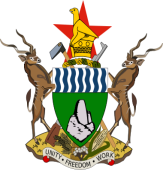
[](http://upload.wikimedia.org/wikipedia/commons/e/ed/Coat_of_Arms_of_Zimbabwe.svg) UNDP Logo

Capacity Building of Local Government and Service Delivery Programme (2012-2015)

Zimbabwe

**END OF PROGRAMME EVALUATION REPORT**

**Submitted To:**

**Ministry of Local Government, Public Works and National Housing,**

**Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage**

**And**

**United Nations Development Programme (UNDP)**

Prepared by:

**Prof Joseph Kamuzhanje**

68 Goodrington Avenue,

Sunridge

Mabelreign

Harare

Zimbabwe

[josephkamuzhanje@yahoo.com](mailto:josephkamuzhanje@yahoo.com)

Cell: 0772 814 131

November 2015-March 2016

# **Acknowledgements**

would like to extend my gratitude and thanks to all who contributed to the execution of this very important assignment. First of all I would like to thank the Ministries of Local Government, Public Works and National Housing and Rural Development, Promotion and Preservation of National Culture and Heritage and the United Nations Development Programme (UNDP) for affording me the opportunity to carry out the evaluation. In this regard, special mention goes to Mr Jonathan Kagoro, the National Coordinator of the Capacity Building for Local Government and Service Delivery Programme for the support that he gave to the process by facilitating smooth dialogue between myself and officials in UNDP and the two ministries and also providing the necessary linkages with the provincial and district authorities.

I would also want to thank Mr Maronge and Mrs Mudzinge (Director Rural Local Authorities and Director Urban Local Authorities respectively) for ensuring that I got all the support within the ministries. Within UNDP, special mentions goes to Mr Wadzanai Madombwe for all the behind-the-scenes work that he did to facilitate the process and to members of his team that provided useful comments and direction especially after the submission of the inception report. In particular, the comments and guidance received from Ms Blessing Muchemwa in the finalisation of the report are highly appreciated. This assignment would not have been possible where it not for the support that I received from provincial and district authorities and heads of local authorities some of whom met with me at very short notice. Their contributions and immense experience in local government and governance issues were quite revealing. As part of the evaluation process, I also sought for ideas and opinions from experts in local government and the two that easily come to mind are Mr A. Mbedzi (former Chief Executive Officer for Beitbridge RDC) and Mrs Christina Landsberg (Head of Development in the Embassy of Australia).

Whilst I took time to ensure that all the views and opinions expressed during the evaluation process were correctly recorded, all errors of omission or commission are my responsibility. In addition to this, the views expressed in this report do not necessarily reflect those of the Ministries of Local Government, Public Works and National Housing and Rural Development, Promotion and Preservation of National Culture and Heritage and the United Nations Development Programme (UNDP) and should not be misconstrued as such.

**Table of Contents**

[**Acknowledgements** 2](#_Toc446366024)

[**List of Abbreviations and Acronyms** 5](#_Toc446366025)

[**Executive Summary** 7](#_Toc446366026)

[**Chapter One: Introduction** 12](#_Toc446366027)

[**Chapter Two: Description of the Intervention** 14](#_Toc446366028)

[**2.1 The Context** 14](#_Toc446366029)

[**2.2 Purpose of the Evaluation** 15](#_Toc446366030)

[**2.3 Design Issues** 16](#_Toc446366031)

[**2.3.1 Theory of Change** 16](#_Toc446366032)

[**2.3.2 Baseline Data** 18](#_Toc446366033)

[**2.3.3 Logframe** 19](#_Toc446366034)

[**2.3.4 Mid Term Evaluation (MTE)** 19](#_Toc446366035)

[**Chapter Three Evaluation Methodology** 20](#_Toc446366036)

[**3.1 Evaluation Scope** 20](#_Toc446366037)

[**3.2 Evaluation Approach and Methods** 21](#_Toc446366038)

[**3.3 Sample and Sampling Frame** 22](#_Toc446366039)

[**3.4 Ethical Considerations** 23](#_Toc446366040)

[**3.5 Limitations of the Methodology** 23](#_Toc446366041)

[**3.6 Data Analysis** 23](#_Toc446366042)

[**Chapter Four: Findings** 24](#_Toc446366043)

[**4.1 Introduction** 24](#_Toc446366044)

[**4.2 Relevance of the Programme** 24](#_Toc446366045)

