative alignment for the Constitution, may pose a threat to the sustainability of results so far achieved. A true measure of sustainability will be discerned in the government's efforts to enact legislation for the new Constitution in a timely manner.

UNDP's governance work included support to the establishment of the constitutional bases for five independent commissions—gender, human rights, media, peace and reconciliation and elections—and to building the capacity of those commissions. Capacity strengthening of the Zimbabwe Electoral Commission (ZEC) has shown important results, despite a prolonged period when UN strictures limited UNDP engagement. UNDP is acknowledged to have helped build ZEC into a functional electoral body and its public image has improved. In the case of UNDP's work with the Zimbabwe Human Rights Commission, a four-year delay in the establishment of the Secretariat, following the creation of the Commission in 2010, has meant that a well-structured capacity development programme is not yet in place, and more effective organizational systems, policies and procedures need to be developed.

Since 2009, UNDP has been the implementing agent in Zimbabwe for the **Global Fund for Aids Tuberculosis and Malaria (GFATM)**. The Fund transferred this fiduciary responsibility to UNDP from the Government of Zimbabwe

following economic upheavals in 2008–2009. Under UNDP’s stewardship, major achievements have been recorded in all the three disease areas as well as in a strengthened health system. Key interventions that contributed to positive results include the establishment and operationalization of robust monitoring and evaluation systems in the NAC and various health institutions, through upgraded health information management systems. The introduction of an Electronic Patient Management System (EPMS) was critical for capturing information on antiretroviral therapy patients and is now being used widely across the country. One of the most effective components has been UNDP’s support to the Harmonized Health Worker Retention Scheme (HHWRS). Donors and Ministry of Health and Child Care (MoHCC) officials agree that this has been critical to the GFATM programme’s achievement of positive results.

Some concerns have been raised by government partners that UNDP’s management of GFATM has been expensive, that its costs for managing the grants are too high and that the opportunity costs of continuing with UNDP as the principle recipient (PR) may be too high for Zimbabwe. The transfer of the PR role for TB and malaria to the MoHCC represents a challenge to UNDP’s capacity development programme for sub-recipients (SR), as it is evident there are critical capacity gaps that need to be filled for MoHCC to seamlessly assume this responsibility, and to prepare for the expected return of the HIV/AIDS PR role in 2017.

UNDP’s **gender programme** was developed in response to national policy and planning frameworks, including the National Gender Policy (2004 and 2013-revised). It is aligned to the UNDP Corporate Gender Equality Strategy 2008–2013 and 2014–2017 and is consistent with the United Nations-System Wide Action Plan (UN-SWAP). UNDP has contributed substantially to national efforts to accelerate the equal participation of women, including young women and marginalized groups, in decision-making. UNDP’s institutional capacity building support

has contributed to advancing gender equality and women’s rights in the Constitution, helping to achieve the inclusion of 75 percent of women’s constitutional demands, including the removal of several discriminatory provisions. UNDP’s support has contributed to the economic empowerment of women by developing women’s entrepreneurial skills and to improved access to finance and markets.

The evaluation includes, as a cross-cutting discussion, UNDP’s various **resilience**-related efforts that are designed to support the government in responding to economic, social and climate-related shocks. These efforts mesh well with the government’s strategic goals. For example, UNDP’s conflict and dispute resolution work was especially pronounced during the previous decade and up through the GPA period 2009–2013. Support was provided through several programmes, in particular the Conflict Prevention and Recovery Project (2005–2008) and the Dialogue Financing Facility (2013). Disaster management support has likewise been provided through a series of programmes and projects. While the work of UNDP, through the Support to Peacebuilding and Increased Access to Sustainable Livelihoods (PBSL) project and precursor projects, has enhanced disaster preparedness and risk reduction planning, it has yet to make an appreciable difference in the effectiveness of the government to avert, mitigate, prepare for and recover from future natural disasters. It can be discerned that substantial improvements to disaster management will require considerably more financial support as well as legal changes governing land use, especially in flood-prone areas.

CONCLUSIONS

Conclusion 1: The UNDP country programme is well-harmonized with the development planning of the Government of Zimbabwe and its successive development strategies: MTP and ZimAsset.

Conclusion 2: One of UNDP’s signature achievements in Zimbabwe during this period

has been its support to the Constitution-building process, and facilitation of COPAC.

Conclusion 3: UNDP is well-positioned to establish and manage the planned Resilience Building Fund, which can help improve the absorptive, adaptive and transformative capacities of at-risk communities in Zimbabwe.

Conclusion 4: UNDP has made useful contributions to peacebuilding and conflict resolution, helping to increase individual community and government capacities for peacebuilding, and to counter various drivers of conflict in Zimbabwe.

Conclusion 5: Much of the capacity development carried out by UNDP during the study period appears incidental to other governance-related support, and not planned and implemented strategically, across multiple ministries, agencies and commissions, as a foundation for long-term development effectiveness.

Conclusion 6: UNDP support to land management, and strengthening the Ministry of Lands and Rural Resettlement, is highly relevant to the country's economic and social development, although achievements to date have been modest.

Conclusion 7: UNDP has been an effective manager during its tenure as the PR for the GFATM in Zimbabwe and has contributed significantly to the positive results achieved in Zimbabwe across all three disease areas during this period.

Conclusion 8: UNDP support has contributed to potentially transformative changes in the rights, opportunities and resources of women in Zimbabwe.

RECOMMENDATIONS

Recommendation 1: UNDP should develop and implement with the Government of Zimbabwe a transition strategy that ensures the Ministry of Health (MoHCC) has the capacity, human resources and system controls in place to take full man-

agement control as PR of all GFATM accounts in Zimbabwe by 2017.

Management Response: The recommendation is well noted. As part of the new implementation arrangements for the New Funding Model (NFM) for TB and Malaria Grants, Global Fund has appointed UNDP CO to provide support services to MoHCC as the new PR for the two grants. A roadmap for the smooth transition of the two grants to MoHCC has been developed and is being implemented. In line with the roadmap, and in consultation with MoHCC and with technical support from the HIV Support Team, a three-year Capacity Development Plan (2015–2017) has been developed and jointly funded by UNDP and the Global Fund. Implementation of the CD plan will help to strengthen the capacities of the MoHCC and other potential partners in the areas of financial management, supply chain management, (including procurement), monitoring and evaluation, policy development and overall grant management. UNDP is also monitoring the Programme Coordinating Unit (PCU)—established at the MoHCC to coordinate grant implementation—in grant management as part of the transition process.

Recommendation 2: UNDP should position the Resilience Building Fund at the leading edge of a recalibration of its engagement in Zimbabwe, balancing the current emphasis on central government ministry capacity with significantly greater engagement through pilot programmes at local government and community levels.

Management Response: The recommendation is well noted and has been taken on board. UNDP has been supporting the establishment of a Zimbabwe Resilience Fund, in line with the new CPD's holistic approach to poverty reduction, hereby adopting a sustainable balance between 'upstream' and 'downstream' support.

Recommendation 3: UNDP should develop close linkages and synergies between its

support to resilience and disaster management, and its support for environmental protection and sustainable development. UNDP should consider working with the relevant government ministries to pursue additional GEF funding that can reinforce and extend its planned resilience-building work.

Management Response: The recommendation is taken on board and UNDP is working towards this objective. The hazard mapping exercise conducted under the resilience building work will also serve as a baseline for some of the projects, while the CO is exploring pursuing additional GEF Funding.

Recommendation 4: While support to the operationalization of the NPRC should be a priority, UNDP should also carry out a situation analysis to inform future UNDP programming and strategies for peace-building and conflict resolution, and to ensure this work reflects changing circumstances in Zimbabwe.

Management Response: The recommendation is noted, with the following observations:

- National healing and reconciliation is a key national process with the constitution making a provision for the establishment of the National Peace and Reconciliation Commission.
- The anticipation of sustained support to Peace-building and social cohesion in the country takes cognizance of the changing development and social landscape.
- The 2014 Governance Outcome Evaluation outlined that the constitutionalization 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 were two important achievements.
- The 2016–2020 ZUNDAF identifies the need to further foster co-existence and social cohesion in the country, by supporting the development of policy frameworks and institutional mechanisms

for the peace architecture at both national and sub-national levels. In line with the ZUNDAF and new CPD (2016–2020), the CO is designing a new programme focusing on deepening the foundation for peace, dialogue and social cohesion.

- In the design of the new programme, UNDP will engage the services of a senior peace building expert to support participatory and inclusive stakeholder consultative processes leading the design of the new support framework on peace and reconciliation.

Recommendation 5: UNDP should consider whether an enhanced IRBM programme could be used to establish broader capacity development goals that can drive institutional strengthening across the civil service, rather than through ad hoc, small-scale capacity building efforts showing minimal results. It should also consider phasing out general support for capacity building in the economic and financial management agencies.

Management Response: The recommendation is well noted. UNDP recognizes the need to strengthen IRBM processes and capacities of Government partners. Given the limited resources, and the support provided by other development organizations in that regard (e.g. ADB), the CO will not be in a position to develop a stand-alone IRBM programme.

Recommendation 6: UNDP should follow up with the United Nations DPA and Zimbabwe Electoral Commission to smooth the process for UNDP reengagement in provision of technical support. Technical support for electoral process improvement is an area where UNDP has carved out a globally-strong reputation that can be put to good use in Zimbabwe.

Management Response: The recommendation is noted and has already been taken on board. At the request of the Government of Zimbabwe, the UN carried out an electoral needs assess-

ment mission (NAM) in May 2015. The NAM assessed the capacity needs of ZEC and other election stakeholders as well as the electoral environment and legislative framework governing elections in the country. A preparatory assistance project to operationalise the NAM's recommendations for short term support to ZEC is being initiated, while a comprehensive support programme is being developed.

Recommendation 7: UNDP should make the land management support programme with MLRR a top priority during the next programme cycle, providing necessary support to the Government of Zimbabwe to adopt and implement land tenure security policies and regulations, streamline land administration structures and regulations, complete the backlog on land valuation and compensation, and strengthen dispute and conflict resolution systems, structures and procedures.

Management Response: The recommendation is well noted and already being addressed. A support programme for the Ministry of Land

is currently being implemented for the period 2014-2017. The programme looks at issues related to land tenure policies and regulations, land administration, land dispute and conflict resolution mechanisms amongst others.

Recommendation 8: To improve its capacity building efforts on gender mainstreaming, UNDP should consider employing a gender specialist to work directly with the Women Caucus, the Gender Committee and forge effective linkages with government (MWAGCD). This is particularly important now, as Zimbabwe develops and enacts legislation in support of the new Constitution.

Management Response: The recommendation is noted and taken on board. Upon the CO's Gender Seal Committee's recommendation, a gender specialist position will be established. The gender specialist will not only provide internal gender mainstreaming support, but will also work directly with the Ministry of Women Affairs, Gender and Community Development.

Chapter 1

INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts country evaluations—Assessments of Development Results (ADRs)—to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy to facilitate and leverage national efforts for achieving development results. This is the draft evaluation report for the ADR for Zimbabwe, which was developed by a team of evaluators in 2014–2015, and will be presented to the UNDP Executive Board in September 2015, together with a new UNDP Country Programme Document (CPD) for Zimbabwe.

This introductory chapter presents the purpose and scope of the evaluation, and methods used during its implementation.

1.1 PURPOSE

The purpose of the ADR is to:

- Provide substantive support to the Administrator’s accountability function in reporting to the Executive Board;
- Support greater UNDP accountability to national stakeholders and partners in Zimbabwe;
- Serve as a means of quality assurance for UNDP interventions in Zimbabwe; and
- Contribute to learning at corporate, regional and country levels.

ADRs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive

Board. The responsibility of the IEO is twofold: (i) to provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (ii) enhance the independence, credibility and utility of the evaluation function and its coherence, harmonization and alignment in support of United Nations reform and national ownership. Based on the principle of national ownership, the IEO seeks to conduct ADRs in collaboration with the national authorities where the country programme is implemented.

1.2 OBJECTIVES AND SCOPE

This is the first ADR for Zimbabwe. It has been carried out with a view to contributing to the enhancement of the ongoing country programme, consistent with the United Nations Development Assistance Framework for Zimbabwe (ZUNDAF), the UNDP Strategic Plan, and relevant national development plans, including the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset). The ADR is designed to contribute to the preparation of the new UNDP country programme, scheduled to begin in 2016.

The ADR assesses UNDP’s contribution to national efforts in addressing development challenges. The evaluation critically reviews the strategies UNDP has adopted to achieve development results in Zimbabwe, and considers the results of UNDP programming, assessed for relevance, effectiveness, efficiency and sustainability. The evaluation also looks at operational and management issues and how they affect UNDP’s development contribution. The evaluation should support formulation of future UNDP strategies and programmes in Zimbabwe.

This evaluation primarily covers UNDP initiatives undertaken under the current funding cycle since 2011, while also taking into account the context and achievements of UNDP during the previous period: 2007-2011. The evaluation is both retrospective and prospective. Retrospectively, the ADR assesses UNDP's contribution to national efforts in addressing development challenges and provides conclusions on UNDP's overall performance and on each of the country programme outcomes. It assesses key results, anticipated and unanticipated, positive and negative, and covers UNDP assistance funded from both core and non-core resources. Based on the findings from the assessment of past performance, the evaluation also looks ahead to examine how UNDP can become better aligned to national objectives and United Nations strategies and can enhance its strategic position in order to increase its development contribution.

1.3 METHODOLOGY AND EVALUABILITY ISSUES

The evaluation analyses the UNDP contribution to development results in Zimbabwe based on the planned outcomes contained in the CPD, as well as the corresponding country programme action plan (CPAP) that has been agreed with the Government of Zimbabwe. The ADR presents findings according to the following criteria:

- **Relevance** of UNDP's projects and outcomes to the country's needs and national priorities;
- **Effectiveness** of UNDP's interventions in terms of achieving intended programme outcomes;
- **Efficiency** of UNDP's interventions in terms of the use of human and financial resources; and
- **Sustainability** of the results of UNDP support

The evaluation team has assessed the programmes against these criteria to arrive at evaluation findings and conclusions, from which recommendations for future action have been drawn.

The strategic positioning of UNDP has been analysed from the perspective of the organization's mandate and the development needs and priorities in the country as agreed and as they emerged. Analysing this information entailed a systematic consideration of UNDP's position within the development and policy space in Zimbabwe, as well as strategies used by UNDP to maximize its contribution through planned approaches. The following criteria have been applied:

- Relevance and responsiveness of the country programme as a whole to the challenges and needs of the country;
- Use of UNDP's comparative strengths; and
- Promoting United Nations values from a human development perspective.

The evaluation criteria form the basis of the ADR methodological process. In addition to assessments made using these criteria, the ADR process identifies how various factors can explain UNDP's performance. Factors considered include:

- National context, political environment, conflict and security;
- National ownership of initiatives and results and use of national capacities;
- South-South solutions and cooperation; and
- Management, including programme management, human resource management and financial management.

Specific attention has been paid to UNDP's support to furthering **gender equality and women's empowerment** in Zimbabwe, in accordance with the United Nations SWAP.¹ Gender equality

1 United Nations system-wide Action Plan to improve gender equality and the empowerment of women across the United Nations system. www.unwomen.org/~media/Headquarters/Attachments/Sections/How_We_Work/UNSystemCoordination/UN-SWAP-Framework-Dec-2012.pdf.

and women's empowerment have been considered in several specific projects. More broadly, the ADR considers the extent to which gender is mainstreamed in UNDP's wider programme support, and whether its advocacy efforts have helped to further gender equality and women's empowerment.

1.4 ADR IMPLEMENTATION

A preparatory mission for the ADR was carried out in March 2014. At the time, the country office anticipated completing four outcome evaluations prior to the ADR, which were due under the UNDP country office evaluation plan for the current programming cycle. Unforeseen delays forced the country office to launch just two of the four outcome evaluations, covering the governance and poverty thematic areas. The ADR team has covered the two remaining themes: gender and environment/energy. The EM agreed to support the drafting of the terms of reference (TOR) for the governance and poverty outcome evaluations, and to delay the start-up of the ADR until the governance and poverty outcome evaluation teams were selected and at work.

DATA COLLECTION

The ADR team has used data from primary and secondary sources, including desk review of documentation and information and interviews with key informants, including beneficiaries, partners and managers.

Evaluation questions for each criterion have been developed. A multi-stakeholder approach was followed and interviews were carried out with a wide array of government representatives, civil-society organizations, private sector representatives, United Nations agencies, multilateral organizations, bilateral donors, and programme beneficiaries.

Field visits were carried out, specific to the work of each thematic team. The criteria for selecting field sites took account of: accessibility; critical mass of project interventions; potential for sig-

nificant learning (both successful as well as challenging cases); and programme area coverage. Given that the preponderance of UNDP current work is 'upstream' and focused on building central government capacities, the ADR team spent most of its time in Harare.

STAKEHOLDER INVOLVEMENT

Within each thematic area, a determination was made on key stakeholders. To the extent possible, the evaluation team used a participatory approach to the design, implementation and reporting of the ADR. This included close engagement with management at the UNDP country office. At the conclusion of the data analysis stage, on 5 December 2014, the evaluation manager presented initial findings and recommendations at a CPD planning workshop organized by the UNDP country office in Harare. This brought together more than 100 participants from the Government of Zimbabwe, other national partners, and international agency and embassy representatives. A stakeholder workshop will be held in Harare in October 2015 to discuss the ADR findings, conclusions and recommendations.

MANAGEMENT ARRANGEMENTS

The IEO conducted the ADR in consultation with the Zimbabwe country office, the Regional Bureau for Africa and the Government of Zimbabwe. The UNDP country office provided significant support to the evaluation team, and helped to ensure that the team was able to liaise with key partners and other stakeholders. All requested documents regarding UNDP's programmes, projects and activities in the country were provided, and UNDP country office staff were made available for interviews. The country office provided the evaluation team with excellent in-kind support (e.g. arranging meetings with project staff, stakeholders and beneficiaries; and assistance for the project site visits). Country office staff did not participate in meetings with stakeholders held for data collection purposes, to ensure the independence of the views expressed by the interviewees. The UNDP Regional Bureau for Africa supported the evaluation through information sharing

and participated in discussions on emerging conclusions and recommendations.

The Government of Zimbabwe and other key government counterparts of UNDP in Zimbabwe facilitated the conduct of the ADR by providing access to information sources within the government, and safeguarding the independence of the evaluation. Additionally, government counterparts are expected to use and disseminate the final outputs of the ADR process.

EVALUATION TEAM

An **Evaluation Manager** from the IEO took overall responsibility for the ADR and wrote the evaluation report. He coordinated contacts with the UNDP country office and with external reviewers. He selected the evaluation team and decided on the methodological tools and techniques to be used. In addition to focusing on strategic issues, the EM carried out the analysis of the environment and energy portfolios, as well as UNDP's support efforts on disaster management and land reform. A **Research Consultant** from the IEO provided background research and documentation support.

Other team members included a **GFATM expert**, who examined all aspects of the UNDP's work as the implementing partner (IP) of the GFATM, and related HIV-AIDS support to Zimbabwe. A **Gender Specialist** evaluated the country office gender strategy, project documents, monitoring systems, reports, etc. to assess if gender has been effectively mainstreamed across the portfolio.

The gender specialist also assessed the results from several projects that have been developed specifically in support of women's empowerment.

Governance and **Poverty teams** were hired by the UNDP country office to develop outcome evaluations of UNDP's work in these thematic areas. The TORs were developed with inputs from the ADR evaluation manager.

1.5 STRUCTURE OF THE REPORT

The report has six chapters. Following this introductory chapter, Chapter 2 describes the context in which UNDP has been working during the last decade and describes some of the challenges faced in Zimbabwe during this period. Chapter 3 outlines United Nations and UNDP strategies to respond to the challenges. It also details UNDP's programmatic response. Chapter 4 sets out findings on UNDP's contribution to development, organized within the thematic areas and outcomes set out by the country office for its programme. Chapter 5 sets out additional findings and analysis focused on crosscutting priorities, especially gender-based programming and mainstreaming; as well as the work of UNDP in Zimbabwe on resilience. Chapter 6 offers conclusions based on the main findings and provides recommendations to contribute to UNDP's future programming in Zimbabwe. The main report is augmented by four annexes setting out the terms of reference for the evaluation, UNDP's programme results matrix, a list of persons consulted and documents reviewed.

Chapter 2

DEVELOPMENT CHALLENGES AND NATIONAL STRATEGIES

This chapter describes the country context and Zimbabwe's national development challenges, focusing on issues of direct relevance to UNDP's engagement in the country. The aim is to help readers better understand the development challenges that have led UNDP to make the decisions that it has and to implement its country programme in Zimbabwe accordingly. The country's development indicators are an important benchmark against which UNDP's strategic positioning and development results can be considered.

2.1 COUNTRY CONTEXT

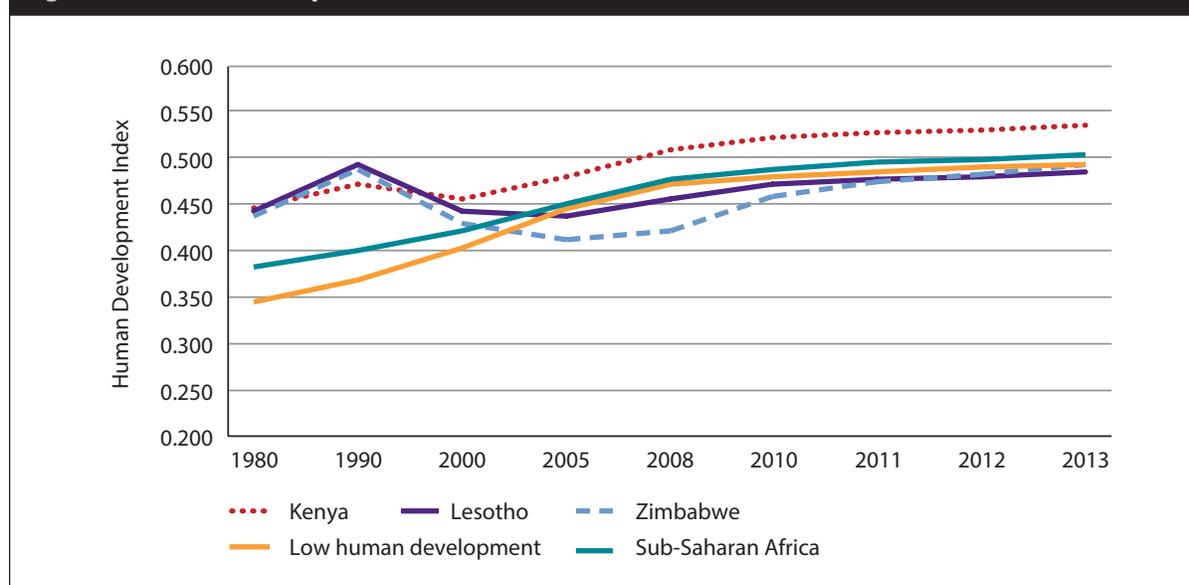
This section of the report highlights some of the significant contextual issues in Zimbabwe that have shaped UNDP's planning and achievements. The aim is not to present an exhaustive description of the economic and social events that have

shaped the country, but rather to touch on several of the more important drivers shaping the partnership between the Government of Zimbabwe and UNDP. In particular, it is important to recognize the economic context, as Zimbabwe continues to recover from its economic implosion in 2008-2009.