[**4.3** **Effectiveness** 27](#_Toc446366046)

[**4.3.1 Introduction** 27](#_Toc446366047)

[**4.3.2 Delivery Modalities** 27](#_Toc446366048)

[**4.3.3 Progress on Activity Implementation and Achievement of Targets** 29](#_Toc446366049)

[**4.3.4 Outcomes** 32](#_Toc446366050)

[**4.4 Efficiency** 33](#_Toc446366051)

[**4.5 Impact** 35](#_Toc446366052)

[**4.6 Sustainability** 36](#_Toc446366053)

[**Chapter Five: Other Issues** 39](#_Toc446366054)

[**5.1 Introduction** 39](#_Toc446366055)

[**5.2 How Far Down Should Capacity Building Programmes Go?** 39](#_Toc446366056)

[**5.3 The Relationship between Local Authorities and Ministry** 39](#_Toc446366057)

[**5.4 Perceptions and Attitudes of Residents towards Service Delivery** 39](#_Toc446366058)

[**5.5 The Split of the Ministry of Local Government, Public Works and National Housing** 40](#_Toc446366059)

[**5.6 Collaboration with Other Capacity Building Programmes** 40](#_Toc446366060)

[**5.7 Gender Mainstreaming** 40](#_Toc446366061)

[**5.8 Improving Service Delivery through Private Public Partnerships** 41](#_Toc446366062)

[**5.9 Focusing on Management and Leadership and not Administration** 41](#_Toc446366063)

[**Chapter Six: Conclusions and Recommendations** 42](#_Toc446366064)

[**6.1 Introduction** 42](#_Toc446366065)

[**6.2 Conclusions** 42](#_Toc446366066)

[**6.3 Recommendations** 42](#_Toc446366067)

[**Annex 1 Terms of Reference for End of Programme Evaluation** 45](#_Toc446366068)

[**Annex 2 Inception Report for the End of Programme Evaluation** 50](#_Toc446366069)

[**Annex 3**  **Evaluation Questions** 67](#_Toc446366070)

[**Annex 4** **References** 68](#_Toc446366071)

[**Annex 5 Signed Code of Conduct** 70](#_Toc446366072)

[**Annex 6 List of People Interviewed During the Evaluation** 71](#_Toc446366073)

# **List of Abbreviations and Acronyms**

ARDCZ Association of Rural District Councils of Zimbabwe

CEO Chief Executive Officer

CFHD Civic Forum on Human Development

CLGF Commonwealth Local Government Forum

CSO Civil Society Organisation

DA District Administrator

DAC Development Assistance Committee

DDG District Development Grant

DDL District Development Loan

DRUP Department of Regional and Urban Planning

DTT District Training Team

ECHO European Commission Humanitarian Office

EHA Environmental Health Alliance

GNU Government of National Unity

ILO International Labour Organisation

IRBM Integrated Results Based Management

IRC International Rescue Committee

IRD Institute of Rural Development

LA Local Authority

LG Local Government

LGCPP Local Governance and Citizen Participation Programme

LDF Local Development Fund

MC Minimum Conditions

MDATA Mutare Dialogue and Technology for Accountability Programme

MDC Movement for Democratic Change

MDG Millennium Development Goals

MDP Municipal Development Partnership

MLGPWNH Ministry of Local Government, Public Works and National Housing

MTE Medium Term Plan

NGO Non-Governmental Organisation

NLGCBP National Local Government Capacity Building Programme

OECD Organisation for Economic Cooperation and Development

OPC Office of the President and Cabinet

PA Provincial Administrator

PEOPLE UP Promoting Examples of Participatory Local Empowerment and Urban Planning

PFT Provincial Facilitation Team

PLARP Parastatals and Local Authorities Reorientation Programme

PM Performance Measure

PTT Provincial Training Team

RDC Rural District Council

RDCCBP Rural District Councils Capacity Building Programme

RTI Research Triangle International

QBM Quantrix Budgeting Model

SDG Sustainable Development Goals

SNV Netherlands Development Organisation

STERP Short Term Emergency Recovery Programme

STWP Small Towns WASH Programme

ToC Theory of Change

UCAZ Urban Councils Association of Zimbabwe

UN United Nations

UNDP United Nations Development Programme

UNEG United Nations Evaluation Group

VfM Value for Money

ZIMASSET Zimbabwe Agenda for Sustainable Socio Economic Transformation

ZLGCBP Zimbabwe Local Government Capacity Building Programme

ZUNDAF Zimbabwe UN Development Assistance Framework

# **Executive Summary**

In 2012, the United Nations Development Programme (UNDP) supported the Ministry of Local Government, Public Works and National Housing in the implementation of the **Capacity Building for Local Government and Service Delivery Programme** (herein after referred to as Programme) covering all rural and urban local authorities in the country. The programme directly addressed the ZUNDAF outcome 3.1 (Enhanced Accountability in the Management of Public Resources and Service Delivery) and had five expected outputs:

**Output 1:** *Harmonised Policy and legislative framework for local government developed*

**Output 2:** *Capacity of Ministry responsible for local government, local authorities and communities to co-ordinate, plan and manage responsive and accountable service delivery and local development enhanced;*

**Output 3:** *Predictable and sustainable national fiscal transfer system to mobilize, transfer and use capital resources by local governments for service delivery and local development developed*;

**Output 4:** *System to support human skills development for the local government sector enhanced;*

**Output 5:** *Civic Participation in Local Governance*

In December 2015, the Ministries of Local Government, Public Works and National Housing and Rural Development, Promotion and Preservation of National Culture and Heritage and the United Nations Development Programme (UNDP) commissioned an evaluation of the programme. The evaluation assessed the impact of the Capacity Building of Local Government and Service Delivery Programme, by ascertaining the outcomes of the project measured against its original purpose and objectives.The evaluation provided plausible links between programme inputs and outcomes/impacts and document lessons learned for use in designing and implementing similar activities. In addition, the evaluation;

1. Assessed the extent and manner to which the project strengthened the local Ministry’s capacities to align the local government legislation to the constitution.
2. Assessed whether the project was successful in contributing towards the institutional strengthening Ministry of Local Government, Public Works and National Housing to effectively coordinate and provide leadership for the local government sector.
3. Assessed the project contribution to overall good governance, gender equality and women empowerment.

The key findings for the evaluation were:

**Relevance**: The programme was designed during the GNU and therefore relevant at that point to take advantage of the improved relations between local authorities and residents and spell out the roles and responsibilities of all stakeholders in service delivery. The relative political calm that has existed since that time has helped to build this relationship. In most of the local authorities visited, revenue collection rates have greatly improved which is testimony to a better relationship between the local authorities and the residents. The project was also relevant and in line with UNDP’s mandate to improve service delivery through strengthening the capacity of local authorities as the lowest tier of Government which is closest to the people. It is important to note that this project was the first of its magnitude and scope after the Rural District Councils Capacity Building Programme (RDCCBP) which ran from 1995 to 2001. This puts the UNDP at the forefront of local governance and local government capacity building initiatives. Programmes such as the **Strengthening Capacity For Local Governance and Service Delivery in Zimbabwe Project** implemented by the Commonwealth Local Government Forum (CLGF) and the Municipal Development Partnership (MDP) now have a platform to achieve greater results. The value that UNDP added to the capacity building discourse in Zimbabwe was to catalyse processes within the Ministry not only through providing resources but also the technical guidance and support.

**Effectiveness**: the programme delivery methodology was effective since it used both national and local structures and built the capacity especially for the Provincial Facilitation Teams (PFT) that were critical in the training and delivery of Integrated Results Based Management (IRBM) and Strategic Planning. Members of the PFT in Manicaland, Midlands, Matebeleland North and Matebeleland South indicated that they did not experience a lot of challenges in facilitating the strategic planning and IRBM processes. The only issue that they pointed out was that there was need for the team to come together again and share experiences on the process. Discussions with the Ministry pointed to the fact that the PFTs would be an important entry point to similar processes in the future. One of the highlights of the programme was that it had a functional Board made up of experts from different disciplines. Going through the Board minutes and deliberations it is very clear that the programme benefitted very much from this innovation.

**Efficiency**: the project was implemented respecting the value for money (VfM) principles and resources were used for intended purposes. With a programme of this nature, there would always be challenges in terms of activities taking place in accordance with the schedule but the fact that almost all the activities were implemented by the end of the project is a huge plus on the stakeholders that were involved in the process.

**Sustainability:** the project was designed as a low input high output intervention focusing more on processes and building the technical capacity of local authorities. This increases its chances of being sustainable in the long run because focus areas such as integrated results based management and strategic planning will always be key components of local authority operations. The use of internal resources, both at Ministry and local authority level means that there will always be institutional memory but also availability of technical support and backstopping especially through the provincial facilitation teams should this be required. There is also evidence of buy-in of the programme at all levels and this means that it will be supported in that regard.