ECONOMIC CONTRACTION

Zimbabwe suffered a sustained period of economic decline during 2000-2008, reaching crisis proportions in 2007-2008, and leaving the country with serious development challenges across all sectors of the economy. The economic crisis caused extensive capacity erosion and deterioration of structures and systems that support effective economic management.² During this period, GDP contracted a cumulative 50.3 percent, and

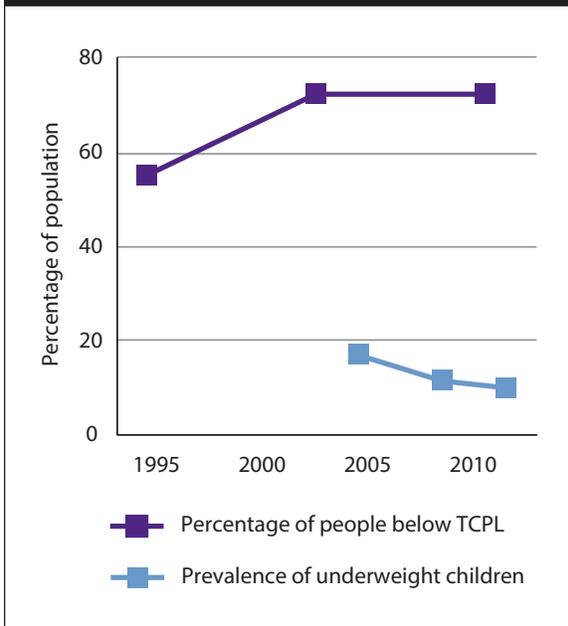
Figure 1. Human Development Index trends, 1990-2013



Source: UNDP Human Development Report Office (2014)

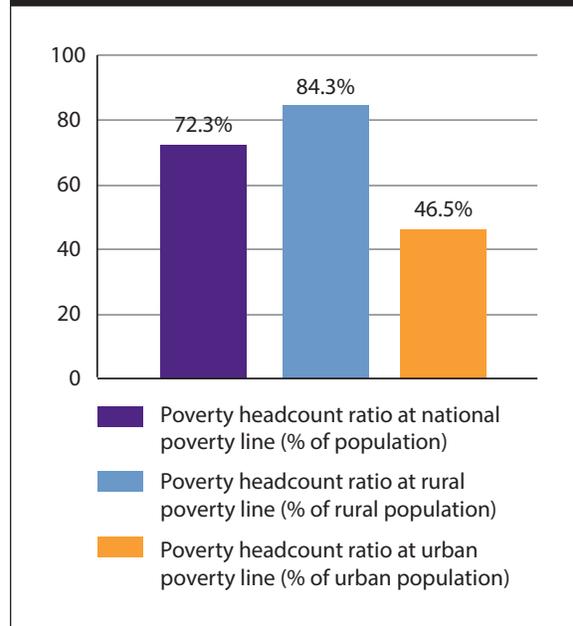
² ZUNDAF Zimbabwe Country Analysis, October 2014.

Figure 2. Poverty and hunger trends in Zimbabwe, 1995–2012



Source: MDG Report (2012); ZIMSTAT (2013)

Figure 3. Incidence of poverty in Zimbabwe, 2011



Source: World Bank, WDI (2014)

inflation skyrocketed. Public services were decimated, including health care, water supply and sanitation. The Human Development Index for Zimbabwe slipped to 173 out of 187 countries in 2011, with 62.6 percent of the population below the poverty threshold, and 16.2 percent in extreme poverty. Severe food and foreign currency shortages were experienced. Capacity utilization in industry fell below 10 percent. The country faced sanctions from some western countries and a build-up in debt owed to most bilateral and multilateral partners.

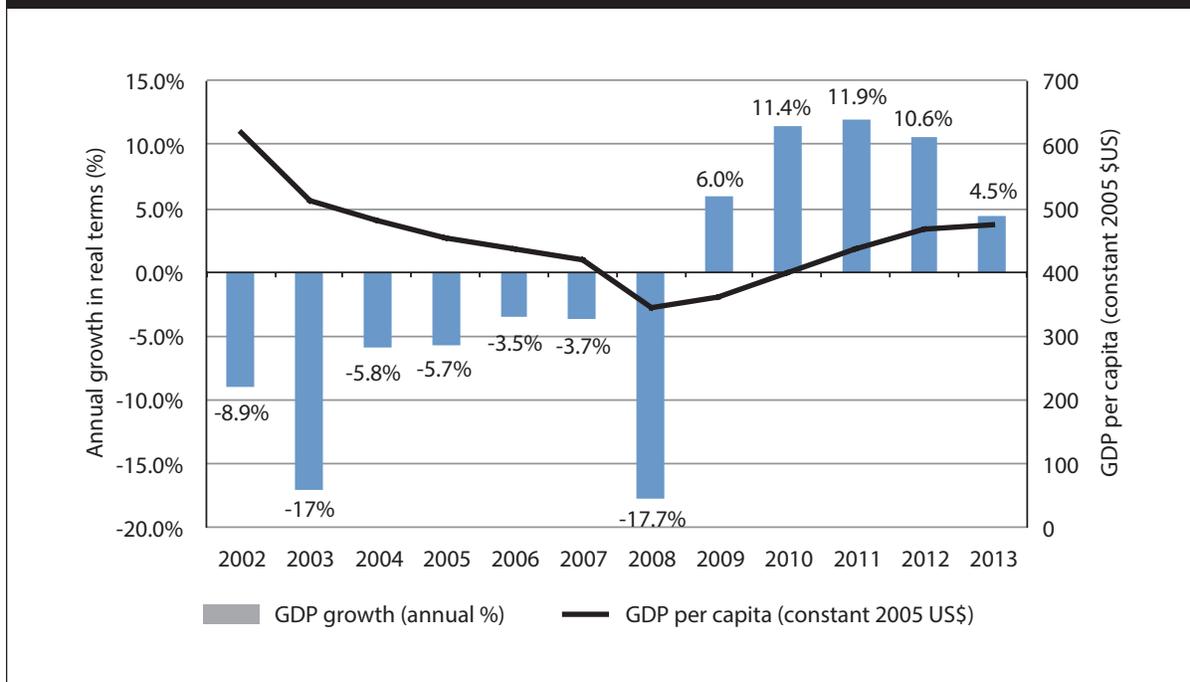
During this period, Zimbabwe witnessed significant de-industrialization and ‘informalization’ of the economy. The annual share of the manufacturing sector in GDP peaked at 26.9 percent in 1992 before collapsing to 7.2 percent by 2002, and has not improved substantially since then. In 2004, 80 percent of jobs in Zimbabwe were in the informal sector. The 2011 Labour Force Survey suggests this rate has further increased to 84 percent.

In 2009, Zimbabwe proceeded to take a series of important steps to recover from its social and economic crisis, through political settlement and the adoption of a multi-currency system. Between 2009 and 2012, the economy subsequently stabilized, and growth rose to an annual average of 8.7 percent. Inflation was brought in check, bank deposits recovered and, in 2014, the Government of Zimbabwe agreed with the IMF to begin a Staff Monitored Programme,³ demonstrating an interest and capability to reengage with international financial institutions. The upward economic trend brought important social and health benefits, including increased life expectancy rates, reduced maternal mortality, and reduced HIV/AIDS prevalence.

Since 2012, economic improvement has continued, but GDP growth has slowed considerably, due especially to declining investments caused by fiscal constraints and policy uncertainties, abetted by extenuating factors such as adverse weather, a difficult trade environment with declining com-

³ www.imf.org/external/np/sec/pr/2015/pr15175.htm.

Figure 4. Real change in GDP, 2002–2013



Source: World Bank, WDI (2014)

modity prices, and political instability. Growth was 4.5 percent in 2013, 3.1 percent in 2014 and is projected to be 3.2 percent in 2015.

FOOD SECURITY

Agriculture has historically been the main economic engine for Zimbabwe, although this has declined significantly over the past decade. Agriculture generated 24.2 percent of GDP in 2008, before the economic crisis. That percentage slipped to 15.1 percent in 2009 and further to 12 percent in 2013. Meanwhile the percentage of GDP from manufacturing also contracted, 15.5 percent in 2009 to 12.8 percent in 2013. Mining during that same period expanded from 8.1 percent to 10.4 percent.⁴

Benefitting from decent weather, Zimbabwe’s agricultural production during the 2013/2014 cropping year was approximately 1,456,000 met-

ric tonnes (mt) of maize, a significant increase from the 798,500 mt produced in the previous agricultural season. While this meant food security improved over previous years, vulnerability remains high. The Zimbabwe Vulnerability Assessment Committee (ZimVAC), which is led by the government with support from various partners, including the World Food Programme, has identified approximately 6 percent of the rural population—equivalent to 565,000 people—in need of food assistance at the height of the lean season between January and March 2015. This is down from 2.2 million food insecure people during the previous year’s lean season. While this decrease is significant, food and nutrition security remains fragile and subject to natural and economic shocks. Zimbabwe citizens continue to suffer from chronic and persistent rates of undernourishment. According to the World Food Programme, “One third of Zimbabwe’s children are stunted, or short for their age.”⁵

4 African Economic Outlook, AfDB, OECD, UNDP 2015.

5 World Food Programme, Zimbabwe Overview, www.wfp.org/countries/zimbabwe/overview.

It is worth noting that the changing composition of the farming community, as well as market forces and government regulation come into play when considering food security. For example, tobacco production, which plunged during the economic crisis, from 237 million kg in 2000, to 49 million kg in 2008, has since witnessed a resurgence, to 132 million kg in 2011, and 213.8 million kg in 2014, with income at US\$679.4m⁶. During this period, there has been a major change in the profile of growers. Before 2000, 97 percent of tobacco cultivation came from 4,500 large commercial farms. In 2011, 67,000 tobacco growers were registered, with 17,000 considered to be large growers. By 2014, the number of registered growers increased to 106,456, with 87,166 considered active growers. The upturn in tobacco cultivation, at a time of widespread concern over food scarcity, suggests the sometimes inadvertent effect of market controls. Tobacco is a high value cash crop and farmers get paid on delivery. Maize on the other hand, is an essential foodstuff that is price controlled, and payments are made only after approval by the marketing board.

LAND REFORM

Zimbabwe continues on a long land ownership transition, dating back to 1980 and the Lancaster House Agreement. The reform and redistribution programme has been driven by the need to introduce a more equitable distribution of land resources. In 2000, the land reform effort was accelerated through a fast track land reform programme. Since then, there has been a lack of a consensus on the optimal approaches for implementing land reforms, and the country witnessed a polarization of positions between the government and other domestic stakeholders as well as between the government and the international donor community. By 2011, 220,967 Zimbabwean households had obtained access to land under the redistribution programme. A total of 10,816,886 hectares have been acquired

since 2000, compared to the 3,498,444 purchased from voluntary sellers between 1980 and 1998.⁷

THE ECONOMIC BENEFITS AND ENVIRONMENTAL RISKS FROM MINING

Zimbabwe's plans for economic resurgence hinge very much on the potential of its mining and extractive industries. The country boasts the second largest reserves of platinum (2.8 billion tons), third largest reserves of chrome (930 million tons) and vast reserves of diamonds (16.5 million tons). Between 2009 and 2012, the mining sector grew by an average of 35 percent. Since then, growth has slowed to about 5 percent growth per annum. The mining sector in 2014 contributed over US\$1.9 billion in export receipts or 52 percent of total exports.

As in most countries with a major extractive industries sector, the economic benefits come with environmental risks. In Zimbabwe, mining has contributed to significant deforestation and loss of habitats as well as water pollution, with heavy metals such as mercury, and cyanide polluting rivers and streams. Zimbabwe's mining-related environmental concerns are compounded by a significant unregulated and illegal mining sector that greatly contributes to the environmental degradation. Estimates run as high as 400,000 persons involved in artisanal, small scale mining across the country. A study undertaken by scientists from the University of Zimbabwe (UZ), commissioned by the Zimbabwe Environment Law Association (ZELA), indicates major pollution problems in the Save and Odzi rivers, with high concentrations of iron, chromium and nickel from mining activities.⁸

COPING WITH NATURAL AND MAN-MADE DISASTERS

Zimbabwe has suffered many disasters, both natural and man-made. Droughts have posed the greatest disaster threat to date. The 1992 drought

6 Zimbabwe Tobacco Industry and Marketing Board, 2014 Annual Statistical Report.

7 Country Analysis Report for Zimbabwe, United Nations, August 2010.

8 African Economic Outlook, Zimbabwe 2014, Monyau, Mary M., Bandara, Amarakoon, 2014, www.africaneconomicoutlook.org, pg. 10.

affected an estimated 10.5 million people, 20 percent of the national cattle herd was lost and wild-life suffered. In 2002, at least 5.2 million people needed food aid.

Areas along the Zambezi valley, notably Mashonaland Central & West, some areas in the Midlands, Masvingo & Matabeleland North provinces, as well as the Limpopo valley and the Save catchment areas are prone to regular and profound flooding. The effect of cyclone Eline in February 2000 caused extensive damage to infrastructure (e.g. dam walls collapsing, bridges, schools, houses).

Over 70 percent of the country's population is dependent on climate-sensitive livelihoods, and there is a clear correlation between the amount of rainfall received in an agricultural season and economic output, which underscores the vulnerability of Zimbabwe's largely agriculture-based economy to climate change.

Zimbabwe remains one of the most landmine-impacted countries in the world. It is estimated that over 3.2 million landmines were laid by the Rhodesian forces along the northern and eastern borders of the country during the liberation war of the 1970s, covering an area of 201 square kilometres. About 1.3 million of these have been cleared to date. The mines were set out in an attempt to disrupt access and supply lines for combatants operating from Mozambique and Zambia. The landmine problem continues to cause humanitarian problems, which include maiming and or loss of human and animal life and inhibit economic development in these areas.

HEALTH SERVICES

The past decade witnessed an unprecedented decline in Zimbabwe's health service delivery due to high inflation, severe economic decline and

rising poverty, which led to mass exodus of skilled workers from the public health sector and a severe shortage of drugs across the country. This adversely affected the country's health delivery system and consequently health outcomes of the population. The situation seriously compromised efforts by the government to provide universal access to basic health services and combat HIV, tuberculosis (TB) and malaria.

Zimbabwe experiences a heavy burden of disease dominated by preventable diseases such as HIV and AIDS, malaria and tuberculosis.⁹ Life expectancy at birth fell from 61 years in 1990 to 42 years in 2008. Over the same period, the adult mortality rate rose from 285 per 100,000 population to 772¹⁰ largely as a consequence of the collapsed health system and the high HIV/AIDS prevalence rate, which peaked at 26.48 percent in 1997.

At the height of the economic crisis in 2008, Zimbabwe's health sector faced numerous challenges including an acute shortage of skilled professionals and health-care staff; an eroded infrastructure with ill-equipped hospitals, lack of essential medicines and commodities and the inability of the public sector to deliver basic social services. The consequences of these challenges were reflected in a major outbreak of cholera in 2008–2009, during which 98,591 cases were documented resulting in 4,288 deaths.¹¹

Between 2000 and 2010, state investment in health varied from 4.2 percent of the state budget in 2001 to 15.3 percent in 2009. However, the proportion of the national budget falls significantly short of the per capita health cost allowance, which, according to the Ouagadougou Declaration, should be US\$34–US\$40. Currently, Zimbabwe's annual budgetary allowance only stretches to US\$9 per capita.

9 IRIN (2014), Zimbabwe's Health System in Crisis.

10 WHO (2010), Zimbabwe Statistical Factsheet.

11 UNDP (Undated), Millennium Development Goals Overview, www.zw.undp.org/content/zimbabwe/en/home/mdgoverview/overview/mdg4/.

The deterioration in Zimbabwe's health-care services coincided with a fall in demand for services, following the introduction of user fees. These fees, which are often applied in an ad hoc way and so vary from provider to provider,¹² act as a barrier to basic health services for many of the most vulnerable people in Zimbabwe. Although government policy is to provide free health services to pregnant and lactating mothers, children under five and those aged 60 years and over, the policy has proved difficult to implement. In the absence of substantial government financial support, user fees provide the main source of income for many health care facilities, enabling them to provide at least the minimum service so many of the institutions cannot afford to provide free services.

Globally, Zimbabwe is among the countries most affected by HIV. An estimated 1,390,211 people were living with HIV at the end of 2014.¹³ Sexual transmission of HIV prevails, with low-risk heterosexual sex contributing to a majority of new infections (55.9 percent).¹⁴ Mother to-child transmission is the second highest source of new infections. HIV prevalence in Zimbabwe has declined from a peak of 26.48 percent in 1997 to 13.7 percent in 2013. Zimbabwe is one of 34 African countries that has stabilized the spread of HIV/AIDS, with a 49 percent reduction in new cases, especially among young people.¹⁵ Although mortality rates have played a large part in reducing the number of people living with HIV in Zimbabwe, prevention programmes aimed at behaviour

change and the prevention of mother to child transmission have also been instrumental in bringing about a decline in HIV prevalence. Increases in safer sex and HIV prevention among individuals have also been spurred by the fear attached to such a high rate of AIDS-related mortalities, which stood at 61,476 deaths in 2013, which was however a big decline from the 115,117 who died in 2011.¹⁶ HIV and AIDS is one of the leading causes of mortality of children aged under five in Zimbabwe, accounting for more than 20 per cent of the deaths in this age group.¹⁷ HIV prevalence among women stands at 18 percent and men at 12 percent across the population.¹⁸ Apart from women's physiological vulnerability to HIV infection, additional reasons for this disparity may include the fact that early marriage is on the increase. 21 percent of girls get married before the age of 18.¹⁹

The burden of TB more than doubled from 329 cases/100,000 population in 1990 to 782 cases/100,000 population in 2007.²⁰ Zimbabwe continues to experience a major HIV-driven TB epidemic with co-infection rates of 82 percent.²¹ The single most significant contributing factor to the TB epidemic is HIV/AIDS.

Malaria is a major public health problem in Zimbabwe and is the third leading cause of morbidity and mortality in the country. About half of the population of 14.9 million is at risk of contracting malaria annually. Malaria incidence has been falling in the country partly due to increased

12 Health Transition Fund, A Multi-donor Pooled Transition Fund for Health in Zimbabwe, December 2011, see Chapter 2, pg. 14.

13 NAC (2015) Situational Analysis. HIV and AIDS in Zimbabwe <http://nac.org.zw/about/hiv-aids-situation>.

14 ZNASP II.

15 GoZ/UN (2012), Zimbabwe 2012: Millennium Development Goals Progress Report.

16 GoZ (2014), Zimbabwe SADC Epidemic Update Report: Zimbabwe Country Report.

17 National Child Survival Strategy for Zimbabwe 2010–2015.

18 ZIMSTAT, Multiple Indicators Cluster Survey, 2014.

19 ZIMSTAT, Multiple Indicators Cluster Survey, 2014.

20 UNDP (2009) National Programme to Reduce TB Morbidity and Mortality in Zimbabwe, Final Report.

21 GoZ (2014), Zimbabwe SADC Epidemic Update Report: Zimbabwe Country Report.

access and availability of effective anti-malarial drugs, bed nets and other vector control interventions. There has also been a major scale-up in the interventions mainly due to increased domestic and international resources towards malaria control and prevention in the country.²²

NATIONAL GOVERNANCE

The Southern African Development Community (SADC) brokered the Global Political Agreement in 2008, which brought together the three political parties then represented in Parliament (ZANU-PF, MDC-T, MDC-M) into a power-sharing agreement and joint governing arrangement in February 2009. One critical reform agenda agreed within the GPA was to put in place a mechanism for national healing and social cohesion. The GPA included a constitutional reform process coordinated by the Constitutional Parliamentary Select Committee (COPAC). The agreement called for a national referendum, following public consultation, on the new Constitution. In July 2012, COPAC was mandated to consult Zimbabweans and draft a new Constitution. While the constitutional reform process fell behind schedule, by the end of 2012 a draft Constitution was in circulation. The Second All Stakeholders Constitutional Conference was held in October 2012 and led to the successful adoption of a new Constitution the following March. Elections were then held in July 2013. The new Constitution includes a comprehensive Bill of Rights covering civil and political rights as well as social and economic rights. Progressive provisions include the establishment of a National Peace and Reconciliation Commission as an independent institution to strengthen democracy in the country; and temporary quotas for women and other marginalized groups in Parliament. Women now occupy 35 percent of the seats in the new Parliament (124 of 350), including 86 in the National Assembly and 38 in the Senate. Two senate seats are reserved for disabled citizens. The temporary quotas will drop away after the 2018 elections.

SUBNATIONAL GOVERNANCE

Zimbabwe has a total of 92 local authorities, with 32 listed as urban, and the remaining 60 considered rural. The economic challenges of 2002-2008 resulted in local and central authorities' extensively falling short on maintaining service delivery at sustainable levels. Zimbabwe has subsequently tamed its hyperinflation, and witnessed fairly steady but modest growth since 2008. Nevertheless, local and central government service delivery remains fragile and is highly susceptible to shocks caused by climate and weather-related disasters, as well as the vagaries of global markets for Zimbabwe's commodity exports.

Deteriorating infrastructure, increasing urban poverty, weak administrative and management systems and generally inadequate accountability collectively continue to undermine the effectiveness of local authorities. And the financial viability of many local authorities was weakened by the economic turmoil of the previous decade. Since then, the situation has not significantly improved. Low capacity utilization in industry and high unemployment levels generally result in low disposable incomes for households and consequent low tax and tariff receipts. The capacity of government authorities continues to be severely compromised. In Zimbabwe, local governments are restricted in their capacity to raise revenues independently. User fees for, e.g. water, energy, and car licensing, are centrally managed, whereas fees for refuse collection and street lighting are handled by municipalities. Local governments receive most of their revenues through intergovernmental transfers from the central government, either as general or specific purpose grants.

2.2 NATIONAL DEVELOPMENT STRATEGIES

As noted above, the Government of Zimbabwe during the period under review has transitioned through a contested election, a brokered power sharing arrangement, a constitutional referendum

22 GoZ/United Nations (2012), Zimbabwe 2012 Millennium Development Goals Progress Report.

and another national election. During the ADR missions, there was a palpable hope and expectation that Zimbabwe could now turn its attention to the practical matters of revitalizing the economy, and improving government services. In this section, the national strategies for this resurgence are briefly considered.

MTP AND ZIMASSET

The national response to the severe socio-economic challenges of the previous decade included the development of a Medium Term Plan (MTP) 2011–2015. The MTP was a product of the Government of National Unity, and as such offered a blueprint for how the three political parties could work together to manage the government and economy. The MTP had grand ambitions to reduce poverty through inclusive growth by creating employment and promoting entrepreneurial development. Its stated goals were to transform the economy, reduce poverty, create jobs, maintain macroeconomic stability and restore national capacity to produce goods and services competitively. Its implementation strategy was to achieve economic growth, especially through economic transformation, including Zimbabwe becoming a ‘value-added’ commodity producer, and developing new knowledge-based industries through a private sector-led model. During this period, two new ministries were established to help coordinate and manage economic planning and development: the Ministry of Economic Planning and Investment Promotion, and the Ministry of Regional Integration and International Cooperation. In addition, the existing ministries of Finance, and Trade and Commerce, took on additional economic management functions.

Following the July 2013 elections, the new government decided to establish a new national development plan, in recognition of the changed political and economic situation in 2013. The ZimAsset (2013–2018) was launched in October 2013. As noted by the President of Zimbabwe in

the foreword to the ZimAsset report: “ZimAsset was crafted to achieve sustainable development and social equity anchored on indigenization, empowerment and employment creation which will be largely propelled by the judicious exploitation of the country’s abundant human and natural resources.”²³ Changes from the MTP include a Results-Based Management (RBM) approach, formulated around four strategic clusters: Food Security and Nutrition; Social Services and Poverty Eradication; Infrastructure and Utilities; and Value Addition and Beneficiation. ZimAsset is first and foremost a call for action to accelerate the pace of economic growth.

Key assumptions underpinning planned economic growth under ZimAsset include:

- Improved liquidity and access to credit;
- Establishment of a sovereign wealth fund;
- Improved revenue collection, especially from mining;
- Increased investment in infrastructure;
- Increased foreign direct investment (FDI);
- Continuation of the multicurrency system (US dollar and S.A Rand);
- Implementation of Value Addition policies and strategies; and
- Improved electricity and water supply.

In addition to ZimAsset, there are of course numerous other strategies established by the Government of Zimbabwe to meet various economic and social objectives. Several with direct relevance to the UNDP programme in Zimbabwe are set out here.

ENVIRONMENTAL MANAGEMENT

Zimbabwe has a comprehensive environment policy framework in place. State of the Environment reports were produced in 1998 and 2010,

23 Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset), *Towards an Empowered Society and a Growing Economy*, October 2013 – December 2018, Government of Zimbabwe, October 2013.

and a National Environmental Policy and Environment Management Act was promulgated in 2000. Taken together, these efforts constitute a solid legal basis. Financial resource limitations and political clout have been lacking to enforce this legislation, and socioeconomic developments have strained the country's environmental resources. ZimAsset includes important planned outcomes for environmental management, including improved natural resources management, and improved park protection. In particular, ZimAsset calls for climate and disaster management policies to be strengthened and implemented, and to formulate and enforce stringent laws against rampant *veldt* fires and other environmental crimes, such as poaching.