**Impact:** a number of factors militated against the impact of the project. First, the programme was designed in a different political (and economic) framework to the one it was implemented in. the programme did not run its full course effectively being implemented for two years out of the design period of four years, did not have the national coordinator in position for the greater part of the time and did not get the full funding it was designed for. Capacity building by nature are process-oriented and mindset-targeted and they take time to produce the necessary impact. Inspite of the foregoing however, the project set in motion processes such as IRBM, strategic planning and financial management which are at the core of local authority operations. In some of the sites visited during the evaluation stakeholders were already beginning to enjoy the benefits on the interventions. Successor programmes already have benchmarks to work from. From the evaluation, it was clear that the Ministry had benefitted a lot from the programme in terms of understanding how to work with local authorities better but also how to use internal resources to strengthen capacities in finance and general administration of their work. Whilst there will always be questions raised on attribution on the strengthening of skills and capacities within the Ministry and local authorities to the programme, it is important to note that within the implementation period of the programme, discernible areas of progress such as financial management with some of the local authorities were coming to the fore.

In terms of programmatic impact, the greatest achievements of the project included the institutionalisation of IRBM and strategic planning in local government, skills training and development in areas such as financial modelling and ensuring that councillors received the necessary training to allow them to carry out their oversight roles.

During the evaluation, there are other issues that came to the fore in discussions with the various stakeholders. Whilst these issues were not part of the original evaluation framework, they are important in so far as they contribute to the success of capacity building programmes such as the Capacity Building of Local Government and Service Delivery Programme. Some of these key issues are:

1. The level and depth of capacity building programmes. In all the discussions with local authorities it was argued that resources permitting, programmes should permeate all levels of the local authority. This increases the chances of their acceptability and ownership.
2. There is need to improve the relationship between the Ministry at Head Office level and the lower structures specially local authorities. Currently, this relationship is seen as being too instructive and characterised by circulars and directives. The perceived lack of involvement of the lower level structures breeds some levels of resistance.
3. There is need to convert the relationship between residents and local authorities on issues of service delivery from a “vicious” to a “virtuous” cycle. It is clear that there is already a synergistic and symbiotic relationship between the two and efforts should be made to ensure that they work together.
4. There is a lot of work that needs to be done in terms of gender mainstreaming. In the past efforts have concentrated on women empowerment. However, there is now need to move towards economic empowerment.

**Conclusions:** the conclusions for the evaluation were reached after distlling all the discussions that the evaluator had with the various stakeholders at Ministry, UNDP and local authorities. The conclusions are part of a process to summarise the key discussion points from the evaluation process and provide the platform on which evaluation recommendations are made. Therefore, the major conclusions from the evaluation are:

1. Capacity building programmes such as this one are important in helping to standardise processes and performance indicators across all local authorities. This makes it easier for the ministry to have a better understanding of where each local authority is in terms of fulfilling its mandate and the type and level of support that is required.
2. It is important that these programmes are designed such that they complement each other but also speak to other similar interventions which may be bankrolled by other funding agencies. What is important is to ensure that the goal of the programmes is the same but there is the understanding that the approaches to address that common goal may differ.
3. There should be enough human and financial resources to run programmes of this nature so that the incumbents can focus on ensuring that the programme mandates are delivered to acceptable levels.
4. Throughout the evaluation process, it was very clear that there was support for and ownership of the programme at all levels. The support from UNDP and the ministry to have a successor programme at the earliest possible time and to ensure that the activities started as part of this programme are provided with the necessary backstopping will be important to ensure that there is no drop in momentum.
5. The evaluation found out that there are still operational, conceptual and systemic issues that should be resolved if programmes of this nature are to reach their full impact. In most of the discussions, it was clear that there is a lot of work that still needs to be done to smoothen the relationship between the ministry and the local authorities. Admittedly, this should be an ongoing process due to the dynamics of local government and local governance.

The recommendations from the evaluation are:

|  |  |
| --- | --- |
| Target Audience | Recommendations |
| UNDP | * To ensure the effective implementation of future programmes, there is need to have a fully-fledged technical team working with the National Programme Coordinator. * In order to develop a proper conceptual understanding of the programme and also to ensure that the progress made in the implementation of the project can be properly tracked, there is need to develop the theory of change for the programme before implementation * Future programmes to address both the supply and demand side of service delivery. * In all capacity building programmes, there should be a balance between software (skills) and hardware (materials) because it has always been argued that one without the other does not give the intended results. |
| Government of Zimbabwe | * Capacity building programmes should ensure that important and relevant stakeholders outside of the local authorities are also targeted so that there is a wider understanding of the programmes. * Future capacity building programmes should target land work with local authorities that are deemed to need the capacity development the most. * More than just strategic planning, there is need to focus on participative planning and budgeting approaches. This should see the involvement of a wide spectrum of stakeholders participating in the process. |
| Development Partners/Donor | * The funding partners should adopt a basket funding approach to reduce duplication and double-dipping |

# **Chapter One: Introduction**

In 2012, the United Nations Development Programme (UNDP) supported the Ministry of Local Government, Public Works and National Housing in the implementation of the **Capacity Building for Local Government and Service Delivery Programme** (herein after referred to as Programme) covering all rural and urban local authorities in the country. The essence of the programme was addresss the challenges of poor service delivery by the Local Authorities and the local government sector in the country. This was in tandem with the aspirations of the ZIMASSET, the national development programme.

The programme directly addressed the ZUNDAF outcome 3.1 (Enhanced Accountability in the Management of Public Resources and Service Delivery) and had five expected outputs:

**Output 1:** *Harmonised Policy and legislative framework for local government developed*

**Output 2:** *Capacity of Ministry responsible for local government, local authorities and communities to co-ordinate, plan and manage responsive and accountable service delivery and local development enhanced;*

**Output 3:** *Predictable and sustainable national fiscal transfer system to mobilize, transfer and use capital resources by local governments for service delivery and local development developed*;

**Output 4:** *System to support human skills development for the local government sector enhanced;*

**Output 5:** *Civic Participation in Local Governance*

With the programme coming to an end in December 2015, the Ministries of Local Government, Public Works and National Housing and Rural Development, Promotion and Preservation of National Culture and Heritage and the United Nations Development Programme (UNDP) commissioned an evaluation of the programme. The evaluation was supposed to assess the impact of the Capacity Building of Local Government and Service Delivery Programme, by ascertaining the outcomes of the project measured against its original purpose and objectives.The evaluation was supposed to provide plausible links between programme inputs and outcomes/impacts and document lessons learned for use in designing and implementing similar activities. In addition, the evaluation was supposed to:

1. Assess the extent and manner to which the project strengthened the local Ministry’s capacities to align the local government legislation to the constitution.
2. Assess whether the project was successful in contributing towards institutional strengthening Ministry of Local Government, Public Works and National Housing to effectively coordinate and provide leadership for the local government sector.
3. Assess the project contribution to overall good governance, gender equality and women empowerment.[[1]](#footnote-1)

The capacity building journey, whilst it has stops and detours, does not end. The main consumers of this report are therefore UNDP and the two ministries that still have a mandate to ensure that local authorities in both rural and urban areas are able to deliver quality services in line with the mandates set in the Rural District Councils Act and the Urban Councils Act, in conjunction with other relevant pieces of legislation. The lessons generated in the Capacity Building of Local Government and Service Delivery Programme are a useful stepping stone to future programmes and it is important that they are viewed as such.

In many respects, this Programme was more about enhancing the organisational processes and management systems and whilst there were internal issues to do with budget execution and other indicators of efficiency, it is important to note that most of the focus was on the qualitative rather than the quantitative aspects of the programme. In addition, and as will be elaborated later in other sections, for such a programme, it was agreed after discussions with the Ministry that the evaluation process would provide more value if it focused on more on systemic issues and the learning that was generated which will be critical in future programme design. In line with this, the evaluator decided to focus on those issues that would allow Ministries of Local Government, Public Works and National Housing and Rural Development, Promotion and Preservation of National Culture and Heritage and the United Nations Development Programme (UNDP) to design relevant and appropriate successor programmes.

The evaluation processes focused on the achievements made and challenges that were encountered during the implementation of the capacity building programme. However, as the process unravelled, it became clear that the progframme was not taking place in a vacuum and there were many issues raised at national, provincial and local authority levels that needed to be part of the report in some instances to explain the success or failure of the programme but more importantly to provide important insights into the future of local government and governance in Zimbabwe.