The Government of Zimbabwe has recognized that climate change is exacerbating the country's traditional vulnerabilities to extreme weather conditions, especially drought and floods. In addition to the planned enhancement of disaster and climate management policies, a National Climate Change Response and strategy is being finalized. The strategy is designed to facilitate the mainstreaming of climate mitigation and adaptation across sectors.

In accordance with ZimAsset, a national disaster risk management policy and bill are in place. District and village structures and disaster risk management plans are not yet in place except in a few districts. The capacity to handle large scale national disasters is low, and limited especially by resource constraints.

GENDER EQUALITY

Zimbabwe has in place a Ministry of Women Affairs, Gender and Community Development (MWAGCD) established in 2005, with the mandate to coordinate gender equality and empowerment of women interventions. The ministry coordinates and works through gender focal points in all government ministries to ensure that gender is mainstreamed across the government. In addition, the MWAGCD col-

laborates with Parliament, especially the relevant portfolio committees and the Zimbabwe Women's Parliamentary Caucus, and other CSO, including women's groups at national and community levels. In 2007, the Women's Development Fund and the Community Development Fund were set up to assist women in various income generating projects.

Zimbabwe's new Constitution has important gender equality and women empowerment provisions. These include affirmative action provisions in the form of 60 seats reserved for women in the National Assembly. In addition, the Constitution provides for proportional representation in the Senate. As a consequence, there is now 35 percent representation of women in Parliament. Anti-discrimination measures were also broadened in the new Constitution. The Zimbabwe Gender Commission is among the independent commissions established by Chapter 12 of the Constitution. The commission is established to ensure gender equality and to deal with gender discrimination. However, the commissioners are yet to be confirmed for the institution to become operational.

While these steps being taken by the government are encouraging, it is important to note that much work remains to be done. The 2012 Zimbabwe Millennium Development Goals Status Report indicates that Zimbabwe will most likely achieve gender parity in primary and secondary school education, but is off-target for women's participation in decision-making positions. There is unequal participation between women and men in the economy, and few women are participating in key economic sectors such as mining and tourism. The Poverty Income Consumption and Expenditure Survey (PICES) findings indicate that 79 percent of women are employed in the agriculture, forestry, hunting and fishing sector, though most are engaged in subsistence farming. Moreover, PICES findings point to increased poverty amongst female headed households in rural areas.

PERSONS WITH DISABILITIES

One segment of society that often gets overlooked in the human rights discussion is the physically and mentally disabled. To its credit, Zimbabwe has ratified most international and regional human rights instruments that establish normative standards for the disabled, but the implementation of these rights and standards on the ground remains limited. Zimbabwe established the Disabled Persons Act of 1992, and most legislation in Zimbabwe needs to comply with regional and international human rights and governance instruments. The 2013 Constitution included several measures in response to the concerns of persons with disabilities. The state is now under constitutional obligation to ensure that all eligible voters have a chance to vote and the state must facilitate voting by persons with disabilities. The Constitution also provides a set aside in Parliament for two representatives for persons with disabilities. Section 22 of the Constitution stipulates that the state should develop programmes for the welfare of persons with physical or mental disabilities, especially work programmes consistent with their capabilities. The

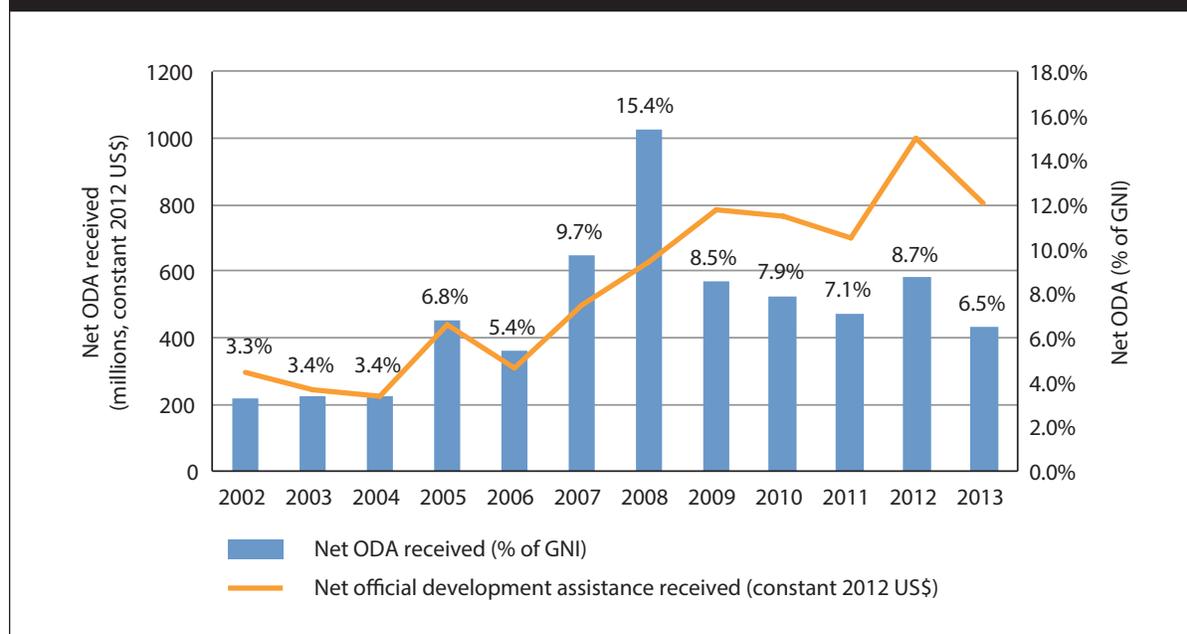
Government of Zimbabwe has also ratified the Convention and Protocol on the Rights of Persons with Disabilities, (September 2013). These many positive legislative actions notwithstanding, persons with disabilities in Zimbabwe continue to live in an environment of injustice, hardship and deprivation and encounter high barriers to participating in mainstream societal activities. Efforts are still needed to bring the national legislation into conformity with international best practice.

2.3 DEVELOPMENT COOPERATION

ODA

Zimbabwe is highly dependent on foreign assistance. Between 2003 and 2012, Zimbabwe received US\$5.6 billion in official development assistance (28th largest globally). The proportion of humanitarian assistance within this amount averaged 37 percent. In 2012, ODA accounted for 11 percent of gross national income (GNI).²⁴ Zimbabwe has consistently remained in the top 20 of humanitarian assistance receivers, with a high of US\$420 million in 2009. Humanitarian assistance

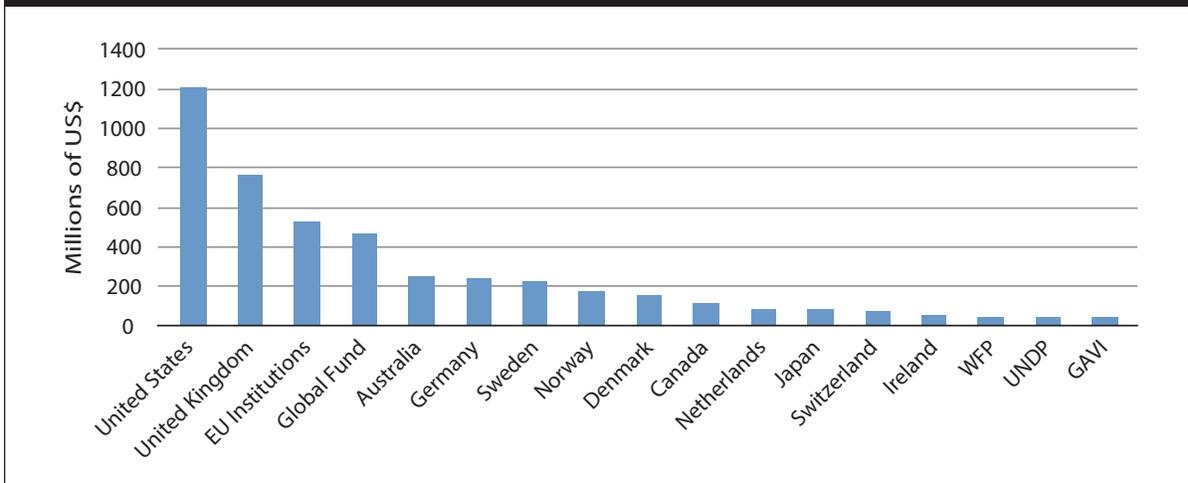
Figure 5. Trends in Official Development Assistance, 2002–2013



Source: World Bank, WDI (2014)

²⁴ www.globalhumanitarianassistance.org.

Figure 6. Official Development Assistance flows, 2008–2013



Source: OECD, QWIDS (2014)

has focused particularly on food security, due to periodic episodes of sustained drought.

Zimbabwe has faced international sanctions since 2002 in response to alleged human rights violations. During the sanctions period, EU member states and the United States of America continued to provide substantial support to Zimbabwe—through NGOs and multilateral agencies, including and especially United Nations agencies. Indirect support from the European Union during the sanctions period amounted to US\$2 billion. Sanctions from the European Union were lifted in 2014 and, starting in 2015, a US\$300 million five-year funding programme was launched, focused on areas such as health, agriculture and governance.

PRIVATE SECTOR

Zimbabwe ranks low on most international business environment indices. The global competitiveness report 2014–2015, for instance, ranks Zimbabwe 124th out of 144 countries surveyed. Among other indicators, their analysis indicates a slow improvement in the macroeconomic environment for the country, yet points to significant problems in labour market efficiency.²⁵

CIVIL SOCIETY

Zimbabwe has a large, diverse and active civil society, and which has comparatively wide room to operate compared with many countries in Africa. The National Association of NGOs (NANGO) has existed since 1962 and serves as an umbrella organization for more than 1,000 NGOs in Zimbabwe. NGOs provide important functions in support of human rights, capacity building, poverty and development, and peace-building and UNDP has worked with NGOs in each of these focal areas.

The new Constitution includes important provisions on access to government information, for citizens and including the media, in the interest of public accountability, and to exercise the protection of rights. Legislation needs to be enacted to give effect to this right to access information, and it can be restricted in the interests of defence, public security or professional confidentiality.²⁶

An important development in the historical context of Zimbabwe is the increased collaboration and mutual understanding between CSOs and government. A number of CSOs are working closely with government. These include the Zim-

25 World Economic Forum, Zimbabwe Fact Sheet.

26 Zimbabwe Constitution, Section 62, Access to information.

babwe Lawyers' Association (ZLA) on legislation for constitutional alignment, the Legal Resources Foundation for provision of legal aid, and the National Association of Non-Governmental Organizations (NANGO) on the Universal Periodic Review and Other Human Rights Issues, to name a few. Other NGOs have been engaged in community level peacebuilding activities, conflict prevention and laying the foundation for the national peace architecture. More resources would be needed to sustain these relationships 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.

REGIONAL COOPERATION

Zimbabwe is a member of the Southern Africa Development Community (SADC), and President Mugabe is in the midst of his one-year term as its chairperson. The precursor to SADC was formed in 1980, and SADC came into being by treaty of the member states in August 1992. Its main objectives are to "achieve development, peace and security, and economic growth, to alleviate poverty, enhance the standard and quality of life of the peoples of Southern Africa, and support the socially disadvantaged through regional integration, built on democratic principles and equitable and sustainable development."²⁷ Zimbabwe is also a member of the African Union (AU), and President Mugabe is likewise chairperson of this organization in 2015. The AU is a continent-wide union of 54 countries which came together in July 2003 at the Durban Heads of State Summit, transitioning the body from its origins as the Organization of African Unity (OAU) to a closer alliance more akin to that of the European Union. Unlike the OAU's position of non-interference, the AU, at its founding, authorized the right of member states to

intervene under grave circumstances, such as war crimes, genocide and crimes against humanity. The African Peace and Security Architecture (APSA) includes a Peace and Security Fund, a Continental Early Warning System, a Panel of the Wise, a Peace Fund, and an African Standby Force (ASF). The ASF is divided into regional standby brigades, including for the SADC region. Due to the many delays in its founding, the ASF has not yet been used as a tool for peacemaking, although countries have sent troops on an *ad hoc* basis to hot spots, for instance the AMISOM peacekeeping mission in Somalia.

The AU has also sought to promote closer economic integration amongst its 54 members, but the many protocols passed have not lowered tariffs and trade barriers that limit the free movement of goods and people across the continent.²⁸

A major issue facing countries in the region, and which is on the AU agenda, is how to meet the livelihood aspirations of young people, who in many African countries make up three-quarters of the labour force, many of them well educated. In the case of Zimbabwe, 60.5 percent of the 13.8 million population is under the age of 25.

Issues such as regional drought and disasters are very much on the agenda for the region. The African Union, NEPAD and SADC have all started disaster risk management programmes. NEPAD has produced a draft Africa Regional Strategy for Disaster Risk Reduction, and the SADC Secretariat continues to engage disaster management units of the various SADC states to enhance their disaster risk management capacities. UNDP supported a regional capacity needs assessment, as part of a SADC effort to develop a disaster risk management capacity building framework that can help each of the countries address their respective needs.

27 www.sadc.int/about-sadc/overview/.

28 Warwick, African Union after 10 years: Successes and Challenges; www2.warwick.ac.uk/.

UNDP RESPONSE AND STRATEGIES

This chapter provides an overview of UNDP's programme between 2011 and 2015, with some consideration given to the previous 2007–2011 programming cycle. The United Nations strategy of development assistance in Zimbabwe is set out, as well as UNDP's programme, budget and office organization.

3.1 UNDP'S STRATEGY AND COORDINATION WITHIN THE UNITED NATIONS SYSTEM

In 2006, the UNCT completed the ZUNDAF, providing an overall frame for country team activities, including UNDP. In April 2011, the 2012–2015 ZUNDAF was completed after extensive engagement with the Government of Zimbabwe, donors and civil society.

The 2012–2015 ZUNDAF framed the work of the country team around the following seven national priority areas:

1. Good governance for sustainable growth;
2. Pro-poor sustainable growth and economic development;
3. Food security at household and national levels;
4. Sound management and use of the environment, natural resources and land to promote sustainable development;
5. Access to and utilisation of quality basic social services for all;
6. Universal access to HIV prevention, treatment, care and support; and
7. Women's empowerment, gender equality and equity.

The 2012–2015 ZUNDAF has a budget of approximately US\$1.5 billion. Between 2012 and 2014, the United Nations mobilized and disbursed over US\$1.2 billion. The pro-poor sustainable growth thematic area (2) and HIV thematic group (6) saw the majority of actual disbursements.

An independent evaluation of the 2012–2015 ZUNDAF was carried out in August, 2014.²⁹ Key findings include:

- The 2012–2015 ZUNDAF demonstrated flexibility and remained relevant and responsive in a changing and challenging operational environment. This flexibility is attributable to the ZUNDAF's outcome level framework, and the fact that major development challenges such as poverty and food insecurity have continued over this period.
- The most common constraint to progress towards planned outcomes cited by the thematic groups was inadequate resources, which is more noticeable in the specialized agencies' areas of focus.
- Although it is premature to assess their outcomes, the integrated approach seen in the HIV and PBSS (Nutrition) Flagships may be the most effective modality for the Flagship Programmes. While the MDGs have been well integrated into each ZUNDAF outcome area, the integration of the programming principles, particularly gender and environment, could be improved.
- The 2012–2015 ZUNDAF has also been successful as a platform through which the United Nations can present as a coherent, unified entity for advocacy and outreach, and for engagement with the government.

29 2012–2015 ZUNDAF Evaluation Report, August 2014.

Through the ZUNDAF, the United Nations has also been able to leverage its comparative advantage as a convener between the GoZ and donors in the mobilization of nearly US\$800 million to support Zimbabwe's national development programme.

- Although the UNCT/GoZ partnership functions well at the highest level, coordination, commitment and ownership at the thematic group and grassroots levels could be improved. There is a need for a more outward-oriented approach to partnerships to better include civil society and the private sector, in its formulation.

The UNDP country programme is fully harmonized with the ZUNDAF, and includes outcomes in each of the seven ZUNDAF priority areas. Of particular note, UNDP acts as the lead agency in the area of governance within the ZUNDAF and co-chairs the Governance and Human Rights Theme Group, contributing to the design, implementation and monitoring of joint programming.

3.2 UNDP PROGRAMME, BUDGET AND OFFICE ORGANIZATION

UNDP's engagement in Zimbabwe dates back to 1980, with the creation of the Standard Basic Services Agreement. The Government of Zimbabwe and UNDP established the first country cooperation framework in 1997 focusing on economic policy advocacy, governance and combating HIV/AIDS.

The UNDP programme between 2007 and 2009 (extended to 2011), included the following planned outcomes:

1. Strengthened national capacity to formulate, implement and monitor pro-poor policies;
2. Strengthened systems, institutions, mechanisms and processes that promote democratic governance, dialogue, gender equality and the rule of law;

3. Improved agriculture, environment and land policy frameworks and support services; and
4. Enhanced management and coordination of the national HIV/AIDS response.

The 2012–2015 programme continued to focus attention on all of these matters in two broad goals:

1. Good governance for sustainable development
Improved justice delivery system and rule of law; strengthened mechanisms for peace building and for the prevention, management and resolution of conflict; enhanced accountability in the management of public resources and service delivery; and enhanced people's participation in democratic governance structures and processes.
2. Pro-poor sustainable growth and economic development
Enhanced economic management and pro-poor development policies and strategies; sound management and use of environment, natural resources and land to promote sustainable development; universal access to HIV prevention, treatment, care and support.

The 2012–2015 CPAP signed by UNDP and the Government of Zimbabwe took a slightly revised approach to organizing the work of UNDP during this period. The CPD sets out three programme components:

1. Citizen participation and good governance;
2. Economic management and pro-poor development strategies; and
3. Social sectors and livelihoods.

While there appear to be substantial differences between the various CPD and CPAP outcomes, this is really a matter of rearranging ongoing support programmes to comply with United Nations and UNDP requirements, especially to narrow the overall number of planned outcomes, tie them directly to ZUNDAF outcomes, and ensure they fit within UNDP's Strategic Plan. The

2012-2015 CPAP departs from the CPD only in the addition of a third component focused especially on the role of UNDP in managing the GFATM, which is logical given the scale of this effort and its resulting substantial engagement of UNDP in the health sector.

For this evaluation we have chosen to segment the analysis of UNDP results using the CPAP designation of programme areas. The full set of planned outcomes and outputs from the CPAP is annexed to this report.

INDICATORS

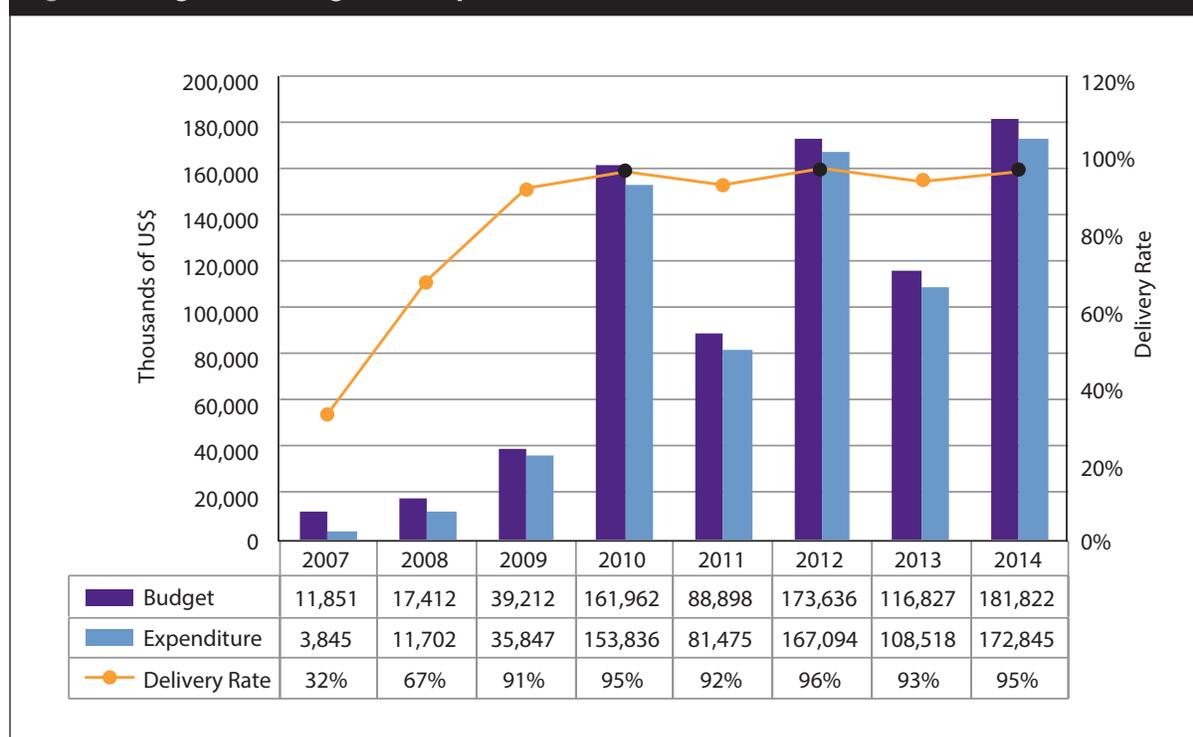
In general, there is a paucity of baseline data on which indicators and corresponding outputs are set out in much of UNDPs Zimbabwe country programme. While the strategic aims may be appropriate and positive results are evident, it is often unclear what UNDP expected to achieve, and difficult to assess how much of UNDP's work has contributed to positive results. Programme results frameworks need to build from

a greater awareness of the existing problems, clearly explain how UNDP support will help, and clearly articulate the partnerships to be built with national and international partners. Indicators should also be gender sensitive, aggregating where possible the benefits for men and women in programmes and projects. To describe and measure changes in a complex phenomenon and situation such improving resilience to natural disasters, reducing food insecurity, and advancing gender mainstreaming, it is essential that indicators are better established.

PROGRAMME BUDGET

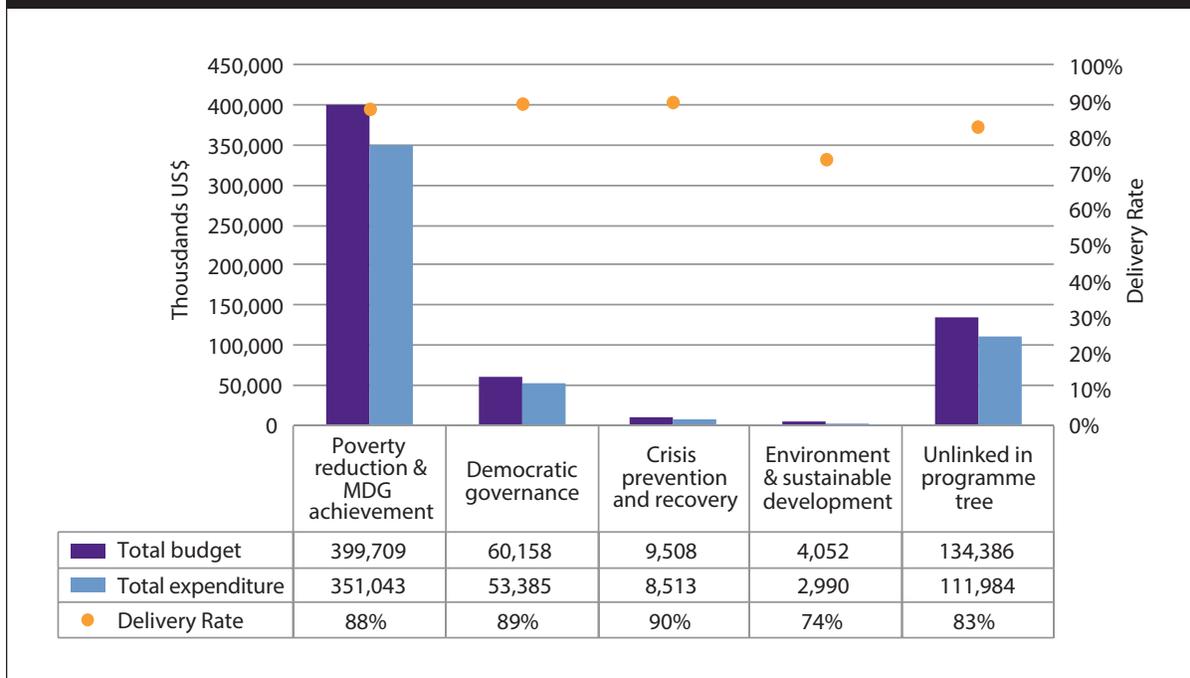
The UNDP programme budget for Zimbabwe has expanded exponentially since 2010, when it took over as PR of the GFATM. It is now UNDP's fourth largest country programme globally by budget volume, at over US\$180 million. Not surprisingly, the proportion of core/non-core budget also shifted significantly during this period, from an equal ratio in 2008 (53 percent core financed), to a strongly skewed ratio in

Figure 7. Programme budget and expenditure, 2007–2013



Source: UNDP Executive Snapshot (2015)

Figure 8. Budget and expenditure, by practice area, 2007–2013



Source: UNDP Executive Snapshot (2015) ³⁰

2012, with 95 percent of the programme non-core financed.

Of the US\$178 million in expenditures in 2014, US\$164 million was received from the GFATM and used for programmes designed to address these three major health risks. The remaining UNDP programming is funded 50/50 using UNDP core budget and earmarked donor support. Delivery rates have been high since 2010, which essentially means that UNDP has been able to receive, commit and expend the GFATM budget in a timely fashion.

UNDP Zimbabwe has 109 staff, comprised of 53 permanent staff, 51 persons working under service contract, and five UNVs. Approximately one-third of the staff are employed to manage the GFATM unit. UNDP programming is under the overall management of the United Nations Resident and Humanitarian Coordinator with day to day management handled by the UNDP Coun-

try Director and two Deputy Country Directors (programming and operations). Essentially, all staff work from the capital, Harare, as there are no permanent satellite offices at district or local level.

To assess UNDP operations in Zimbabwe, the ADR team has considered the results of a series of audits carried out by the UNDP Office of Audit and Investigations. Six audits have been carried out since 2008—three focused generally on country office operations (2008, 2010, 2013) and three focusing specifically on grants from the GFATM, (2011, 2012, 2013). The results over this time point to a programme that encountered management difficulties between 2007 and 2008, which have subsequently been corrected. Management during the intervening years made a concerted effort to tighten programme management and procurement procedures, with evident positive results. A key step in this process was to establish the second DCD position focused on operations.

³⁰ The budget breakouts in the table on budget and expenditures by area, are taken from the UNDP Atlas and, based on practice area designations. These do not match directly to the Zimbabwe focus areas as set out in the CPAP.

The 2008 audit followed-up a 2007 audit that had identified significant operational issues and recommended 37 changes to improve financial management, procurement of goods and services, management of project assets and rate of delivery, especially relating to nationally executed programmes and projects. The 2008 follow-up audit noted the comprehensive effort of the country office to address the issues raised. In October 2010, a partially satisfactory audit report identified continuing improvements in operations and management yet raised 13 issues, including weak monitoring of the UNDAF cycle, a mismatch between budget and work plan activities, poor monitoring of donor agreements and contributions, non-compliance with basic project management standards, and inadequate staffing in the human resources unit. Particular concerns were raised on several incidences where procurement guidelines had not been followed by the GFATM Procurement Unit. The 2013 audit showed further improvement, with a satisfactory rating, and setting out just four issues of medium priority—relating to completion rates for mandatory training courses, weak project management, late finalization of procurement plans and weak asset management. The audit report noted that the 14 recommendations issued from the 2010 audit had been fully implemented.

The 2011 audit of the GFATM included a partially satisfactory rating, raising 10 issues, the most significant of which focused on monitoring and evaluation, quality control and supply chain management, delays in GPU/PSO supported procurements stock management and finance. Of particular concern, quality control was not performed throughout the entire distribution chain, primarily due to inadequate in-country health facilities combined with the lack of clear guidance about quality assurance requirements from the UNDP GF partnership team. The 2012 audit report indicated a satisfactory rating and indicated that the 10 recommendations from the previous audit had been fully implemented. Four moderate issues were raised, including the need for better temperature control for stock storage. The 2013 audit report was likewise rated satis-

factory, and included one high priority concern related to weaknesses in quantification and forecasting. The audit team recommended expanding the staffing for the procurement and supply management unit, indicating the existing team was insufficient to handle existing and new grants. Increased staffing in the monitoring and evaluation (M&E) unit was also suggested. The audit team noted that the overall staffing of the GF management unit then comprised of 27 service contract holders, five international staff and one UNV, which was deemed adequate, but would likely need to be strengthened in the procurement and management areas.

M&E

The UNDP Zimbabwe country office during the assessment period employed a full-time M&E specialist for its regular programming, as well as four full-time M&E personnel for the GFATM programme (one specialist and three officers). The office has indicated in its 2013 ROAR that it dedicates 3 percent of total programme budget to M&E.

In support of its 2012-2015 CPD and CPAP, the Zimbabwe country office developed an evaluation plan, which was last revised in October 2013. The plan calls for two outcome evaluations during this cycle: good governance and sustainable development programming, and economic management and pro-poor development policies and strategies programming. It also includes 10 project evaluations, eight of which have been completed. The country office had initially planned two other outcome evaluations, focused on environment and sustainable development programming and on gender. It was agreed that these outcome evaluations would be dropped, because their timing conflicted with the ADR.

In general, the country office's work on evaluation has been well-conceived and of good quality. The eight completed project evaluations were carried out largely as planned. Budgets have been modest, mostly around US\$15,000. The roster for evaluators in Zimbabwe is limited, but the

country office has done a good job employing a variety of capable evaluation consultants. Evaluation TORs are generally well-conceived, and there is some evidence from the ROARs that evaluation results and recommendations are being considered in programme management.

In 2013, the country office reported on three of their completed evaluations as having contributed useful findings and recommendations that helped to strengthen dialogue with partners, and strengthen programme synergies and approaches.

Chapter 4

UNDP CONTRIBUTION TO DEVELOPMENT RESULTS

This chapter presents an assessment of UNDP's contributions to development results across each of the three identified programme areas: economic management and sustainable development, citizen participation and good governance, and social sector development and resilient livelihoods. As noted in the previous section, these are the three thematic areas that the country office in Zimbabwe set out in their CPAP for 2012–2015, based on the agreed CPD, and corresponding to the ZUNDAF for this same period. Across each of the thematic areas, UNDP's work is assessed against the standard UNEG evaluation criteria of relevance, effectiveness, efficiency and sustainability.

The assessment covers in detail the now-ending country programme cycle from 2012 to 2015, and refers generally to aspects of the previous UNDP programme cycle from 2007 to 2011.

While issues relating to gender programming and mainstreaming, and UNDP's work on crisis prevention and recovery are included in these three CPAP thematic areas, these have been pulled out and are discussed separately in Chapter 5, to better highlight their cross-cutting aspects.

4.1 ECONOMIC MANAGEMENT AND SUSTAINABLE DEVELOPMENT

OVERVIEW

UNDP's Pro-Poor Sustainable Growth and Economic Development programme for Zimbabwe under the 2012–2015 CPD was designed primarily to support the country's economic transition at the national level, and to help strengthen institutional capacities to better manage economic development processes and coordinate support from development partners.

The 2012–2015 CPAP outcomes on economic management and sustainable development cover MDG fulfilment and economic development, as well as environmental and land reform:

1. National pro-poor and MDG development strategies developed and implemented;
2. Institutions for economic management strengthened;
3. Increased availability of updated data on poverty and economy;
4. Comprehensive land policy developed and implemented;
5. Comprehensive land and agriculture reform framework developed and implemented;
6. Comprehensive climate change and energy policy frameworks developed and implemented;
7. Effective national early warning and communications systems developed and implemented; and
8. Improved engagement and implementation of multilateral environment agreements.

These planned outcomes line up well with the MTP and ZimAsset. Work in this thematic area has been influenced by Zimbabwe's progress on MDG fulfilment as well as government insistence on accelerating the transition of aid from a humanitarian to a developmental framework, focused on recovery and sustained growth. The economic management programme included three main projects: a) support to MTP implementation and MDG achievement; b) strengthening economic management systems; and c) strengthening ZIMSTAT and the National Statistical System, which built from a predecessor project providing support to the PICES.

The work of UNDP in the environment and energy sector in Zimbabwe is included in this thematic area. UNDP support centred on three areas of engagement:

- policy upstream support mainly the formulation and implementation of policies and strategies that emphasize building national capacity in mainstreaming sustainable development, including strategic assessments and information systems for informed policy-making;
- capacity development to meet international obligations, particularly in the area of biodiversity conservation and climate change; and
- downstream support for evidence based policymaking, derivation of policy lessons through implementation of community environment and livelihoods projects, especially through the GEF Small Grants Programme.

UNDP through the special funds under the Global Environmental Facility (GEF), United Nations Office to Combat Desertification (UNSO) and the Montreal Protocol supported the building of national institutional and technical capacity for the implementation of multilateral environmental agreements to which Zimbabwe is a party. UNDP's strategy in Zimbabwe, as elsewhere, has been to facilitate the incorporation of global environmental concerns and commitments into national development planning.

A signature environmental project carried out by UNDP during this period was the Coping with Drought and Climate Change project, part of a quartet of five-year projects implemented in Ethiopia, Kenya, Mozambique and Zimbabwe, with similar objectives and financed through the GEF Special Climate Change Fund (SCCF) as medium-size projects (maximum US\$1 million GEF contribution per project). The project had four components: climate risk assessment, pilot demonstrations of policy oriented adaptation practices, improvements to climate early warning systems, and adaptive learning for replication. Chiredzi district in southeast Zimbabwe

was chosen as the pilot site. Another notable element of UNDP's environmental programme in Zimbabwe has been the SGP (UNDP-GEF), which has been in operation for 20 years, with projects clustered in the areas of biodiversity, climate change mitigation, reversal of land degradation, elimination of chemicals and protection of international waters. Some 167 communities nationwide have participated, and US\$5.7 million has been allocated across five operational phases.

Land reform is a third major area of engagement within this theme. The Ministry of Lands and Rural Resettlement received support from UNDP from 2010 to 2012, with the Start-up Programme for the National Land Audit, and funding support from the European Union. This effort enabled an update of the land registry after reconciling 70 percent of land transactions occurring since the land reform programme began back in 1980. Methods for a land audit were established and regional best practices on land reform were reviewed, including visits to Brazil and Kenya to view their land reform efforts. MLRR subsequently requested further UNDP support, which was drawn up in a new programme to Support the Ministry of Lands and Rural Settlement 2014 to 2016 Action Plan. This follow on project began recently and is to be funded with US\$7.1 million from the EU and US\$750,000 from UNDP. It is expected to:

- Finalize the adoption and implementation of land tenure security policies and regulations;
- Review and streamline land administration structures and regulations;
- Complete the backlog on land valuation and compensation;
- Review and strengthen the dispute and conflict resolution systems, structures and procedures; and
- Strengthen service delivery capacities of the MLRR.

RELEVANCE

UNDP has aligned its economic management support efforts with the priorities set out in the MTP and subsequently in ZimAsset. Its support to the project on Economic Policy Formulation, Strategic Planning and Advisory Services has been important to the Zimbabwean Government's efforts to stabilize the economy.

UNDP's work on environmental protection and sustainable development is relevant. The UNDP-GEF SGP is widely recognized as UNDP's most extensive engagement with community based organizations and its particular focus on water management issues is appropriate given the persistent drought and flood problems experienced by Zimbabwe.

The planned outcomes include the development and implementation of a comprehensive land policy. UNDP support to land reform and strengthening of the Ministry of Lands and Rural Resettlement is highly relevant to the country's economic and social development. It is difficult to discern the extent to which UNDP's land reform support has expanded MLRR capacities. Nevertheless, the work to clear up land valuation and compensation backlogs and to prepare for a land audit are technical prerequisites for the government to solve the land management issue, which is crucial to overall social cohesion, greater food security and expanded economic development in the country.

EFFECTIVENESS

UNDP efforts have helped to strengthen government institutional capacity for the management of debt, through upgrading of the Debt Management and Financial Analysis System (DMFAS); support to the formulation of a debt arrears clearance strategy; and assistance for the development and operationalization of a debt management strategy. The UNDP-supported Public Financial Management System (PFMS) strengthening is a particularly strategic area of support.

An expected outcome is increased availability of updated data on poverty and economy. The Project

on Support to ZIMSTAT and National Statistical System had a measure of success in strengthening institutional capacities, but the office continues to be plagued by data gaps and lacks a real-time system for monitoring and reporting MDG performance. Data gaps include the prevalence of dated statistical databases (both within and outside the Government system) and weak capacities and resources for data generation, processing, analysis, management, coordination and dissemination.

A stated outcome is the development and implementation of national pro-poor and MDG development strategies. To this end, it can be noted that the achievement of MDG attainment plans at the district level was limited, although some district development committees did use the MDGs to help prioritize their goals. The government development plans, MTP and ZimAsset, align with many MDGs.

A planned outcome is for comprehensive climate change and energy policy frameworks to be developed and implemented. To that end, a National Energy Policy was launched in 2012, and a sustainable energy for all (SE4All) rapid assessment and gap analysis study was carried out by the government with UNDP support. While these efforts have helped to set priorities and stimulate greater interest within the government to use alternative energy sources to help bridge the wide gap between energy production and demand in Zimbabwe, they have not yet translated into significant changes in the quality, availability, and choice of energy offerings, largely due to a lack of available funding for scale-up. UNDP's engagement in the sustainable energy sector is not at sufficient scale to make a real difference, especially given the current constraints on capital investment to Zimbabwe's energy sector.

SUSTAINABILITY

Financial limitations faced by the Government of Zimbabwe, including high debt levels, and limited revenue options, makes it difficult to envisage a situation in the near term where Zimbabwe can devote sufficient resources to effec-

tively operate the Zimbabwe National Statistics Agency without external support.

A planned CPAP outcome envisions “comprehensive land and agriculture reform framework developed and implemented”. There is no indication that UNDP has even attempted to support the Government of Zimbabwe on agricultural reform. UNDP has not been a significant actor in Zimbabwe’s efforts to reform and expand agricultural production, nor is it expected to, given that FAO and other organizations are active in Zimbabwe and possess greater technical expertise.³¹ The one agriculture-related project, *Coping with Drought*, did demonstrate and promote the adoption of a range of gender sensitive approaches for adaptation to climate change among rural communities. However the project’s impact is localized. It has yet to be up-scaled or mainstreamed to district and national levels, and was certainly not designed to reform the Zimbabwe agricultural sector.

In terms of the sustainability of UNDPs work on land reform, it is unlikely that the capacity building support previously provided to the Ministry of Lands and Rural Resettlement is sufficient for the ministry to establish a well-functioning and self-sustaining land reform programme. It is expected that the recently commenced EU- and UNDP-financed Action Plan project will place the land reform effort on a stronger and more sustainable footing.

4.2 CITIZEN PARTICIPATION AND GOOD GOVERNANCE

OVERVIEW

Consistent with its global programme, UNDP endeavours to help build the institutional capacity of the government of Zimbabwe. UNDP’s governance programs are anchored in national government priorities as defined under the MTP and subsequent *ZimAsset*. Being anchored in national priorities meant that UNDPs engagement with the Government of Zimbabwe was

significantly altered by the establishment of the Global Political Agreement (GPA) and subsequent Inclusive Government (IG), which came into being in 2009, half-way through the previous ZUNDAF and CPD. UNDP rapidly responded to the new power-sharing arrangement by adjusting its portfolio to address government requests to support key GPA provisions, such as the constitution-making process, the Zimbabwe Electoral Commission, and the establishment of the ZHRC, among others.

UNDP support was refocused accordingly to provide programme and project support to a number of democratic institutions and line ministries. Key stakeholders for the programme include the Government of Zimbabwe in its entirety, but more specifically a wide array of ministries, departments, offices and commissions, include: the Office of the President and Cabinet (OPC) the Organ for National Healing Reconciliation and Integration (and subsequent National Peace and Reconciliation Commission), the Ministry of Constitutional and Parliamentary Affairs, (and its interim Constitutional Parliamentary Select Committee – COPAC), the Zimbabwe Electoral Commission, ZHRC, the Ministry of Local Government, Public Works and Housing, (Department of Civil Protection), the Ministry of Justice and Legal Affairs (MoJLA, now Ministry of Justice, Legal and Parliamentary Affairs), the Ministry of Small and Medium Enterprises and Cooperative Development; and Parliament. Stakeholders also include civil society and faith-based organizations, many of which are directly or coordinated through the NANGO. Other stakeholders include international development partners.

2012-2015 CPAP outcomes in the governance area include:

1. Equal access to justice for all;
2. Capacities of national institutions for the promotion and protection of human rights, including women’s rights, strengthened;

31 IFAD, the International Fund for Agriculture Development, was also in Zimbabwe from 1980 until 2006, but ceased all operations as a result of non-payment of arrears.

3. National capacities for the prevention, management and resolution of conflict strengthened;
4. IRBM system operational throughout government;
5. Public sector accountability and audit systems strengthened; and
6. People's participation in politics and decision-making increased.

The country office planned to implement 12 projects towards the achievement of these outcomes. All but three of the 12 projects were implemented. Of the three not implemented, two were cancelled and one has just started. An anti-corruption project was shelved in 2013, because the Anti-Corruption Commission, the IP, was unable to carry out this work due to delays in the process of renewing or appointing new commissioners coupled with unfilled vacancies in the Commission Secretariat due to resource constraints. An IRBM support project for Parliament was also cancelled as the major focus was on e-governance and required a high capital investment by the government, which was not available. The third project, also involving support to Parliament, is a continuation project building on previous support to the Parliament, and has just been signed.

As noted in the list above, a key programme outcome is for national capacities for the prevention, management and resolution of conflict to be strengthened. This constitutes a priority area in the governance pillar for the Zimbabwe country programme. In line with revised focal area planning under the UNDP strategic plan, the evaluation team has chosen to capture the achievements under this outcome within a cross-cutting discussion on resilience (see section 5.2).

RELEVANCE

UNDP's relevance was ensured once it responded to the rapidly changing national political circumstances and development priorities. UNDP became a key contributor to the implementation

of the key aspects of the GPA and objectives of the IG. It was a key contributor to the successful formulation of the new Zimbabwe Constitution. The constitution-making process began during a period of political polarization and tension following the contested 2008 election. Soon after the inclusive government was formed in February 2009, discussions began on a new national Constitution. The Government of Zimbabwe then developed, with UNDP, the Support to Participatory Constitution-Making in Zimbabwe project, which was signed and began implementation in April 2010. The project's overall goal was to provide technical and monetary support to the Government of Zimbabwe to prepare and construct a participatory, inclusive and transparent constitution-making process leading to a new democratic Constitution. The project was designed to last from 2009 to 2011, but this support was extended through the Organ for National Healing, Reconciliation and Integration (ONHRI) to last throughout the constitution-building process, ending in June 2013.

The expected project outcome was to strengthen mechanisms to promote the rule of law, dialogue, participation in the decision-making process, and protection of human rights. Outputs for this nationally-implemented programme included:

- Support to institutions/mechanisms that are mandated with constitutional reform management to enable them to effectively plan, manage and coordinate a participatory and inclusive process resulting in a credible and people-driven Constitution;
- Public outreach conducted to all sections of the population to ensure awareness of and participation in the process by all groups in society especially women young people and other marginalized groups; and
- Effective media and communication strategy developed to strengthen the capacities of the media to enhance transparency of the process and to provide objective information for the public to make informed choices during the process.

UNDP committed US\$2 million in TRAC financing, and managed a multi-donor fund worth US\$21 million from the governments of Australia, Denmark, France, the Netherlands and Norway, plus the Canadian International Development Agency (CIDA), the Department for International Development (UK), the European Commission, the Swedish International Development Cooperation Agency (SIDA) and the United States Agency for International Development (USAID).

At the request of the national authorities, UNDP provided several international and national experts to develop a data analysis tool and analyse field data from the public outreach programme for drafting purposes. In addition, UNDP employed a Strategic Advisor with international knowledge and experience in constitution-building, to provide technical expertise to COPAC as they developed the constitutional framework. The Strategic Advisor also helped to identify constitutional issues and principles to guide the drafting process.

UNDP has stated that during the public outreach programme, there were 4,821 meetings held throughout the country (reaching approximately 1.2 million people), 51 written submissions and 2,397 electronic submissions, including from the Zimbabwean diaspora. Special provisions were made to ensure the participation of women, and persons with disabilities.

The new Constitution was drafted by COPAC, comprised of 25 members, appointed by the Committee on Standing Rules and Orders of Zimbabwe's Parliament, and selected from the three political parties represented in the Parliament. ZANU-PF, and the two MDC formations. The draft was completed on 31 January 2013. Key features of the Constitution include:

- Presidential term limits (two five-year terms);
- Presidential decrees must be backed by a majority of the Cabinet;
- Formation of a constitutional court;

- Strengthened bill of rights, in particular for women and girls, and persons with disabilities;
- Guarantees of freedom of expression and belief; and
- Imposition on the state of the duty to ensure access to health, education, food, shelter and legal aid.

The national referendum took place on 16 March 2013. Turnout was 3.3 million voters, more than half of the 6 million registered voters.

UNDP made many contributions to the constitution-making process, but several are worth highlighting. 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 among donors alone or among government and COPAC, and worked to diffuse anxieties in advance. The COPAC programme management structure was designed to provide an all-inclusive partnership arrangement between the Government of Zimbabwe, the principals from the political parties, the United Nations and development partners. While the project board idea and structure were not unique and is part of UNDP's standard operating procedure, the context and the imaginative ways it was used in this case were novel. 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 developing a Constitution in a conflict environment. Most importantly, a new way of working together after years of no cooperation emerged.

A second contribution of the constitution-making process is related to its support to peaceful dialogue across the political divides. In addition to building donor-government relations and inter-political relations, the outreach process assisted communities to begin a dialogue on conflict resolution and building peaceful communi-

ties. 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 had clearly imprinted itself on the minds of the population.

A third important area of UNDP engagement involved the successful push to establish within the constitution the legal basis for five independent commissions covering gender, human rights, media, peace and reconciliation and elections. Chapter 12 sets out the function, objectives, staffing, reporting and independence of these commissions.

UNDP's prominent role in the constitution-making process faced some public criticism. A small number of prominent Zimbabweans, including within the foreign ministry and political leadership, suggested this engagement of UNDP constituted a breach of sovereignty, and urged that it be discontinued as COPAC moved forward in 2012. The GoZ and UNDP nevertheless agreed to continue this support through the end of the constitution-drafting and referendum process. Persons from central government, civil society and international institutions who were interviewed during this ADR evaluation all held the view that UNDP's role was appropriate and beneficial to the process and was a major contributing factor to its successful outcome. Many expressed concern that without continued support of this kind, the crucial objective to develop and enact effective supporting legislation to implement the measures and protections enshrined in the new Constitution will be difficult to achieve.

EFFECTIVENESS

Given the wide ranging set of outputs included in this thematic area, and the economic, social and political changes occurring in the country

during this period, it is logical that there were both notable achievements and unfulfilled expectations in the governance work of UNDP.

The most important and high profile contribution of UNDP during this decade has been the successful constitution-making process. Virtually everyone interviewed in the ADR process expressed views that the Constitution met the highest process standards and the content outcome represented a major milestone in Zimbabwe's constitutional development history. Vulnerable and marginalized groups, such as women and people with disabilities, acknowledge that some of their constitutional demands are met in the Constitution: parliamentary representation in particular.

UNDP also made a positive contribution through increased collaboration with CSOs, and by helping to build mutual understanding between CSOs and government. The objective of greater CSO engagement was contained in the both the programme narrative and as an output indicator and it appears to have been achieved. There is now increased space for CSO participation in UNDP-sponsored programming, and there are clear examples of increased CSO engagement with the Government of Zimbabwe. For example, the Law Society of Zimbabwe has suggested amendments for new legislation aligned with the new Constitution, and the Legal Resources Centre is advocating for the provision of legal aid. The NANGO has provided recommendations to the government on the Universal Periodic Review and human rights advocacy monitoring and reporting. Both the GoZ and CSO representatives interviewed confirm a changed attitude and environment and credit UNDP with helping facilitate these relationships.

The Enhancing Justice Delivery and Human Rights for All project helped create important coordination mechanisms, including a coordinating platform, for the Justice, Law and Order Sector (JLOS), and a Capacity Gap Assessment Report and Implementation Strategy. The capacity gap assessment was carried out to better under-

stand the gaps in JLOS capacity and the potential entry points for UNDP support. UNDP support to the Universal Periodic Review process additionally built up cross sectorial partnerships between government and other stakeholders, including CSOs, faith-based organizations, Parliament, and independent commissions, opening up additional space for dialogue on sensitive human rights issues. Results also include contributions to improvements in the juvenile justice system, including for example the development of pre-trial diversionary measures for children (led by UNICEF—working with the Ministry of Justice).

The public sector accountability outcome had two key projects. One of the two, supporting anti-corruption activities of the government, did not proceed due to problems with the IP. The other, recently signed, is part of a comprehensive programme of support to Parliament. Since both these programmes were continuations from previously successful support, the non-implementation is, hopefully, just a temporary setback. Their implementation is critical for the overall, long-term achievement of this outcome.

Through previous projects, UNDP supported efforts to establish results-based budgeting, personnel performance appraisal and M&E at the central government level, and these continue to be implemented. However, in the context of this current programme there has been limited achievement at the central government level. The take-off of results-based management in local government has been successful and represents a new frontier for IRBM, which could reinvigorate implementation at central government level in the coming years. E-governance is still to be operationalized.

Capacity strengthening of the Zimbabwe Electoral Commission was perceived as showing important results, within the limited engagement frame that UNDP has been allowed to work. The Zimbabwe Ministry of Foreign Affairs has strongly supported UNDP involvement in ZEC

capacity building, and UNDP is acknowledged to have helped build ZEC into a functional electoral body and its public image has improved. Engagements with political parties and civic society increased particularly before the 2013 Election, which is indicative of a widening dialogue space. In addition, ZEC operationalized the political parties' Code of Conduct produced by ONHRI. All candidates contesting the 2013 elections committed to abiding by the Code. A multi-stakeholder workshop conducted a post-mortem of the 2013 elections, albeit a year later. The fact that it held the workshop and the manner in which it was held—open, frank and participative—shows that ZEC is now a fairly “open organization”.

A setback for this outcome was UNDP's inability to continue supporting ZEC throughout the 2013 election period and beyond. Despite UNDP's past achievements, its work with ZEC had to be suspended on United Nations procedural grounds. Providing support to electoral management bodies beyond institutional capacity development requires approval from the United Nations Department of Political Affairs' Elections Division, and must be based on an in-country assessment. UNDP procedures require that the national government issue an invitation for such an assessment. For historical reasons unrelated to the ZEC, such an invitation was not extended, and UNDP suspended its support to ZEC.³² Stakeholders interviewed during the evaluation were largely of the opinion that in order for ZEC to continue improving, and for past results to be sustained, UNDP is best positioned to provide technical support on electoral process across the electoral cycle.

Parliamentary capacity building continues, and is currently underway in the 8th session of Parliament, building on the support from previous programmes. A needs assessment for the 7th Parliament continues to provide the basis of this capacity building support. Of particular signifi-

32 At the time of this ADR's finalization, progress had been made on overcoming these procedural issues and implementing the required DPA assessment.

cance is the capacity of the parliamentary committees to spearhead 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 they feel that they are able to carry forward the activities currently supported by UNDP with little or no technical assistance.

In the case of UNDP's work with the ZHRC, initial capacity building successes were tempered by government delays in the establishment of the Secretariat, coupled with acute resource constraints. It took four years after the establishment of the Commission in 2010 for a Secretariat to be appointed. Following the recent completion of the ZHRC Strategic Plan, a capacity development programme, and enhanced organizational systems, policies and procedures are expected.

SUSTAINABILITY

A lack of capacity to coordinate, as well as to draft, enabling legislation for the new Constitution, and a perceived lack of political will to implement certain measures enshrined in the Constitution, pose a threat to the sustainability of results achieved in the democratic governance arena. A true measure of sustainability will be discerned from the efforts of the government and Parliament to expeditiously develop and enact the required enabling legislation. To that end, it is noteworthy that a General Amendment Bill has been introduced in Parliament (June 2015) to address alignment issues for a subset of existing legislation.

Sustainability requires that key stakeholders and service providers buy into government efforts. In this case, it is of some concern that critical service delivery agents, such as the Zimbabwe National Water Authority (ZINWA) and the Zimbabwe National Roads Administration (ZINARA), were not party to the August 2014 consultations on two draft bills for IRBM for local authorities.

By way of example, a well-structured capacity development strategy for the Human Rights Commission would have direct relevance to the capacity issues faced by other commissions, so long as additional supplementary training is provided to address mandate-specific issues. The IRBM' roll-out was intended to be a public sector-wide effort, and to follow this broader, government-wide approach. Unfortunately, it likewise has been implemented in a piecemeal fashion, with widely differing effectiveness across the different ministries.

PARTNERSHIPS

During the ADR, UNDP came in for some criticism by several international development partners and funders for what they perceive to be the absence of a strategic framework for the democratic governance programme of UNDP in Zimbabwe. In this view, the process of developing a strategic framework would have afforded international partners a greater opportunity to more fully participate with UNDP and the Government of Zimbabwe in defining priority areas and expected outcomes.

4.3 SOCIAL SECTOR DEVELOPMENT AND RESILIENT LIVELIHOODS

OVERVIEW

This thematic area includes one outcome focused on community livelihoods; nevertheless, it is primarily organized around a series of human health related activities based around UNDP's role as the implementing agent for the GFATM. Since 2003, US\$850 million has been allocated to Zimbabwe through the GFATM for programmes to combat HIV-AIDS, TB and malaria.

The CPAP outcomes are:

1. HIV mainstreamed in national development policies and programmes;
2. Increased availability and access to quality HIV and AIDS prevention services;
3. Scaled up access to and utilization of antiret-

- roviral treatment (ART) services for children, male and female young people and adults;
4. Children born with HIV are diagnosed and receive treatment early on;
 5. Improved survival of TB and HIV co-infected patients through strengthening collaborative TB/HIV activities;
 6. Improved nutritional status of adults, infants and children living with HIV;
 7. Increased access to community-based HIV care and support, with equal involvement of men and women; and
 8. Access to quality and comprehensive, gender-sensitive, youth-friendly sexual, reproductive, maternal, new-born and child health services increased to 80 percent nationally, with a special focus on the most disadvantaged districts and communities, by 2015

The GFATM is a major contributor and source of funding for health in Zimbabwe. UNDP's involvement with the GF in Zimbabwe dates back to 2003–2004, when Zimbabwe's application under Round One was approved and concerns were raised about the NAC's capacity to become the PR. UNDP was then appointed as PR with the provision that they would build NAC's capacity to take over. The grant for Round 1 was disbursed with UNDP building NAC's capacity. In 2006, an assessment of NAC was conducted and they were deemed to have sufficient capacity to take over as PR, which they did in 2007.

However, in 2009 an audit report by the Office of the Inspector General revealed that the Reserve Bank of Zimbabwe had sequestered US\$7 million of GF funds. As a result, grants to Zimbabwe were suspended following the invocation of the Additional Safeguard Policy. To safeguard the security of the funds, UNDP was again appointed by the GF to become the PR in 2009.

UNDP became a PR at a critical time in Zimbabwe's history when the country was trying to recover from its unprecedented economic crisis, which among other problems, stimulated a mass exodus of skilled workers, in particular from the public health sector, and led to the closure of some health facilities due to shortages of personnel, drugs and equipment. This adversely affected the country's health delivery system and consequently health outcomes. The situation seriously compromised efforts to provide universal access to basic health services and combat HIV, TB and malaria.

Because of the harsh economic environment, most of the activities that were expected under Phase 1 of Round 5 could not be undertaken and acceleration plans had to be drawn up for sub-recipients and sub-sub-recipients in the no-cost extension period to catch up with lost time. The no-cost extension and Phase 2 came into effect by the time multiple currencies had been introduced and this to a great extent facilitated the transaction of most grant activities.

The signing of the GPA in February 2009 and the introduction of the Government of National Unity, which brought together the three major political parties, saw stability restored to the country's socioeconomic fabric. Annual inflation fell to below three percent, and for the first time in over five years the economy recorded positive growth. The improved environment saw the restoration of basic services and, more importantly, the retention of health workers under the Health Systems Strengthening facility, which was supported by several donors, including the GF.³³ UNDP oversaw the implementation of activities that had been suspended under Round 5 Phase 1 (through a no cost extension), Round 8, Round 10 (malaria) and SSF malaria. To fulfil its PR mandate, UNDP set up a Project Management Unit (PMU), which assumed responsibility for grant implementation, including financial accountability, M&E, procurement and distribution of health products. The PMU, during Phase 1 (2010–2011) had 32 staff, made up of both local and international staff. This includes two

33 UNDP (2011), Final Report – National Programme to Reduce TB Morbidity and Mortality.

approved positions of Senior Programme Advisor and Pharmacist that were never filled and the positions were subsequently abolished.

Although misappropriation of funds by RBZ was the main reason why UNDP was appointed as the PR, the functions of the PMU and hence of UNDP were of necessity broader than just financial management. They involved seven distinct functions:

1. operations and financial management;
2. project oversight and strategic direction;
3. capacity development;
4. M&E;
5. project coordination;
6. procurement; and
7. Health Information Management Systems strengthening as a cross-cutting issue.

UNDP's responsibilities for these PR functions were in keeping with the TOR under its agreement with the GF. Understanding UNDP's role as a PR is therefore necessary for putting into context some of the tensions that exist between the MOHCC and UNDP over roles and responsibilities. It also enables a clearer analysis of UNDP's contribution to results.

Since 2009, UNDP has been the PR for all three disease components in addition to the cross-cutting Health Systems Strengthening (HSS) component. Under UNDP's stewardship, major achievements and successes have been recorded in all the three disease areas as well as in health systems strengthening. These include:

- Currently, in HIV and AIDS, a total of 730,000 adults and children are receiving antiretroviral drugs (ARVs), representing about 66.3 percent of those infected.

- In 2012, 59,244 pregnant HIV positive women were receiving ARV prophylaxis to reduce the risk of mother-to-child transmission of HIV, representing 92 percent of those in need. Overall, more women (59 percent), than men (41 percent) of adults and children with advanced HIV received anti-retroviral treatment in 2013.
- The incidence of malaria in 2012 reduced to 21.2 per 1,000 compared to 45 per 1,000 in 2010 and 25 per 1,000 in 2011.³⁴
- Under the TB programme, the total TB notified cases for 2011 was 41,305, a decrease from 47,557 of those reported in 2010. Treatment of new smear positive TB cases improved from 78 percent in 2009 to 81 percent in 2010.
- A total of 18,860 critical health workers, including doctors, nurses, pharmacists, laboratory scientists and radiographers, were paid retention allowances, contributing to the attraction and retention of critical health workers in the public health sector.³⁵ Zimbabwe has witnessed one of the sharpest declines in HIV prevalence in Southern Africa, from 26.48 percent in 1997 to under 13.7 percent in 2012. There has been a 47 percent reduction in HIV/AIDS related mortality; and a 73 percent reduction in HIV incidences among children.

As PR, UNDP manages the programme through a wide range of sub-recipients including government (MoHCC and NAC), civil society and United Nations agencies.

Starting in January 2014, the GF introduced a new implementation arrangement whereby the MoHCC has become the new PR for the NFMs for TB and malaria grants, with UNDP appointed by the GF to provide Support Services (fiduciary services and capacity building) to the new PR.

34 UNDP and GFATM partnership: Saving lives, reducing infections.

35 <http://www.undp.org/content/undp/en/home/ourwork/ourstories/in-zimbabwe--improving-clinics---helps-improve-healthcare.html> (downloaded 5/1/15).

UNDP will continue to manage the NFM HIV/AIDS grant through 2016 as the PR.

RELEVANCE

UNDP's role in financial management was relevant as it facilitated the smooth flow of grant funds. UNDP's appointment as PR improved financial management and transparency, which contributed to increased donor confidence in Zimbabwe. Without UNDP (or other reputable international agencies) taking over the PR role, Zimbabwe was at considerable risk of having its GFATM grants suspended.

EFFECTIVENESS

Overall, UNDP has contributed significantly to the positive results achieved in the three disease areas mainly by carrying out its mandate as the PR.

One of UNDP's major strengths is its close working relationship with the government, where it is seen as a neutral broker. This role was very critical in coordinating interventions in the three disease areas as UNDP acted as a bridge between donors and the government in a country where most donors do not work directly with the government. In this position, UNDP was also able to identify financing gaps and mobilise resources to cover the gaps

Key interventions that contributed to results include the establishment and operationalization of a robust M&E system within NAC and in the health institutions themselves by upgrading Health Information Management Systems, which had all but collapsed during the crisis period. The introduction of the Electronic Patient Management System (EPMS) was also critical for capturing information on ART patients and is now being used widely across the country.

In operations and financial management, accountability for funds improved and as did the burn rate, from below 50 percent in Round One to over 95 percent currently.

UNDP has effectively mobilized and managed resources for the GF. Zimbabwe has to date received approvals for Round 1 (HIV/AIDS), Round 5 (TB, malaria and HIV/AIDS), Round 8 (HIV/AIDS, TB, malaria and HSS), Round 10 (malaria), SSF malaria and NFM HIV/AIDS. Approvals have also been given for the NFM TB and malaria starting from 2015 for three years. Under UNDP management, grant performance has been consistently high with 'A' ratings, compared to mostly 'C' ratings before UNDP took over.

A key intervention has been UNDP's role in procurement of drugs and commodities using its international partners within UNICEF and UNFPA. UNDP is also providing support and oversight for the internal distribution of drugs by Natpharm, with the result that there has been no drug stock outs during the period of its management although there have been times when, due to poor information, it has had to airlift drugs to ensure regular supply. Supply chain management emerged as one of UNDP's key strengths and successes, contributing to the successful national rollout of ART across the country.

As part of its financial management role, UNDP facilitated the development of a financial reporting template for SRs and trained them in its use. The template helped to standardize the financial reporting system and formed the basis for SR reporting to the PR. In addition, UNDP provided technical assistance to all SRs and SSRs on financial management and interpretation of approved budget and work plans. The support UNDP gave to SRs and SSRs was therefore very relevant particularly in assisting them to understand and work and comply with the complex GF requirements.

One of the most effective components of the capacity development programme was support to the Harmonised Health Worker Retention Scheme (HHWRS). Donors and MoHCC officials agree that this was critical for the success of other GFATM interventions and ultimately contributed to positive results for the GFATM

programme. Under the HHWRS, 18,860 health workers are benefiting from the scheme a month with US\$1.8 million spent on the retention allowances a month. The HHWRS has been effective in reducing the vacancy rates with the biggest reductions being for nurses where they fell from 31 percent to 14 percent in 2012 and for pharmacists, from 53 percent to 25 percent. Vacancy rates for doctors, environmental health workers and laboratory personnel, however, remained high at 52 percent, 53 percent and 50 percent respectively.

The HHWRS was relevant as it enabled health facilities to retain staff to deliver health care. This was particularly critical given the expansion in the number of new treatment sites under the ART decentralization programme, which has seen the number of sites increasing to 980 by December 2012, of which 466 are outreach sites from less than 100 a few years ago.

UNDP was also central in training health personnel for the decentralized ART programme which facilitated the rapid expansion of HIV/AIDS treatment access across the country.

Since the introduction of HIV prevention programmes in the late 1990s, all patient-related data was collected using a manual, paper-based system. But as the volume of patients on ART increased, the system could no longer cope. This affected the accurate monitoring, tracking and reporting of patients accessing HIV services. To address this problem and improve overall patient management, the MOHCC, with UNDP support, established an electronic patient monitoring system (ePMS) to collect and manage TB/HIV data at patient level. Over time the e-PMS will be integrated into the national Health Information System for the health sector.

EFFICIENCY

Some concerns have been raised by government partners that UNDP's leadership has been expensive, that its costs for managing the grant are too high and that the opportunity costs of continuing

with UNDP as PR may be too high for Zimbabwe. Currently UNDP charges 7 percent for managing the GF funds in addition to 1.5 percent for the costs of the PMU (down from 3 percent a few years ago). UNDP charges 18 percent for procurement, which covers freight, insurance, fees paid to UNCEF as agent, storage and distribution. These administrative costs are in line with global practices of UNDP and other international agencies, but UNDP should continue to review its overhead structures, and ensure that the management fees received are fully utilized for their intended purpose, to manage the GFATM programme.

One concern frequently raised during the ADR was the size of the PMU, with over 30 people engaged to manage the GFATM work. While this constitutes a large increase in personnel over the staffing of MOHCC when it was running the programme previously, it is not evident that the staffing has been out of balance, and the several audits performed on the GFATM work did not single out this aspect. Now that the PR role for the malaria and tuberculosis programmes has reverted to the government, these aspects should be scaled back in the UNDP PMU.

Another issue relating to efficiency that was raised by several respondents was the late disbursement of funds by UNDP. The MOHCC has complained that money often came to them well into the quarter and they had to use it and report on it quickly in the remaining period: "We were always put in an acceleration mode. We thought the delays were only at the beginning and things would improve, but this did not happen and the blame would always be on Geneva. While at the beginning it was us who delayed the accounting, we always made sure that we had burned 80 percent to enable the next disbursement," a MOHCC official said. Similar late disbursement issues were reported from some CSO partners. UNDP has countered that most delays are due to disbursement reports being submitted without all required supporting documents, or then because less than 80 percent of earlier disbursements have been acquitted. When both of these requirements have been

met, UNDP states that it takes an average of seven working days for funds to be reflected in the SR account.

SUSTAINABILITY

From the point of view of financial sustainability, interventions in all the three disease components cannot be sustained from national resources. Although there has been a dramatic improvement in the quality of health service delivery in Zimbabwe since 2008, the recovery is fragile and not sustainable as it is mostly financed by international donors. In 2010, for instance, the government budget for drugs was less than one percent of the total health budget, compared to 13 percent in 2003.³⁶ This was largely a consequence of donors taking over responsibility for the supply of drugs.

The transfer of the PR role for TB and malaria to the Government of Zimbabwe brought to the fore some of the shortcomings of UNDP's

capacity development programme, as it did not equip the SRs to become PRs and there is now a realization of some of the critical capacity gaps that need to be filled for the Ministry of Health to manage its role successfully. UNDP has now stepped in with its own resources to strengthen capacities. This should be a lesson learned for the eventual return of the HIV/AIDS PR role to the Government of Zimbabwe, as this process of filling capacity gaps needs to start in 2016 in order to smooth the planned transfer in 2017.

PARTNERSHIPS

Partner collaboration was key to the achievement of results. UNDP has played a crucial role in coordinating partner interventions through close collaboration with the major donors in the sector such as PEPFAR, DFID, USAID and UNICEF. The partnerships facilitated better coordination and reduced duplication, as UNDP had a bird's eye view of interventions through its close relations with the government.

36 Government of Zimbabwe, February 2011, Challenges in Financing Education, Health, and Social Protection Expenditures in Zimbabwe.

Chapter 5

CROSS-CUTTING ISSUES

The previous chapter considered the three specified thematic areas set out in the CPD/CPAP for the work of UNDP in Zimbabwe. Not included as a specific thematic area is gender-based programming and mainstreaming. It is consequently taken up in this section, emphasizing the cross-cutting nature of this work. Likewise, UNDP has situated some of its work related to crisis prevention and recovery in all three of the CPAP thematic areas, and is seeking to expand on this work through a resilience building fund. The cluster of CPR/resilience efforts—past and pending—are also considered in this chapter.

5.1 GENDER

The UNDP programme on gender adopted a twin track strategy focused on gender-specific programming as well as gender mainstreaming in all outcomes and programmes. The interventions set out in the 2012-2015 CPD in the thematic areas of governance and livelihoods are brought together in this chapter.

The CPAP outcomes are:

1. Women's participation in politics and decision-making increased
2. National gender machinery strengthened

The Strengthening of the National Gender Machinery Project is nationally implemented by the MWAGCD. This project was initiated in 2012 to respond to some of the capacity issues and coordination challenges faced by the MWAGCD as well as legal and policy gaps. The project involves updating and modernizing the current national gender machinery model through several initiatives, including a review of the National Gender Policy. The project seeks to build the gender mainstreaming capacity of the MWAGCD at

all levels focusing on ministry officials at national, provincial, district and to some extent ward levels. The target result is an effective coordination and results-oriented gender mainstreaming for visible gender equality and transformative development results such as gender sensitive policies, programmes and legislation. The project attempts to redress the challenges posed by an uncoordinated gender management system which in the past resulted in some uncoordinated gender responses, and duplication of efforts. The estimated budget for support to the NGM was US\$5 million, (UNDP US\$2 million, and US\$3 million from other United Nations agencies and development partners); however, no amount had been secured from development partners.

In addition to Strengthening of the National Gender Machinery Project, a Joint Programme on Gender Equality (JPGE) led by UN WOMEN in collaboration with UNDP and ILO was signed in 2013, but is not discussed here as it was not yet under implementation during the evaluation. Gender is also addressed to varying extents in a number of projects across the ZUNDAF/CPAP/CPD outcomes in both ZUNDAF cycles covered by the ADR (2007-2011 and 2012-2015). Annexed to the report is a project portfolio that identifies gender marker data for projects that have received a gender marker score.

The county office strategy includes ensuring recruitment of women staff in key decision making positions. Out of a total staff establishment of 104, 55 are male while 49 are female, (53 percent – 47 percent). The percentage of men is slightly higher at all staff levels except at P5 and NOC. In addition, the country office is working to ensure gender balance in statutory committees, including having women in middle management with leadership roles.

RELEVANCE

Gender programme objectives and approaches are relevant and respond directly to the acute and important needs of Zimbabwe women and men. They tackle some of the most recurrent aspects of discrimination against women and girls, in particular inequalities in representation and participation in decision making positions in all areas and at all levels, women's lack of access to and control over productive resources as well as inadequate policy and legal frameworks. In 2009, the National Human Development Report for Zimbabwe focused on gender equality.

UNDP's gender programme has been developed in response to national policy and planning frameworks, including the National Gender Policy (2004 and 2013-revised). In its MTP (2011–2015) and ZimAsset, the Government of Zimbabwe set the target of 50 percent participation by women in key sectors of the economy (agriculture, mining, manufacturing and tourism) by 2015.

UNDP's gender approach is aligned to the Corporate Gender Equality Strategy 2008–2013 and 2014–2017 and consistent with the UN-SWAP, which calls on all United Nations agencies to take specific measures to increase accountability and oversight for mainstreaming gender equality and women's empowerment and to ensure gender equality results.³⁷ UNDP's response to GEWE is aligned and relevant to several international conventions and regional protocols that stress the importance of gender mainstreaming.

UNDP support has focused heavily on upstream engagement with central government, some engagement with local government and indirect engagement with CSOs. UNDP worked directly only with government, in particular, MWAGCD, and other line ministries in advancing GEWE.

CSOs and women's organizations were secondary actors. The MWAGCD remains relevant and strategic in the formulation and implementation of policies, coordination of GEWE and evaluating progress in the advancement of women.

EFFECTIVENESS

Institutional capacity strengthening of the MWAGCD improved coordination, policy-making and leadership of GEWE. UNDP and other partners³⁸ support enabled the MWAGCD to professionalize its operations and mainstream gender into government operations. There is increased capacity in the MWAGCD to interact with line ministries and CSOs in delivering GEWE results.

Through the technical support to MWAGCD and Gender Focal Points, the MTP (2011–2015) received substantive input on gender mainstreaming. Policies and programmes that will support women's participation and empowerment in the development process have been integrated into the MTP.³⁹ ZimAsset has a dedicated section on gender and development and recognizes gender mainstreaming in all the thematic areas.⁴⁰

UNDP's institutional capacity building support contributed to advancing gender equality and women's rights in the Constitution, helping to achieve the inclusion of 75 percent of women's constitutional demands, including the removal of several discriminatory provisions. The Constitution contains strong gender equality and women's rights provisions, in particular a comprehensive non-discrimination clause (*Section 56, Equality and Non-Discrimination*); and a special constitutional measure to increase women's representation in Parliament for the next 10 years. The Constitution includes an expanded Declaration of Rights

37 UN System-wide Action Plan for Implementation of Gender Equality, 2012.

38 Baseline Survey of Gender Mainstreaming in UNCT notes that 10 UN agencies work through MWAGCD, hence attribution becomes difficult but collective response has contributed to great outcomes.

39 Outcome evaluation of "enhanced national capacity and ownership of development process towards the attainment of MDGs" by 2015.

40 ZIMASSET, 2013–2018.

that includes socioeconomic rights; and a section elaborating women's rights.⁴¹ Section 3(g) of the Constitution sets out gender equality as one of the values upon which Zimbabwe is founded—on par with values such as the rule of law, good governance and supremacy of the Constitution. In addition, UNDP institutional support to the women's parliamentary caucus and its work on institutional strengthening of the COPAC positioned it to contribute significantly to success of gender mainstreaming in the Constitution.⁴²

UNDP has contributed to efforts to accelerate the equal participation of women, including young women and marginalized groups, in decision-making at the national level. Following the 2008 elections, women represented 15 percent of members of the lower House of Parliament and 24 percent of the upper House. Women's representation in ministerial positions stands at 19 percent, 9 percent for deputy ministerial positions, 26 percent for permanent secretaries, 33 percent for director level and 67 percent public service commissioners. Following the 2013 elections, women's representation in Parliament more than doubled to 35 percent. Zimbabwe now joins the ranks of the more than 30 countries worldwide that have used a special electoral quota system to increase women's representation in Parliament to at least 30 percent, which is considered the minimum for collective action.⁴³ While this has been a significant step forward, the country will not meet the MDG 3, African Union and SADC Protocol on Gender and Development targets of 50 percent representation of women by 2015.⁴⁴ It is also important to note that these national improvements are not mirrored at the local level. The proportion of women elected in local authorities dropped from 19 percent to 16 percent in the 2013 elections.

UNDP's support has contributed to mainstreaming gender equality in legislation, policies, plans and budgets with some positive gains for women. However, the implementation of laws and policies remains slow and UNDP's role in gender budgeting is modest. Through UNDP's support to MWAGCD, the National Gender policy (2013–2018) was revised and tabled in Parliament for review and approval. The gender policy seeks to foster mainstreaming of gender perspectives in all development policies.⁴⁵

UNDP's support has contributed to economic empowerment of women by developing women's entrepreneurship opportunities and capacity; improving women's access to finance and access to markets. While the number of women supported so far is small, there are opportunities for upscaling. Between 2007 and 2014, the government prioritized women's economic empowerment as a strategy for achieving long-term economic development and poverty reduction goals, including those expressed in the MDGs. UNDP's support to MWAGCD was strategic in response to economic empowerment of women.

Access to microfinance through SACCOs has helped empower women. Twenty nine SACCOS have been formed in six districts with a membership of 1,069 (709 female, 360 male, 401 youth) and are benefiting women youth and a few men. Participating beneficiaries are accessing microcredits through internal savings and lending. SACCOS helped establish women groups that work on productive activities and helped increase the income of members. Seed capital amounting to US\$10,000 loaned and payable at a rate of 5 percent enables SACCOS members to operate a range of businesses.⁴⁶ Furthermore, content specific business entrepreneur training contrib-

41 Republic of Zimbabwe Constitution, 2013. http://www.parlzim.gov.zw/images/documents/Constitution-of-Zimbabwe-Amendment_No_20_-_14-05-2013.pdf.

42 UN Women, *Women's Participation and Influence in Zimbabwe's Constitution Making process*, 2013.

43 2012-2015 Zimbabwe United Nations Development Assistance Framework (ZUNDAF).

44 SADC Protocol, 2008 - 28 substantive targets for achieving gender equality outlined in the SADC Protocol on Gender and Development Accountability Framework.

45 GoZ National Gender Policy (2013-2017).

46 MSMCD, Annual Report 2013.

uted to the success of some business enterprises. In 2013, the MSMCD trained 2,218 entrepreneurs (1,357 women and 748 men).⁴⁷

UNDP's training on gender analysis targeting specialized thematic areas has been beneficial in the Gender Economic Policy Management Initiative (GEPMI) leading to policy influence. GEPMI's approach of training a pool of local experts as facilitators and linkage to Makerere University was an innovative capacity development initiative that enabled policymakers to integrate a gender responsive perspective into economic planning, policy and budgeting. Through GEPMI, 45 policy makers at middle and senior levels were trained, including 12 female participants. It was also a good example of South-South cooperation within UNDP. Some GEPMI beneficiaries informed the ADR team that the most important result which could be attributed to the interventions was a positive change in attitude towards the goal of gender equality.

The ADR team finds no evidence of substantive training provided to staff on gender mainstreaming and gender analysis, other than a basic on-line course and a one-off training on understanding gender concepts and basic awareness on gender. While it is recommended in the GES that at least 10 percent of the learning budgets of country offices be earmarked for gender-related learning activities, the country office did not allocate specific funds for such purpose.

EFFICIENCY

UNDP has not mobilized bilateral donor resources specifically to advance GEWE in Zimbabwe. Funds have been mainly from core resources. However, each outcome allocated resources for gender equality as can be seen in an analysis of expenditures through the gender marker. Some of these outcomes were donor funded, so it can

be implied that GEWE benefitted from donor funds such as the GF for HIV. All GEWE funds have been utilised through the National Implementation Modality (NIM), passing directly to MWAGCD who then hired CSOs/NGOs with expertise on specific aspects of programme delivery. Delays in the disbursement of funds were reported by CSOs.

UNDP has committed **core resources** for GEWE results through the gender marker, which is an accountability tool that allows UNDP to track its financial allocations and expenditures contributing to GEWE. It associates projects with a gender marker score, including budget and expenditures over time. Gender marker ratings in 2013, show that 19 projects had a rating of GEN1 with a total expenditure of US\$37,236,637; six projects had a rating of GEN2 with total expenditure of US\$60,608,639. Only two projects had a rating of GEN3 with total expenditure of US\$4,277,616. The bulk of expenditures in 2012 and 2013 were from outcome 48 (HIV and AIDS) amounting to 86.3 percent in 2012 and 87.4 percent in 2013 of all expenditures. Support to HIV and AIDS provides 'hard' benefits (access to ART) compared to other programmes such as poverty and governance where benefits are mainly 'soft'—institutional and policy development. Both have an impact in the intermediate term. A notable challenge with the gender marker is that it represents intentions at the project design stage and does not reflect the actual implementation of a project nor its achievements, unless that project is GEN3. Financial tracking through a marker on gender expenditures in interventions is critical in establishing actual results of the marker.⁴⁸

The effectiveness of gender mainstreaming is often reduced by an IP's limited capacity to collect and analyse gender-disaggregated data and then use it to influence policy direction. As part of UNDP's support to strengthen the capacity

47 MSMCD, Annual report, 2013.

48 This was also the finding from a review of several evaluations of gender marker by the ADB; see ADB Gender Mainstreaming Report.

Table 1. Gender Marker ratings, 2012–2013

	Gender Marker Rating	Outcome 45: Total Number of projects	Outcome 45: Total Expenditures (\$)	Outcome 46: Total Number of projects	Outcome 46: Total Expenditures (\$)	Outcome 47: Total Number of projects	Outcome 47: Total Expenditures (\$)	Outcome 48: Total Number of projects	Outcome 48: Total Expenditures (\$)
2012	GEN 0								
	GEN 1	3	\$2,384,071	4	\$1,274,199	3	\$1,252,808	3	\$30,602,106
	GEN 2					2	\$2,240,577	1	\$31,036,566
	GEN 3			2	\$7,007,284				
2013	GEN 0	0	0	0	0	0	0	0	0
	GEN 1	3	\$3,010,079	5	\$843,210	5	\$2,845,063	6	\$30,538,285
	GEN 2	0	0	0	0	5	\$1,857,180	1	\$58,751,459
	GEN 3	0	0	2	\$4,277,616	0	0	0	0

Source: Results Oriented Annual Report (ROAR), 2012 & 2013

of MWAGCD, a national gender M&E mechanism was to be established. This has not yet taken place in any meaningful way. Training of MWAGCD officers and gender focal points in M&E so that they have the skills to collect data and analyse the data for gender equality results is likewise missing, and a M&E framework is still to be developed.

SUSTAINABILITY

From 2007 to 2014, progress was made in the creation of an enabling environment for possible change for GEWE in the country. There is seriousness on the part of the government to advance GEWE. Zimbabwe is now a signatory to international GEWE conventions and reporting obligations (CEDAW; follow up of Beijing+20; MDG3; SADC protocol on GEWE). A Gender Commission is institutionalized in the Constitution and national gender policy and broad economic empowerment framework have been established.

The SACCOS groups formed to ensure sustainable access by women to financial services for their businesses (in the absence of formal financial services) have high chances of being

sustainable. The approach of a revolving fund is sustainable as long as group dynamics are sustained. These groups have provided opportunities for savings and access to working capital for women to diversify their businesses.

PARTNERSHIPS

UNDP as a member of the United Nations Gender Theme Group (UNGTG) collaborated mainly with UNIFEM (2007–2009) and thereafter with UN Women in providing support to the Women’s Parliamentary Caucus, strengthening the women’s machinery and gender budgeting. The UNCT has no common gender equality strategy serving to guide United Nations agencies in advancing GEWE.

Three years after the ZUNDAF was launched, a joint gender equality programme was established in 2014 to enhance coordination, synergy and cohesion. The programme will be implemented by the MWAGCD and UNDP will be leading the pillar on Women’s Political Participation.⁴⁹ The expected outcome will be the development of new laws, policies, and institutional frameworks that promote equal participation in politics and decision-making processes.

⁴⁹ Joint Programme Annual Report, 2014 indicates that “the JPGE Performance Monitoring Framework and indicators for the expected JPGE results has not yet finalized and used for assessing the implementation progress of this reporting period.”

The main national partners for UNDP in advancing GEWE are MWAGCD and the Women's Parliamentary Caucus of Zimbabwe. A recent survey established that a total of 76.9 percent (10/13) agencies had partnerships with MWAGCD and women's/gender equality CSOs.

The Women's Parliamentary Caucus of Zimbabwe, in collaboration with Women in Politics Support Unit, organized a regional exchange meeting that brought 52 women parliamentarians from Zimbabwe, Zambia, Swaziland and South Africa and enabled women of Zimbabwe to share experiences on effective lobbying strategies and how to institutionalize the Affirmative Action (50/50) Principle on women's representation in Parliament and other decision-making bodies.⁵⁰

UNDP did not partner directly with women's/gender equality CSOs. However, partnerships were encouraged indirectly, through MWAGCD. Likewise, UNDP has not forged direct links with the private sector to advance GEWE. Here again, the MWAGCD has taken on this effort, collaborating with several national banks: the Commercial Bank of Zimbabwe (CBZ), Post Office Savings Bank (POSB) and FBC bank.⁵¹

5.2 RESILIENCE

Resilience is an important aspect of UNDPs work globally. The theoretical underpinnings for UNDPs work in the area of resilience are set out in the 2014–2017 strategic plan and various publications. The Strategic Plan includes resilience-building as a major area of work. This is segmented into two issues: rapid and effective recovery from conflict-induced crisis in those cases where prevention has fallen short; and a stronger ability to prepare for and deal with the consequences of natural disasters. Accordingly, the concept can be considered a reframing

of UNDPs longstanding crisis prevention and recovery work, expanded to also consider strategies and programmes relating to climate change adaptation. While UNDP Zimbabwe did not have a resilience programme per se during the period under review, the concept is used here to provide a more cohesive consideration of a number of related outcomes, outputs and activities of the UNDP in Zimbabwe that in the CPAP are grouped across several focal areas:

- The economic management and sustainable development focal area includes a CPAP outcome of effective national early warning and communications systems developed and implemented, and includes consideration of climate change adaptation.
- The democratic governance focal area includes a CPAP outcome of national capacities for the prevention, management and resolution of conflict strengthened.
- The social sector development and resilient livelihoods focal area is mostly focused on the GFATM, yet also focuses on community level resilience and attention to socio-economic recovery and income generation.

UNDP's conflict and dispute resolution work was especially pronounced during the previous decade and up through the GPA period 2009–2013. Support was provided through several programmes, in particular the Conflict Prevention and Recovery Project (2005–2008) and the Dialogue Financing Facility (2013). Related activities constitute two of the four components of the 2010 programme entitled 'Support to Peace Building and Increased Access to Sustainable Livelihoods' (PBSL).

Disaster management support has likewise been provided through a series of programmes. Several aspects of this work were included in the recent PBSL programme, and earlier (2004–

50 UNDP Gender Audit Report, 2013.

51 UNDP/MWAGCD, Annual Report, 2013.

2009) through the Support for Strengthening National Capacity for Disaster Management project, which focused particularly on increasing the capacity of the MLGPW's Department of Civil Protection Unit.

Social sector development and resilient livelihoods includes planned outputs for national and local structures for community resilience strengthened, and socioeconomic recovery and income generation pilot initiatives in targeted districts supported.

Work in the **peacebuilding and conflict resolution** area built from the stated CPAP outcome: **national capacities for the prevention, management and resolution of conflict strengthened**. Planned outcomes included:

- Tripartite Negotiating Forum and other dialogue forums 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; and
- Capacities for conflict prevention, management, resolution and transformation amongst various stakeholders, including youth, woman, disabled and traditional leaders, strengthened.

With respect to **disaster risk management**, the 2011–2015 CPAP established an outcome to **develop and implement effective national early warning and communications systems**. Outputs included:

- An updated disaster risk management policy framework; and
- Disaster risk management mainstreamed into development planning.

Several specific programmes in the resilience space are useful to highlight:

The **Support to the Dialogue Financing Facility** programme was carried out by UNDP, in partnership with the Government of Zimbabwe and Swedish Development Aid (SIDA) during 2013. UNDP support to the DFF initially started in 2004. The most recent project aims to:

- Strengthen capacities and equip key stakeholders with dialogue, negotiation and mediation skills;
- Facilitate and support the convening of national multi-stakeholder policy dialogues for policy advocacy on development priorities;
- Build capacity for partnership development through multi-stakeholder policy and practice in Zimbabwe; and
- Leverage the dialogue for peaceful co-existence In Zimbabwe.

The **Support to Peace Building and Increased Access to Sustainable Livelihoods (PBSL) project** had three major components, focusing on various aspects of resilience, disaster risk management and capacity building for conflict resolution and peacebuilding. A fourth component funded specific activities for the Office of the United Nations Resident Coordinator Office. Initial funding for the programme included US\$2.94 million in TRAC funding through 2013. The total estimated programme spending is US\$12.2 million.

The peacebuilding aspects of the PBSL were designed to increase individual community and government capacities, as well as to build resilience to various drivers of conflict in Zimbabwe. The programme responded to the reform agenda agreed upon within the GPA, which included putting in place a mechanism for national healing and social cohesion.

The programme was partnered by the OPC, and included three national counterparts: Ministry of

Local Government Public Works and National Housing through its Department of Civil Protection; Ministry of Public Service, Labour and Social Welfare; and small and medium enterprises and cooperative development. Community-level engagement also includes Ministry for Youth, Development, Indigenization and Empowerment, and the Ministry of Women Affairs and Gender and Community Development.

UNDP, through its **Support for Strengthening National Capacity for Disaster Management** programme, carried out between 2005 and 2009, assisted the national government by strengthening its Department of Civil Protection, which has direct responsibility for natural disaster prevention and response.

As noted in the country context section to this evaluation (2.1), Zimbabwe remains one of the most landmine-impacted countries in the world, with nearly 2 million landmines still in place along the northern and eastern borders of the country, a dangerous legacy of the liberation war of the 1970s. Despite its very active engagement in mine action in the region (Mozambique and Angola in particular), UNDP has been a very minor actor in the effort to remove landmines in Zimbabwe. UNDP provided \$150,000 in support of the Zimbabwe Mine Action Centre (ZIMAC) in 2008.

FOOD SECURITY

UNDP demonstrated through the coping with drought project that it could pilot useful multi-faceted initiatives to help the government prepare for and adapt to economic and climate-related shocks. UNDP intends to build on this work during the next cycle by establishing a Resilience Building Fund, to support: a) building a base of evidence for policymaking on resilience; b) setting up a multi-donor trust for resilience building in Zimbabwe to help improve the absorptive, adaptive and transformative capacities of at-risk communities; and c) setting up a risk financing mechanism to rapidly respond to food and nutrition security shocks.

The concept recognizes the important linkages between the critical food security issues facing Zimbabwe, and the unfolding impacts of climate change. The programme builds on a logic that in order to achieve income, food and nutrition security, in addition to boosting agricultural output, Zimbabwean communities must create more diverse, adaptive and stable means of livelihood to increase resilience from external and internal shocks such as natural hazards.

RELEVANCE

The various resilience-related efforts of UNDP, set across these three focal areas, are relevant to the challenges facing Zimbabwe. They mesh with the government's strategic goals (as set out in the MTP and ZimAsset), fit well within the country team support frame (ZUNDAF) and are consistent with the UNDP strategic plan. Building resilience to economic, social and climate-related shocks is crucial for Zimbabwe.

Efforts in the previous cycle to focus specific attention on early recovery were appropriate in the midst of the economic and humanitarian crisis the country was facing. The timeliness and level of engagement for UNDPs work in peacebuilding and conflict resolution built on UNDPs convening capacity and neutral position, its contribution was significant and its performance was appreciated by national partners. Under the circumstances at the time, UNDP was uniquely placed to provide this support in Zimbabwe. With the 2013 Constitution and elections, Zimbabwe has moved on to a 'post-conflict' phase, and UNDPs future programming should evolve accordingly, especially in the area of improved local government services and expanded job creation.

EFFECTIVENESS

The Support to the Dialogue Financing Facility had a high rate of implementation in meeting targets, including 34,000 persons receiving basic conflict transformation skills, trained from 303 community peace and dialogue facilitators.

The national level dialogue platforms yielded mixed results.

A 2014 mid-term evaluation of the PBSL pointed out in particular that the programme was overly ambitious and convoluted. It set out four components that could have easily constituted separate programmes, and few noticeable synergies or linkages were made during the course of the programme through its mid-term. It is likely that the disjointed nature of some of the work is due to the fact that it built on other legacy programmes and projects, such as the Locally Led Economic Recovery (LLER). As a result of its complex design, incomplete buy-in from local partners, staffing gaps and chronic funding shortfalls, the programme did not achieve its planned mid-term targets.

Notable programme outputs in the Peacebuilding component of the PBSL so far include the development of a policy and legal framework for the National Peace and Reconciliation Commission; the development of the Code of Conduct for political parties; the establishment of local peace committees; and consultations and dialogues on national healing, reconciliation and integration with traditional chiefs, media and civil society.

Outputs in the livelihoods component include production of a detailed 2013 district level economic needs assessment, which should be a valuable reference tool not only for the this programme but also for other livelihoods interventions. The programme provided business trainings for over 2200 youth and women; and initiated microcredit and small business development activities, including the establishment of 29 SACCOs. These outputs were achieved under MSMECD as the responsible party.

The community infrastructure portion of the livelihoods component of the PBSL, which is under MPWLSW, showed very little progress through its mid-term. Five out of an anticipated 100 infrastructure projects had been carried out, all of which were carry overs from the precursor LLER programme.

Significant outputs in the disaster risk management component of the PBSL include early warning assessments conducted by DCP in all 10 provinces, the development of district level model plans, and of a national DRM strategy.

While the work of UNDP, through the PBSL and precursor projects, has enhanced disaster preparedness and risk reduction planning, it has not yet made an appreciable and tangible difference in the effectiveness of the government to avert, mitigate, prepare for and recover from future natural disasters. It can be discerned that substantial improvements to disaster management will require considerably more financial support as well as legal changes governing land use, especially in flood-prone areas. It will also necessitate a shift in international support from humanitarian assistance to development strategies promoting energy and infrastructure development, agricultural production and job creation, as set out in ZimAsset. The recent easing of international sanctions and rebuilding of ties to international financing institutions brings such a transition closer to reality.

EFFICIENCY

The UNDP country office was restructured in 2009, creating the governance and livelihoods areas as separate management units. This organizational change has had its benefits, yet in the case of these resilience issues it has led to challenges in coordinating related programming.

As noted in the evaluation of the Dialogue Financing Facility in particular, the administrative and reporting requirements were cited by participants as being overly complicated and contributing to delays in implementing activities.

SUSTAINABILITY

Outputs achieved by the PBSL may be sustained after project end, as local actors and structures lead much of the programme's implementation. Moreover, for community infrastructure projects, there is a strong communal commitment

to maintain them. For example, the programme obtained agreement that the Bezu Clinic completed under the PBSL will be maintained post-project by the Ministry of Health and the community. However, local government funding may not be adequate to sustain many if not most activities post-PBSL. Communities will need to mobilize additional resources, including local labour.

There continues to be a risk to sustainability from the difficulty of government partners to fully internalize skills and to mainstream CPR initiatives through effective use of human and financial resources. The longer term sustainability of the Dialogue Financing Facility, absent con-

tinued international support, would be a challenge, especially due to perceived limited local community ownership in the effort.

PARTNERSHIPS

Evaluations of CPR work during the previous planning cycle noted very little engagement with other international players, especially international NGOs and CSOs working in early recovery, e.g. World Vision, CARE International, AFRICARE, Help Age, SCC Christian Care and Plan International. Progress was made during the recent cycle to draw international partners more significantly into UNDP programme implementation.

Chapter 6

CONCLUSIONS AND RECOMMENDATIONS

This chapter presents conclusions and recommendations based on the ADR findings of UNDP's performance and contributions to development results in Zimbabwe. Each of the recommendations builds from the 12 listed conclusions, although not all conclusions have a corresponding recommendation. All of the recommendations are aimed towards UNDP and the implementation of its country programme in Zimbabwe.

6.1 CONCLUSIONS

Conclusion 1: The UNDP country programme is well-harmonized with the development planning of the Government of Zimbabwe and its successive development strategies: MTP and ZimAsset. Complementing the expressed interests of the Government of Zimbabwe, UNDP's focus has been at the national level, on systems and capacities within government ministries. The consequent mix of national level programming has been appropriate during the previous five years—a time of considerable political and economic transition. The constitution and elections of 2013 have created space for a new development paradigm, with a chance to refocus on the critical tasks of stimulating growth and creating jobs, and providing improved social services. As a preferred partner to government over the last several decades, UNDP is well-positioned to assist the Government of Zimbabwe in this new era.

Conclusion 2: One of UNDP's signature achievements in Zimbabwe during this period has been its support to the constitution-building process, and facilitation of COPAC. UNDP provided a valuable service as an impartial interlocutor for various groups within the political system as they worked to forge a new Constitution. UNDP has a strong track record support-

ing national efforts to develop and implement new legislation and is well-positioned to help in the crucial next stage of promulgating new laws to implement the Constitution. In particular, following its work on the Universal Periodic Review, UNDP may be well-positioned to assist the government in its implementation of the new Bill of Rights.

Conclusion 3: UNDP is well-positioned to establish and manage the proposed Resilience Building Fund, which can help improve the absorptive, adaptive and transformative capacities of at-risk communities in Zimbabwe. The planned fund is intended to bring together a complex set of issues of climate risk analysis, rural land management, agriculture practices, markets and supply chains, diet and food habits, local government planning and infrastructure development, local job creation and small business development. UNDP's work during the current cycle is predominantly focused on national government. This fund, and the outputs that it establishes, can help UNDP revitalize its engagement at the subnational and community level in Zimbabwe and may serve as a model for other developing countries. The aim should not be to replicate or take over local service delivery responsibilities, but to help local partners mobilize resources, build skills, and pilot and replicate effective techniques.

Conclusion 4: UNDP has made useful contributions in the area of peacebuilding and conflict resolution, helping to increase individual community and government capacities for peace building, and to counter various drivers of conflict in Zimbabwe. UNDP's conflict resolution efforts can be seen as a complementing piece to its governance and constitutional support frame, and UNDP's contribution to the easing of

political and social tensions in the country. In particular, assistance to the ONHRI-supported consultations lead to the establishment of the National Peace and Reconciliation Commission (NPRC), and informed the re-design of the support framework for peace building. Strengthening and operationalization of the NPRC should remain a priority as UNDP reconfigures its conflict-resolution support in Zimbabwe to reflect the changed social and political situation.

Conclusion 5: Much of the capacity development carried out by UNDP during the study period appears incidental to other governance-related support, and not planned and implemented strategically, across multiple ministries, agencies and commissions, as a foundation for long-term development effectiveness. Capacity development is a cross-cutting issue that should be mainstreamed, not provided as one-off engagements to help achieve specific, narrow outputs. A more comprehensive and coordinated approach to capacity building is needed, one that cascades UNDPs multiple, disconnected efforts into a broader civil service capacity development effort, that can provide a better chance for sustained capacity improvement. UNDP's capacity building support for economic and financial management agencies of the national government will need to be reconsidered within the context of the central government's renewed cooperation with international financing institutions.

Conclusion 6: UNDP support to improved land management, and strengthening the Ministry of Lands and Rural Resettlement, is highly relevant to the economic and social development of the country, although achievements to date have been modest. The positive partnership established with MLRR during this planning cycle suggests UNDP is well positioned to support the government should it choose to invigorate its land reform programme. The 2014–2016 action plan programme for land management, now just getting started, which is to be administered by the MLRR through UNDP and with EU financial support, is vital to Zimbabwe's land reform programme. Successful implementation can support

national efforts to build social cohesion and stimulate growth in the agriculture sector.

Conclusion 7: UNDP has been an effective manager during its tenure as the principle recipient for the GFATM in Zimbabwe and has contributed significantly to the positive results achieved in Zimbabwe across all three disease areas during this period. There has been a major improvement in the quality of health service delivery in Zimbabwe since 2008, and UNDP has worked successfully with the Government of Zimbabwe and other partners to make this happen. One of the most important efforts of the UNDP country office during the next programming cycle will be to effectively manage the planned transfer of principle recipient authority to the Government of Zimbabwe, immediately for the TB and malaria programmes and in 2017 for the HIV/AIDS programme.

Conclusion 8: UNDP support has contributed to potentially transformative changes in the rights, opportunities and resources of women in Zimbabwe. Greater space has been created for women's voices to be heard and to consult and articulate positions on constitutional issues and there has been an increase in women's participation in parliamentary processes. A solid foundation has been set for economic empowerment that needs to continue expanding through increased market opportunities, and greater access to financial resources for small and medium size enterprise development. Expanding the reach and financial base of the Savings and Credit Cooperative Society of Zimbabwe (SACCOS) offers great potential, and the private sector should be further engaged to help address social needs through market-based solutions.

6.2 RECOMMENDATIONS

Recommendation 1: UNDP should develop and implement with Government of Zimbabwe a transition strategy that ensures that the Ministry of Health has the capacity, human resources and system controls in place to take full management control as principal recipi-

ent of all GFATM accounts in Zimbabwe by 2017. UNDP should utilize more of the management fee proceeds to expand its capacity development support to the MOHCC during this period, as well as to reinvigorate UNDP's HIV programme outside of the GFATM. The transition strategy should include a phased downsizing of the GFATM PMU, with corresponding expansion of staff at MoHCC.

Management Response: The recommendation is well noted. As part of the new implementation arrangements for the New Funding Model (NFM) for TB and Malaria Grants, Global Fund has appointed UNDP CO to provide support services to MoHCC as the new PR for the two grants. A roadmap for the smooth transition of the two grants to MoHCC has been developed and is being implemented. In line with the roadmap, and in consultation with MoHCC and with technical support from the HIV Support Team, a three-year Capacity Development Plan (2015–2017) has been developed and jointly funded by UNDP and the Global Fund. Implementation of the CD plan will help to strengthen the capacities of the MoHCC and other potential partners in the areas of financial management, supply chain management, (including procurement), monitoring and evaluation, policy development and overall grant management. UNDP is also monitoring the Programme Coordinating Unit (PCU)—established at the MoHCC to coordinate grant implementation—in grant management as part of the transition process.

Recommendation 2: UNDP should position the Resilience Building Fund as the leading edge of a recalibration of the UNDP engagement in Zimbabwe, balancing the current emphasis on central government ministry capacity, with significantly greater engagement through pilot programmes at local government and community levels.

Management Response: The recommendation is well noted and has been taken on board. UNDP has been supporting the establishment of a Zimbabwe Resilience Fund, in line with the new CPD's holistic approach to poverty reduction, hereby adopting a

sustainable balance between 'upstream' and 'downstream' support.

Recommendation 3: UNDP should develop close linkages and synergies between its support on resilience and disaster management, and its support for environmental protection and sustainable development. UNDP should consider working with relevant government ministries to pursue additional GEF funding that can reinforce and extend its planned resilience building work.

Management Response: The recommendation is taken on board and UNDP is working towards this objective. The hazard mapping exercise conducted under the resilience building work will also serve as a baseline for some of the projects, while the CO is exploring pursuing additional GEF Funding.

Recommendation 4: While support to the operationalization of the NPRC should be a priority, UNDP should also carry out a situation analysis to inform future UNDP programming and strategies for peacebuilding and conflict resolution, to ensure this work reflects the changing circumstances in Zimbabwe.

Management Response: The recommendation is noted, with the following observations:

- National healing and reconciliation is a key national process with the constitution making a provision for the establishment of the National Peace and Reconciliation Commission.
- The anticipation of sustained support to Peacebuilding and social cohesion in the country takes cognizance of the changing development and social landscape.
- The 2014 Governance Outcome Evaluation outlined that the constitutionalization 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 were two important achievements.
- The 2016–2020 ZUNDAF identifies the need to further foster co-existence and social cohesion

in the country, by supporting the development of policy frameworks and institutional mechanisms for the peace architecture at both national and sub-national levels. In line with the ZUNDAF and new CPD (2016–2020), the CO is designing a new programme focusing on deepening the foundation for peace, dialogue and social cohesion.

- *In the design of the new programme, UNDP will engage the services of a senior peace building expert to support participatory and inclusive stakeholder consultative processes leading the design of the new support framework on peace and reconciliation.*

Recommendation 5: UNDP should consider whether an enhanced IRBM programme could be used to establish broader capacity development goals that can drive institutional strengthening across the civil service, rather than through ad hoc, small-scale capacity building efforts showing minimal result. It should also consider phasing out general support for capacity building in the economic and financial management agencies.

Management Response: The recommendation is well noted. UNDP recognizes the need to strengthen IRBM processes and capacities of Government partners. Given the limited resources, and the support provided by other development organizations in that regard (e.g. ADB), the CO will not be in a position to develop a stand-alone IRBM programme.

Recommendation 6: UNDP should follow up with the UN DPA and Zimbabwe Electoral Commission to smooth the process for UNDP reengagement in providing technical support. Technical support for electoral process improvement is an area where UNDP has carved out a global strong reputation that can be well put to use in Zimbabwe.

Management Response: The recommendation is noted and has already been taken on board. At the request of the Government of Zimbabwe, the UN carried out an electoral needs assessment mission (NAM) in May 2015. The NAM assessed the capacity needs of ZEC and other election stakeholders as

well as the electoral environment and legislative framework governing elections in the Country. A preparatory assistance project to operationalise the NAM's recommendations for short term support to ZEC is being initiated, while a comprehensive support programme is being developed.

Recommendation 7: UNDP should make the land management support programme with MLRR a top priority during the next programme cycle. Many of the objectives set out in ZimAsset will benefit from greater clarity and consistency in land management. It is crucial that MLRR receives the necessary support that will enable the government to adopt and implement land tenure security policies and regulations, streamline land administration structures and regulations, complete the backlog on land valuation and compensation, and strengthen dispute and conflict resolution systems, structures and procedures.

Management Response: The recommendation is well noted and already being addressed. A support programme for the Ministry of Land is currently being implemented for the period 2014–2017. The programme looks at issues related to land tenure policies and regulations, land administration, land dispute and conflict resolution mechanisms amongst others.

Recommendation 8: To improve its capacity building efforts concerning gender mainstreaming, UNDP should consider employing a gender specialist to work directly with the Women's Caucus, the Gender Committee and forge effective linkages with MWAGCD. This would be particularly important during this period when Zimbabwe is developing and enacting legislation in support of the new Constitution.

Management Response: The recommendation is noted and taken on board. Upon the CO's Gender Seal Committee's recommendation, a gender specialist position will be established. The gender specialist will not only provide internal gender mainstreaming support, but will also work directly with the Ministry of Women Affairs, Gender and Community Development.

Annex 1

TERMS OF REFERENCE

INTRODUCTION

The IEO of the United Nations Development Programme (UNDP) conducts country evaluations called “Assessments of Development Results (ADRs)” to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy to facilitate and leverage national efforts for achieving development results. The purpose of the ADR is to:

- Provide substantive support to the Administrator’s accountability function in reporting to the Executive Board.
- Support greater UNDP accountability to national stakeholders and partners in Zimbabwe.
- Serve as a means of quality assurance for UNDP interventions in Zimbabwe.
- Contribute to learning at corporate, regional and country levels.

ADRs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.⁵² The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national

ownership. Based on the principle of national ownership, IEO seeks to conduct ADRs in collaboration with the national authorities where the country programme is implemented.

This is the first ADR to be carried out for Zimbabwe. It is being conducted in 2014 with a view to contributing to the enhancement of the ongoing country programme, consistent with the UN Development Assistance Framework for Zimbabwe (ZUNDAF), the UNDP Strategic Plan, and relevant national development plans, including the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim-Asset). The ADR is designed to contribute to the preparation of the new UNDP country programme, scheduled to begin in 2016.

COUNTRY & PROGRAMME CONTEXT

UNDP COUNTRY PROGRAMME

The UNDP programme in Zimbabwe has recently expanded to become one of UNDP’s largest, by budget volume, due to its management of the GFATM programme in Zimbabwe, which stands at approximately \$130 million. The rest of the UNDP programme stands at roughly \$20 million and is oriented towards providing support to improving governance, and alleviating poverty. There is a well-developed and long standing environmental and energy support frame, based in large part on UNDP’s role as an implementing agency for the GEF, and the GEF Small Grants Programme. UNDP also administers a series of programmes and projects assisting the Government of Zimbabwe in the area

52 See UNDP Evaluation Policy: <http://web.undp.org/evaluation/policy.shtml>. The ADR will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

of crisis prevention and recovery. Most of these are drought and flood-related disaster support measures, which are increasingly framed through adaptation to climate change.

UNDP SUPPORT FOR ECONOMIC MANAGEMENT AND PRO-POOR DEVELOPMENT

The UNDP Country Programmes for Zimbabwe during the 2007–2009 period was based on the 2004 MDGs progress report, which was officially launched by the President on 8 September 2005, as well as on other Government policy documents. The country programme was developed in the context of a sustained effort on the part of Zimbabwe to move away from humanitarian assistance towards recovery and sustained growth

The 2012–2015 CPD was developed to conform to government strategies, as set out in the MTP, and to help address the economic and political challenges facing the country. It was designed to be flexible, so that UNDP could respond to emerging requests for support as the country recovered. The programmes were structured within ZUNDAF priorities, and in line with the UNDP strategic focus on a) poverty reduction and MDG achievement, b) democratic governance, c) crisis prevention and recovery and d) environment and sustainable development.

UNDP's Pro-Poor Sustainable Growth and Economic Development programme was introduced to support capacity development for economic transition to development at all levels as well as MDG-based planning and MDG localization, which were central to the country's economic and human development. The Programme was designed to support efforts towards the attainment of the country's MDG priorities. In addition, the programme aimed to support the restoration and transformation of institutional capacities that impact on the achievement of poverty reduction and broad based equitable economic growth and development. The programme was established to help strengthen institutional capacities to better manage development processes and coordinate support from development partners.

Under the overall umbrella of achieving the MDGs by 2015, and consistent with ZimAsset, the UNDP country programme promotes economic reforms and early recovery for sustainable livelihoods.

UNDP SUPPORT FOR CITIZEN PARTICIPATION AND GOOD GOVERNANCE

In Zimbabwe, UNDP works closely with the Government, and with other development partners and civil society, in order to build institutional capacity. Fostering and promoting democratic governance is prominently placed on the development agenda for the government of Zimbabwe and the United Nations. UNDP's current governance programmes are anchored directly in national government priorities as defined under the Mid-Term Plan (MTP) and now aligned to the Zimbabwe Agenda for Sustainable Social and Economic Transformation (ZimAsset). The programmes are designed to respond to the expressed needs of the various governance institutions.

UNDP is providing programme and project support to a number democratic institutions and line Ministries. It acts as the lead agency in the area of governance within the ZUNDAF and co-chairs the Governance and Human Rights Theme Group, contributing to the design, implementation and monitoring of joint programming and UNDP country programme outputs.

This ADR considers the programmatic and non-programmatic activities of UNDP in the area of citizen participation and good governance, since 2007. This includes attention to six specific outcomes under the 2012–2015 CPD:

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 GENDER SUPPORT AND MAINSTREAMING PROGRAMME

UNDP Zimbabwe's major initiatives in the area of gender, and the only current project under the ZUNDAF and CPAP outcomes specifically focused on gender, is a project on Strengthening the National Gender Machinery (NGM). This project was initiated in 2012 to respond to some of the coordination challenges faced by the MWAGCD as well as legal and policy gaps.

The Strengthening the National Gender Machinery Project is nationally implemented by the MWAGCD, and is aimed at capacity building. The project does this through updating and modernizing the current national gender machinery model through several initiatives, including a review of the National Gender Policy. The project seeks to build the gender mainstreaming capacity of the MWAGCD at all levels focusing on ministry officials at national, provincial, district and to some extent ward levels. The target result is an effective coordination and results-oriented gender mainstreaming for visible gender equality and transformative development results such as gender sensitive policies, programmes and legislation. The project attempts to redress the challenges posed by an uncoordinated gender management system which in the past resulted in some uncoordinated gender responses, and duplication of efforts.

In addition to this project, gender is addressed to varying extents in a number of projects across the ZUNDAF/CPAP/CPD outcomes in both ZUNDAF cycles cover by the ADR (2007–2011 and 2012–2015). The attached excel sheet listing all projects in the UNDP portfolio identifies gender marker data for projects that have received a gender marker score.

UNDP SUPPORT FOR ENVIRONMENT, ENERGY, CLIMATE CHANGE, AND REDUCED RISK OF NATURAL DISASTERS

UNDP has supported the building of national institutional and technical capacity for the implementation of multilateral environmental agreements to which Zimbabwe is a party. UNDP has long supported Zimbabwe in the implementation of international conventions. The strategy of UNDP has been to support government efforts to incorporate global environmental concerns and commitments into national development planning.

UNDP's support to Zimbabwe in the environment and energy sector has focused on three broad strategic areas: (a) policy upstream support mainly the formulation and implementation of policies and strategies that emphasize building national capacity in mainstreaming sustainable development including strategic assessments and information systems for informed policy making (b) capacity development to meet international obligations, particularly in the area of biodiversity conservation and climate change (c) Downstream support for evidence based policy making, derivation of policy lessons through implementation of community environment and livelihoods projects through the GEF SGP and others

SCOPE OF THE EVALUATION

This evaluation will primarily cover UNDP initiatives undertaken under the current funding cycle, e.g. since 2011. As the work of UNDP in Zimbabwe has not been subject to an ADR during the previous programming cycle, the evaluation will also take into account the context and achievements of UNDP during the previous period: 2007-2011. The evaluation is both retrospective and prospective. Retrospectively, the ADR will assess UNDP's contribution to national efforts in addressing development challenges and will provide conclusions on UNDP's overall performance and on each of the country programme outcomes. It will assess key results, anticipated and unanticipated, positive and negative, and will cover UNDP assistance funded

from both core and non-core resources. Based on the findings from the assessment of past performance, the evaluation will look ahead to examine how UNDP can become better aligned to national objectives and UN strategies, and can enhance its strategic position in order to increase its development contribution. Special efforts will be made to look at operational and management issues and how they affect the UNDP development contribution.

METHODOLOGY

The evaluation will analyse the UNDP's contribution to development results in Zimbabwe, building from the outcomes contained in the CPD. The evaluation will also critically review the strategy UNDP has adopted to achieve development results in Zimbabwe. The ADR will present findings according to the criteria provided below⁵³. Evaluators will assess the programmes against this criteria, to arrive at evaluation findings and broad conclusions, from which recommendations for future action will be drawn.

UNDP'S CONTRIBUTION BY THEMATIC/ PROGRAMMATIC AREAS

Analysis will be made on the contribution of UNDP to development results of Zimbabwe through its programme activities. The analysis will be presented by ZUNDAF/CPD outcome areas and according to the following criteria:

- **Relevance** of UNDP's projects and outcomes to the country's needs and national priorities;
- **Effectiveness** of UNDP interventions in terms of achieving intended programme outcomes;
- **Efficiency** of UNDP's interventions in terms of use of human and financial resources; and
- **Sustainability** of the results of UNDP support.

UNDP'S CONTRIBUTION THROUGH ITS STRATEGIC POSITIONING

The strategic positioning of UNDP is being analysed both from the perspective of the organization's mandate and the development needs and priorities in the country as agreed and as they emerged. This will entail systematic analysis of UNDP's position within the development and policy space in Zimbabwe, as well as strategies used by UNDP to maximize its contribution through planned approaches. The following criteria are being applied:

- Relevance and responsiveness of the county programme as a whole to the challenges and needs of the country;
- Use of UNDP's comparative strengths;
- Promoting UN values from a human development perspective.

The evaluation criteria form the basis of the ADR methodological process. In addition to assessments made using the criteria above, the ADR process will also identify how various factors can explain UNDP's performance. Factors that will be considered in this ADR are:

- National context, political environment, conflict and security;
- National ownership of initiatives and results and use of national capacities;
- Gender equality and women's empowerment as pre-conditions for sustainable human development;
- South- south solutions and cooperation;
- Management including programme management, human resource management and financial management.

Specific attention is being paid to UNDP's support to **furthering gender equality and women's empowerment** in Zimbabwe in accordance with

53 Further elaboration of the criteria can be found in the 2011 UNDP EO ADR Manual.

the UN SWAP⁵⁴. A gender specialist has been contracted to look at the several projects and programmes with a specific gender equality and women's empowerment focus, and also to look more broadly at the extent to which gender is mainstreamed in UNDP's programme support, and advocacy efforts helped to further gender equality and women's empowerment.

While the ADR is being carried out, two outcome evaluations have been commissioned by the Zimbabwe Country Office, focusing on poverty, and governance. The IEO supported the drafting of the TOR for these outcome evaluations, and intends to build from their findings. The outcome evaluations will form the basis for the analyses on poverty and governance in the ADR. The teams that have carried out these outcome evaluations are being retained to provide additional analysis for the ADR.

DATA COLLECTION

Assessment of data collection constraints and existing data. An initial data assessment has been carried out for each of the Zimbabwe country programme outcomes, to ascertain available information, identify data constraints, and determine the data collection needs and preferred data collection methods. This assessment has yielded the following:

- The IEO and the country office identified an initial list of background and programme-related documents. The following secondary data is also being reviewed: background documents on the national context, documents prepared by international partners during the period under review and documents prepared by UN system agencies; programme plans and frameworks; progress reports; monitoring self-assessments such as the UNDP Results Oriented Annual Report; audits of the UNDP programme and of the GFATM

administration carried out by UNDP OAI; and evaluations conducted by the country office and partners.

- There is not an easily accessible database of project documents for the programme portfolio. However the CO has been helpful in identifying and sending forward pertinent project documents.
- The projects posted in Atlas are not all properly identified by date of operation. A number of projects had to be reopened and closed during the changeover to IPSAS. The CO has clarified which projects were in fact carried out during the two cycles being considered in this analysis: 2007–2010 and 2011–2014.
- Institutional memory is a major limitation. After the 2014 elections there have been major changes in government. Likewise the turnover of staff in the diplomatic missions and UN agencies has been high.

Data collection methods. The evaluation is using data from primary and secondary sources, including desk review of documentation and information and interviews with key informants, including beneficiaries, partners and managers.

Specific evaluation questions for each criteria and the data collection method have been developed. A multi-stakeholder approach is being followed and interviews include government representatives, civil-society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and beneficiaries of the programme. Focus groups are being considered as part of the GFATM analysis, to discuss the quality of service.

Field visits are being carried out, specific to the work of each thematic team. The criteria for selecting places for field visits has taken into

54 UN system-wide Action Plan to improve gender equality and the empowerment of women across the United Nations system. www.unwomen.org/~media/Headquarters/Attachments/Sections/How%20We%20Work/UNSystemCoordination/UN-SWAP-Framework-Dec-2012.pdf.

account: accessibility; critical mass of project interventions; potential for significant learning (both successful as well as challenging cases); and programme area coverage.

Validation. Information collected from different sources and/or by different methods is being triangulated, where feasible, to ensure data validity.

Stakeholder involvement. Within each of the thematic areas, a determination is being made on key stakeholders. This has been included in the TOR for each of teams working on the ADR. To the extent possible, the evaluation team is using a participatory approach to the design, implementation and reporting of the ADR. This includes close engagement with CO management. At the conclusion of the data analysis stage, during the 2nd week in December 2014, the team will present its initial findings to the CO management and possibly selected external stakeholders. A stakeholder workshop will be organized in February 2015 to present the final ADR conclusions and recommendations.

MANAGEMENT ARRANGEMENTS

IEO: The IEO is conducting the ADR in consultation with the Zimbabwe country office, the Regional Bureau for Africa and the Government of Zimbabwe. The IEO Evaluation Manager is leading the evaluation and coordinating the evaluation team. The IEO will meet all costs directly related to the conduct of the ADR.

Government of Zimbabwe: The Government of Zimbabwe and other key government counterparts of UNDP in Zimbabwe will facilitate the conduct of the ADR by: providing necessary access to information sources within the government; safeguarding the independence of the evaluation; and jointly organizing the final stakeholder meeting with the IEO when it is time to present findings and results of the evaluation. Additionally, the counterparts will be responsible within the Government of Zimbabwe for the use and dissemination of the final outputs of the ADR process.

UNDP Country Office in Zimbabwe: The country office is supporting the evaluation team to liaise with key partners and other stakeholders, making available to the team all necessary information regarding UNDP's programmes, projects and activities in the country, and providing factual verifications of the draft report on a timely basis. The country office is providing the evaluation team with support in kind (e.g. arranging meetings with project staff, stakeholders and beneficiaries; and assistance for the project site visits). To ensure the independence of the views expressed in interviews and meetings with stakeholders held for data collection purposes, country office staff are not participating. The UNDP Country Office is further contributing to the effort by financing and managing two outcome evaluations on poverty and governance programming during the ADR period. The outcome evaluation teams are coordinating with the ADR effort, and are being contracted to provide additional analysis for the ADR.

UNDP Regional Bureau for Africa: The UNDP Regional Bureau for Africa will support the evaluation through information sharing and will also participate in discussions on emerging conclusions and recommendations.

Reference Group: A reference groups will be established, comprising national and international partners and will be responsible for reviewing this report and the draft final evaluation report. To that end, a member of the international Evaluation Advisory Panel, which provides advice to the IOE director, will review and comment on the TOR as well as the draft final evaluation report.

Evaluation Team: The IEO is establishing an evaluation team to carry out the ADR. The team is composed of the following members:

- **Evaluation Manager (EM):** The EM has the overall responsibility for managing the ADR. The EM has designed the evaluation and written these TOR. He coordinates contacts with the UNDP country office and with external reviewers. He is selecting the evalua-

tion team and decided on the methodological tools and techniques to be used.

- The EM is responsible for the overarching issues in the ADR, including the strategic positioning of UNDP in Zimbabwe. He is also carrying out the analysis of the environment and energy portfolios, as well as UNDPs support efforts on disaster management and land reform.
- The EM is responsible for coordinating the team, synthesizing results from the thematic analyses, as well as preparing the draft and final reports.
- The EM will travel four times to Harare:
 - March 2014: ADR scoping mission
 - October 2014: environment and energy mission
 - December 2014: completion of data analysis and presentation of initial findings
 - February 2015: Stakeholder meeting.
- **GFATM team:** A team of two experts is being hired to examine all aspects of the UNDP's work as the IP of the GFATM, and related HIC-AIDS support to Zimbabwe.
- **Governance Team:** The country office has hired a governance team to develop an outcome evaluation of UNDPs work on governance during the current programming cycle. The TOR for this team was developed with inputs from the EM. The team's contract will be amended to provide additional support to the ADR.
- **Poverty Team:** Likewise a poverty outcome evaluation team has been hired by the country office, with inputs from the EM on the TOR. The poverty team will be further contracted to assist with the ADR.
- For both the poverty and governance teams, their outcome evaluations are focused on the current programme cycle, whereas the ADR

also looks back to the previous cycle—since 2007. Both of these outcome teams were hired through a competitive process, and are working from TORs that the EM reviewed and approved.

- **Gender Specialist:** A gender specialist will review the gender strategy, project documents, monitoring systems, reports etc. to estimate if gender has been effectively mainstreamed across the portfolio. The gender specialist will also assess the results from several projects that have been developed specifically in support of women's empowerment.
- **Research Assistant:** A research assistant based in the IEO in NTY will provide background research and documentation, TOR and report section drafting as requested by the EM.

EVALUATION PROCESS

The evaluation is being conducted in accordance with the approved IEO process as outlined in an ADR Manual established by the IEO. What follows is a summary of the key elements of the process. Four major phases frame the conduct of this evaluation.

PREPARATION

The EM carried out a preparatory mission for the ADR in March 2014. At the time, the country office anticipated completing four outcome evaluations prior to the ADR, which were due under the CO's evaluation plan for the current programming cycle. Unforeseen delays caused the CO to launch just two of the four outcome evaluations: governance and poverty thematic areas, and the EM agreed that the ADR team would cover the two other themes: gender and environment/energy. The EM also agreed with CO management to delay the start-up of the ADR until the governance and poverty teams were in the field. This has meant an October start up for the ADR. This still leaves ample time for the ADR to be completed and considered in CPD development, as the CO will take their CPD for Board approval in September 2015.

During the preparatory mission, opportunities were considered to partner with the Zimbabwe Ministry of Health, and WHO, to carry out an impact assessment of the work of UNDP in Zimbabwe as the implementing agent for the GFATM. The GFATM is providing funding for such an impact study, however it will take several months or more for the impact study to be launched, putting it beyond the timelines for ADR completion. Consequently, the GFATM portion of the ADR will be carried out without impact methodologies, and will be completed by the end of November, 2014.

DATA COLLECTION AND ANALYSIS

This phase has commenced in early October 2014 and will end in mid-December 2014. An evaluation matrix with questions and means of data collection and verification has been developed to guide the work. The matrix is included as an Annex to this TOR. The EM has travelled to Harare during the first two weeks of October to commence data collection, meet the governance and poverty teams, finalize the TORs for the gender and GFATM analyses, and conduct initial research on the environment/energy/climate/disaster management/land reform aspects of the UNDP programme.

SYNTHESIS, REPORT WRITING AND REVIEW

Once data collection is completed, the ADR team will convene during the 1st week in December to complete the data collection effort. The EM will lead the synthesis process during this period and develop key findings. The synthesis and analysis stage will end with a presentation to UNDP management and select partners, of the initial ADR findings. The CO is interested to package this presentation within a series of workshops taking place to at the time to draft the new CPD.

The first draft of the ADR report will be prepared by early January 2015, and subjected to

the quality control process of the IEO. Once cleared by the IEO, the first draft will be further circulated to the Zimbabwe country office and the Regional Bureau for Africa for factual corrections. A second draft, which takes into account the factual corrections, will be shared with national stakeholders.

The draft report will be the subject of a stakeholder workshop organized in Harare in mid-February 2015. At the stakeholder workshop, the results of the evaluation will be presented to national stakeholders. At the stakeholder meeting, ways to take the findings, conclusions and recommendations forward will be discussed with participants, in order to strengthen national ownership. Taking into account the discussion at the stakeholder workshops, the evaluation report will be finalized in early February. The UNDP Zimbabwe country office will prepare the management response to the ADR, under the oversight of the Africa Regional Bureau.

PRODUCTION, DISSEMINATION AND FOLLOW-UP

The ADR report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new CPD, scheduled for September 2015. It will be widely distributed by the IEO and at UNDP headquarters, and posted to the UNDP website and the Evaluation Resource Centre, and also to evaluation societies and research institutions in the region. The Zimbabwe country office and Government of Zimbabwe will disseminate to stakeholders in the country. The report and the management response will be published on the UNDP website⁵⁵ as well as in the Evaluation Resource Centre. RBA will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.⁵⁶

55 www.undp.org/evaluation/.

56 <http://erc.undp.org/>.

TIMEFRAME⁵⁷

The timeframe and responsibilities for the evaluation process are tentatively as follows:

Timeframe for the ADR process		
Activity	Responsible	Deadlines
Phase 1: Preparation		
Preparatory mission	EM	11/4/14
ToR completed and approved	EM	24/10/14
ID and selection of team members	EM	31/10/14
Phase 2: Data collection and analysis		
Elaboration of evaluation tools and protocols	EM	5/11/14
Preliminary analysis of available data and context analysis	EM	5/11/14
Completion of data collection analysis, and outcome report drafting	Evaluation team	7/11/14
Phase 3: Synthesis and report writing		
Data analysis completed	EM & Team	6/12/14
Initial Findings presentation and workshop with CO	EM & Team	9/12/14
Zero draft ADR cleared by IEO	EM	10/1/15
First draft ADR commented on by CO/RBA	EM	15/1/15
Second Draft ADR reviewed and returned from Zim Gov	EM	31/1/15
Stakeholder Workshop	IEO, CO, GoZ	15/2/15
Phase 4: Production and Follow-up		
Editing and formatting	IEO	1/2/15
Issuance of the final report and Evaluation Brief	IEO	1/3/15
Management response	Country Office	15/3/15
Dissemination of the final report	IEO, CO, GoZ	1/4/15

⁵⁷ The timeframe is indicative of the process and deadlines, and does not imply full-time engagement of the evaluation team during the whole period identified.

Annex 2

CPAP RESULTS MATRIX

A. CITIZEN PARTICIPATION AND GOOD GOVERNANCE

CPAP Outcome	Equal access to justice for all
ZUNDAF Outcome	Improved Justice Delivery System and Rule of Law
Outputs	<ul style="list-style-type: none"> • Strengthened coordination framework among all critical partners in the justice, law and order sector (including the Executive, the Judiciary, the Legislature and CSO's) • Policies and law reforms formulated in line with existing reforms, international obligations and a future constitution' • Strengthened capacity of the justice, law and order sector institutions to effectively and efficiently execute their mandates • Enhanced legal aid, including other mechanisms and systems

CPAP Outcome	National institutions for the promotion and protection of human rights, including women's rights, capacitated
ZUNDAF Outcome	Improved Justice Delivery System and Rule of Law
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

CPAP Outcome	National capacities for the prevention, management and resolution of conflict strengthened
ZUNDAF Outcome	Strengthened mechanisms for Peacebuilding and for the prevention, management and resolution of conflict strengthened
Outputs	<ul style="list-style-type: none"> • Tripartite Negotiating Forum and other dialogue for strengthened and functional • Alternate 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.

CPAP Outcome	IRBM system operational throughout government
ZUNDAF Outcome	Increased accountability in the management of public resources and service delivery systems
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-governmental institutions.

CPAP Outcome	Public sector accountability and audit systems strengthened
ZUNDAF Outcome	Increased accountability in the management of public resources and service delivery systems
Outputs	<ul style="list-style-type: none"> • E-government strategies 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

CPAP Outcome	People's participation in decision-making and democratic processes strengthened
ZUNDAF Outcome	Enhanced People's participation in democratic governance structures and processes
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 capacity of ZEC to perform its duties • Strengthened mechanisms and processes for citizens' engagement with state bodies • Strengthened capacities of civil society to effectively participate in democratic process and to hold public section institutions accountable

CPAP Outcome	Women's participation in politics and decision-making increased
ZUNDAF Outcome	Laws, policies and frameworks established and implemented to ensure gender equality and empowerment of women and girls
Outputs	<ul style="list-style-type: none"> • Policies and programmes to increase women's capacity to participate in politics and occupy decision-making positions in the public and private sector developed and implemented • Increased participation of women in processes around peacebuilding, national healing, reconciliation and integration • Access to economic opportunities for women increased

B. ECONOMIC MANAGEMENT AND SUSTAINABLE DEVELOPMENT

CPAP Outcome	National pro-poor and MDG responsive development strategies developed and implemented
ZUNDAF Outcome	Enhanced economic management and pro-poor development policies and strategies
Outputs	<ul style="list-style-type: none"> • National and sectoral development plans, strategies and policies supported within the MTP framework • The formulation and implementation of an MDHG accelerated action plan advocated for and supported • National MDG progress monitored and reported and a national human development report produced • Integration of migration and population issues into national development strategies

CPAP Outcome	Institutions for economic management strengthened
ZUNDAF Outcome	Enhanced economic management and pro-poor development policies and strategies
Outputs	<ul style="list-style-type: none"> • Strengthened public finance management systems • Aid and n development results co-ordination mechanisms revamped and integrated into national development planning practices. • Improved skills, systems and processes for economic management in policy formulation, strategic planning and implementation

CPAP Outcome	National gender machinery strengthened
ZUNDAF Outcome	Laws, policies and frameworks established and implemented to ensure gender equality and empowerment of women and girls
Outputs	<ul style="list-style-type: none"> • National gender policy and implementation strategy reviewed and implemented • Gender-responsive economic policy-making institutionalized within the public sector • National Women’s Council established and functional • National gender M&E mechanism established.

CPAP Outcome	Increased availability of updated data on poverty and economy
ZUNDAF Outcome	Improved generation and utilization of data for policy and programme development and implementation by government and other partners
Outputs	<ul style="list-style-type: none"> • Strengthened capacity of ZIMSTAT to generate and disseminate data on poverty and economy • Updated data on poverty and economy generated and disseminated.

CPAP Outcomes	Comprehensive land policy developed and implemented
ZUNDAF Outcome	Policy and action frameworks in place for enabling agricultural productivity and production
Outputs	<ul style="list-style-type: none"> • Land policy updated • Coordination mechanisms for the land sector supported to ensure linkages with different stakeholders and capacity of the Ministry of Lands and Rural Resettlement and technical staff enhanced.

CPAP Outcomes	Comprehensive land and agricultural reform framework developed and implemented
ZUNDAF Outcome	Policy and action frameworks in place for enabling agricultural productivity and production
Outputs	<ul style="list-style-type: none"> • Land administration structures and regulations streamlined • Capacity of the National Audit Commission to perform its functions including land audit) strengthened • Land dispute and conflict resolution systems, structures and procedures strengthened • Backlogs on valuation completed and strategies for compensation and acquired properties initiated • Security of tenure policies and regulations finalized, adopted and implemented

CPAP Outcome	Comprehensive climate change and energy policy frameworks developed and implemented
ZUNDAF Outcome	Environmental management, energy and climate change policies and systems developed and implemented.
Outputs	<ul style="list-style-type: none"> • National climate change strategy in place • Climate change mitigation and adaptation measures and technologies in place • National Energy Development plan and subsector strategies developed, incorporating alternative energy sources and energy efficient technologies, adopted.

CPAP Outcome	Effective national early warning and communications systems developed and implemented
ZUNDAF Outcome	Environmental management, energy and climate change policies and systems developed and implemented
Outputs	<ul style="list-style-type: none"> • Updated disaster risk management policy framework • Disaster risk management mainstreamed into development planning

CPAP Outcome	Improved engagement and implementation of multilateral environment agreements
ZUNDAF Outcome	Environmental management, energy and climate change policies and systems developed and implemented
Outputs	<ul style="list-style-type: none"> • Legal and policy frameworks on multilateral environmental agreements in place • Strengthened capacity of national institutions to implement multilateral agreements • Biodiversity strategy and action plan reviewed and implemented • Natural resource based livelihood promoted.

C. SOCIAL SECTOR DEVELOPMENT AND RESILIENT LIVELIHOODS

CPAP Outcome	Community livelihoods restored and revitalized focusing on equal opportunity
ZUNDAF Outcome	Increased access to livelihoods and decent work opportunities, especially for the youth and women
Outputs	<ul style="list-style-type: none"> • National and local structures for community resilience strengthened. • Socio-economic recovery and income generation pilot initiatives in targeted districts supported

CPAP Outcome	HIV mainstreamed in national development policies and programmes
ZUNDAF Outcome	Improved leadership, co-ordination and management of the multi-sectoral HIV response
Outputs	<ul style="list-style-type: none"> • Strengthened capacity of national stakeholders to mainstream HIV in development policies and programmes and their capacity to implement them • HIV policies, legislation and programmes reviewed and operationalized to ensure gender equality and rights of people living with HIV and AIDS

CPAP Outcome	Increased availability and access to quality HIV and AIDS prevention services
ZUNDAF Outcome	Improved access to (and uptake of) HIV prevention services
Outputs	<ul style="list-style-type: none"> • All health facilities with functional maternal and new born healthcare services provides quality prevention of mother-to-child transmission services (including HIV screening services for exposed infants) by 2015 • Effective behaviour change promotion provided at district and community level through community based behaviour change facilitators. • Community leaders sensitized to advocate for increased uptake of HIV prevention services and to act as role models for responsible prevention practices

CPAP Outcome	Scaled up access to and utilisation of antiretroviral treatment (ART) services for children, male and female young people and adults
ZUNDAF Outcome	Improved access to (and uptake of) HIV prevention services
Outputs	<ul style="list-style-type: none"> • Adult, adolescent and paediatric ART services decentralised • Improved treatment retention and drug adherence among adults, adolescents and children on ART • Procurement and supply chain management systems strengthened

CPAP Outcome	Children born with HIV are diagnosed and receive treatment early on
ZUNDAF Outcome	Improved access to (and uptake of) HIV prevention services
Outputs	<ul style="list-style-type: none"> • Early infant diagnosis scaled up

CPAP Outcome	Improved survival of TB and HIV co-infected patients through strengthening collaborative TB/HIV activities
ZUNDAF Outcome	Improved access to (and uptake of) HIV prevention services
Outputs	<ul style="list-style-type: none"> • Scaled-up collaborative TB/HIV activities • Interlinked patient DOTS (Direct Observation Treatment Strategy) expanded and strengthened and people with TB and communities empowered

CPAP Outcome	Improved survival of TB and HIV co-infected patients through strengthening collaborative TB/HIV activities
ZUNDAF Outcome	Improved access to (and uptake of) HIV prevention services
Outputs	<ul style="list-style-type: none"> • Scaled-up collaborative TB/HIV activities • Interlinked patient DOTS (Direct Observation Treatment Strategy) expanded and strengthened and people with TB and communities empowered

CPAP Outcome	Improved nutritional status for adults, infants and children living with HIV
ZUNDAF Outcome	Improved access to (and uptake of) HIV prevention services
Outputs	<ul style="list-style-type: none"> • Strengthened capacity of households, health and community-based workers on livelihoods, food security nutrition (including young child nutrition practices) in line with the new guidelines

CPAP Outcome	Increased access to community-based HIV care and support, with equal involvement of men and women
ZUNDAF Outcome	Improved access to (and uptake of) HIV prevention services
Outputs	<ul style="list-style-type: none"> • Capacity of communities to effectively implement, co-ordinate and monitor community and home-based care interventions, for example peer support groups / supplies and care, ARE awareness and literacy strengthened.

CPAP Outcome	Access to quality and comprehensive, gender-sensitive, youth-friendly sexual, reproductive, maternal, new-born and child health services increased to 80 per cent national, with a special focus on the most disadvantaged districts, by 2015'
ZUNDAF Outcome	Increased access to and utilization of quality basic health and nutrition services
Outputs	<ul style="list-style-type: none"> • Each household in malaria endemic areas received at least three long lasting insecticide treated nets by 2015 • Each household in 45 malaria risk districts protected by indoor residual spray • Current trend of high outward migration of health workers reversed and those entering the health system retained • Trained community health workers motivated, retained and their involvement in community programmes strengthened.

Annex 3

PERSONS CONSULTED

GOVERNMENT OF ZIMBABWE

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Annex 4

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Annex 5

MANAGEMENT RESPONSE

Overall comments: The conclusions and recommendations outlined in the Assessment Development Results (ADR) Report for Zimbabwe were well noted and taken on board.

Evaluation Recommendation 1: UNDP should develop and implement with the Government of Zimbabwe a transition strategy that ensures that the Ministry of Health (MoHCC) has the capacity, human resources and system controls in place to take full management control as principal recipient of all global fund accounts in Zimbabwe by 2017.

Management Response: The recommendation is well noted. As part of the new implementation arrangements for the New Funding Model (NFM) for TB and Malaria Grants, Global Fund has appointed UNDP CO to provide support services to MoHCC as the new PR for the two grants. A roadmap for the smooth transition of the two grants to MoHCC has been developed and is being implemented. In line with the roadmap, and in consultation with MoHCC and with technical support from the HIV Support Team, a three-year Capacity Development Plan (2015-2017) has been developed and jointly funded by UNDP and the Global Fund. Implementation of the capacity development plan will help to strengthen the capacities of the MoHCC and other potential partners in the areas of financial management, supply chain management, (including procurement), monitoring and evaluation, policy development and overall grant management. UNDP is also monitoring the Programme Coordinating Unit (PCU)—established at the MoHCC to coordinate grant implementation—in grant management as part of the transition process

Key Action(s)	Time Frame	Responsible Unit(s)	Tracking*	
			Status	Comments
1.1 Develop and implement a capacity development programme for transitioning grants to MoHCC	January – December 2015	UNDP-PMU	Ongoing	3-year CD Plan has been developed and implementation ongoing.
1.2 Provide mentorship in grant management to the Programme Coordination Unit (PCU)	January-December 2017	UNDP-PMU	Ongoing	The mentorship to the PCU.

Evaluation Recommendation 2: UNDP should position the Resilience Building Fund as the leading edge of a recalibration of the UNDP engagement in Zimbabwe, balancing the current emphasis on central government ministry capacity, with significantly greater engagement through pilot programmes at local government and community levels.

Management Response: The recommendation is well noted and has been taken on board. UNDP has been supporting the establishment of a Zimbabwe Resilience Fund, in line with the new CPD's holistic approach to poverty reduction, hereby adopting a sustainable balance between 'upstream' and 'downstream' support.

Key Action(s)	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
2.1 Establish a Resilience Strategic Framework & Resilience Funding Mechanism	January 2015 – December 2015	UNDP Poverty Unit	Done	The Resilience Strategy was developed through multi-stakeholder consultations. The ZRF is being established and received funding from the EU.

* The implementation status is tracked in the ERC.

2.2 Establish evidenced based for targeting resilience activities in Zimbabwe	January 2015 – December 2015	UNDP Poverty Unit	Ongoing	Evidence base is being built through hazard mapping exercise, and field testing of community resilience assessment tool.
Evaluation Recommendation 3: UNDP should develop close linkages and synergies between its support on resilience and disaster management, and its support for environmental protection and sustainable development. UNDP should consider working with the relevant government ministries to pursue additional GEF funding that can reinforce and extend its planned resilience building work.				
Management Response: The recommendation is taken on board and UNDP is working towards this objective. The hazard mapping exercise conducted under the resilience building work will also serve as a baseline for some of the projects, while the CO is exploring pursuing additional GEF Funding.				
Key Action(s)	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
3.1 Supporting access to green GEF funding	June 2015 – June 2016	UNDP Poverty Unit	Ongoing	
Evaluation Recommendation 4: UNDP should carry out a situation analysis to inform future programming and strategies in the peacebuilding and conflict resolution arena, as it is not evident that the existing peace building architecture that UNDP helped establish is suitable for the changed circumstances in the country.				
Management Response: The recommendation is noted, with the following observations:				
<ul style="list-style-type: none"> National healing and reconciliation is a key national process with the Constitution making a provision for the establishment of the National Peace and Reconciliation Commission. The anticipation of sustained support to Peacebuilding and social cohesion in the country takes cognizance of the changing development and social landscape. The 2014 Governance Outcome Evaluation outlined that the constitutionalization 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 were two important achievements. The 2016-2020 ZUNDAF identifies the need to further foster co-existence and social cohesion in the country, by supporting the development of policy frameworks and institutional mechanisms for the peace architecture at both national and sub-national levels. In line with the ZUNDAF and new CPD (2016-2020), the CO is designing a new programme focusing on deepening the foundation for peace, dialogue and social cohesion. In the design of the new programme, UNDP will engage the services of a senior peace building expert to support participatory and inclusive stakeholder consultative processes leading the design of the new support framework on peace and reconciliation. 				
Key Action(s)	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
4.1 Develop a new support programme framework for deepening the foundations for peace, dialogue and social cohesion, based on stakeholders engagement, analysis (in line with the ZUNDAF 2016-2020 and CPD 2016-2020)	September – December 2015	UNDP Governance	Ongoing	A consultant is being recruited to assist in the development of a support programme framework for deepening the foundations for peace, dialogue and social cohesion.

Evaluation Recommendation 5: UNDP should consider whether an enhanced IRBM programme could be used to establish broader capacity development goals that can drive institutional strengthening across the civil service, rather than through ad hoc, small-scale capacity building efforts showing minimal result. It should also consider phasing out general support for capacity building in the economic and financial management agencies.

Management Response: The recommendation is well noted. UNDP recognizes the need to strengthen IRBM processes and capacities of government partners. Given the limited resources, and the support provided by other development organizations in that regard (e.g. ADB), the CO will not be in a position to develop a stand-alone IRBM programme.

Key Action(s)	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
5.1 Strengthen IRBM processes across all programmes to build institutional capacities of Government of Zimbabwe	January 2016 – December 2020	UNDP Poverty Unit, Governance Unit	Pending	

Evaluation Recommendation 6: UNDP should follow up with the UNDPA and Zimbabwe Electoral Commission to smooth the process for UNDP re-engagement in providing technical support. Technical support for electoral process improvement is an area where UNDP has carved out a global strong reputation that can be well put to use in Zimbabwe.

Management Response: The recommendation is noted and has already been taken on board. At the request of the Government of Zimbabwe, the UN carried out an electoral needs assessment mission (NAM) in May 2015. The NAM assessed the capacity needs of ZEC and other election stakeholders as well as the electoral environment and legislative framework governing elections in the country. A preparatory assistance project to operationalise the NAM's recommendations for short term support to ZEC is being initiated, while a comprehensive support programme is being developed.

Key Action(s)	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
6.1 Facilitate the electoral Needs Assessment Mission to assess capacity needs of ZEC	April – June 2015	UNDP Governance	Completed	The NAM took place from 26th May to 5th June, leading to a recommendation report adopted by the Government of Zimbabwe and UNDP.
6.2 Support the design of a preparatory assistance project to operationalize the NAM's recommendations	June – December 2015	UNDP Governance Unit	Ongoing	A preparatory assistance project is being designed and will be rolled out before year end to facilitate the development of a comprehensive support programme.

Evaluation Recommendation 7: UNDP should make the land management support programme with MLRR a top priority during the next programme cycle, providing necessary support to the Government of Zimbabwe to adopt and implement land tenure security policies and regulations, streamline land administration structures and regulations, complete the backlog on land valuation and compensation, and strengthen dispute and conflict resolution systems, structures and procedures.

Management Response: The recommendation is well noted and already being addressed. A support programme for the Ministry of Land is currently being implemented for the period 2014-2017. The programme looks at issues related to land tenure policies and regulations, land administration, land dispute and conflict resolution mechanisms amongst others.

Key Action(s)	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
7.1 Develop and roll-out a land management support programme with the MoLRR	2015 - 2020	UNDP Poverty, Governance Units	Ongoing	

Evaluation Recommendation 8: To improve its capacity building efforts concerning gender mainstreaming, UNDP should consider employing a gender specialist to work directly with the Women Caucus, the Gender Committee and forge effective linkages with government (MWAGCD). This is particularly important during the current period when Zimbabwe is developing and enacting legislation in support of the new constitution.

Management Response: The recommendation is noted and taken on board. Upon the CO's Gender Seal Committee's recommendation, a gender specialist position will be established. The gender specialist will not only provide internal gender mainstreaming support, but will also work directly with the Ministry of Women Affairs, Gender and Community Development.

Key Action(s)	Time Frame	Responsible Unit(s)	Tracking	
			Status	Comments
8.1 Establish the position and recruit a gender specialist for internal and external support to the Ministry of Women Affairs, Gender and Community Development	September – December 2015	Gender Seal Committee	Ongoing	



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