Chapter **One** of this report has given a background to the capacity building programme and its intentions. Chapter **Two** provides a discussion on the background to the evaluation with Chapter **Three** discussing the evaluation methodology. Chapter **Four** will focus on the findings whilst Chapter **Five** will tackle some of the issues that emanated from the evaluation process which were not directly related to the evaluation and Chapter **Six** will provide conclusions and recommendations that are supposed to be helpful in the design of future programmes.

# **Chapter Two: Description of the Intervention**

## **2.1 The Context[[2]](#footnote-2)**

The programme was designed when Zimbabwe was in transition from the political, economic and social challenges that started in the late 1990s but really manifest themselves between 2007 and 2009 where service delivery at all levels almost collapsed. This challenge is most poignant in recent cases of diminished provision of water, sewage reticulation and sanitation that resulted in outbreaks of cholera and typhoid in 2008/9.

Politically, the programme was designed during the era (2011) of the Government of National Unity (GNU) where whilst most of the macro and micro-economic fundamentals stabilized, there were still challenges in terms of the major political stakeholders in the country agreeing on a common development vision and priorities. For local authorities, this was a particularly difficult period as they had to balance service delivery with some political decisions that curtailed their efforts to meet the needs and priorities of their clients. The most obvious and perhaps far-reaching event in this period was the directive to all local authorities to cancel debts owed by residents for services rendered during the build-up to the 2013 national elections.

Towards the end of the programme (September 2015), during a Cabinet reshuffle, a new ministry of Rural Development, Promotion and Preservation of National Culture and Heritage was formed which is now responsible for rural local authorities. The impact of this is still to be seen and will be subject to further discussions in the latter sections of this report.

Whilst the programme was supposed to be driven by the then Ministry of Local Government, Public Works and National Housing (MLGPWNH) at the national level and through the local authorities, it was recognised that there was need to ensure the involvement of other relevant stakeholders. The key institutions that were part of the programme were the Ministry of Women Affairs, Gender and Community Development and UN Habitat. In addition, the Urban Councils of Zimbabwe (UCAZ) and the Association or Rural District Councils of Zimbabwe (ARDCZ) were also instrumental in the programme as they were supposed to and able to represent their members.

The project targeted all the 92 urban and rural local authorities in the country and managed to reach all of them with all or some of the activities in line with the outputs presented in the introductory section of this report. The key components of the programme were:

The amendments to the Rural District Councils Act and the Urban Councils Act. The idea was to first all update the pieces of legislation and then develop one Local Government Act.

Improvement of the capacity of local authorities to deliver quality services through exposure to strategic planning and integrated results based management (IRBM). This was supposed to strengthen internal systems as well as the interaction between local authorities and their clients.

Support efforts to transfer national financial resources to local authorities in line with the provisions of Chapter 17, Part I Section 301(3) of the Constitution of the Republic of Zimbabwe[[3]](#footnote-3) which clearly states that not less than 5% of the national fiscus must be given to provincial and local authorities.

Skills development for the staff of local authorities so that they are in a better position to execute their duties.

The promotion of civic awareness so that there is more accountability as far as service delivery is concerned. This is a very important component especially when the issues of accountability are looked at from both the demand (residents) and supply (local authority) sides. In past programmes, accountability has tended to be associated only with the supply side.

At design stage, the anticipated total budget for the programme was $16,980,000. However, due to funding challenges, the programme was able to mobilise only $4,500,000 which is just 26% of the total budget. This would have major repercussions in terms of the extent to which activities would be implemented with some of them being taken out of the programme completely.

In terms of the human resources, the project was manned only by National Coordinator who was supported by junior staff from the Ministry of Local Government. The fact that the National Coordinator joined the programme only in July 2014 made the situation worse as he did not have enough time to implement all outstanding activities. However, there was a lot of delivery in terms of programme activities from the time that he joined otherwise the programme may not have achieved the success that it managed

## **2.2 Purpose of the Evaluation**

This end of programme evaluation aimed to assess the impact of the Capacity Building of Local Government and Service Delivery programme, by ascertaining how the outputs contributed to the outcomes in the CPD and ZUNDAF This evaluation will be benficial to the UNDP in further horning its capacity building interventions, the Ministries responsible for local government on how they can make the best of utilise capacity building intervention of this nature and development organisation on how they can use the lessons from this programme to enrich their interventions.

Specifically the evaluation assessed the following key areas:

1. Assess the extent and manner to which the project strengthened the local Ministry’s capacities to align the local government legislation to the constitution.
2. Assess whether the project was successful in contributing towards institutional strengthening Ministry of Local Government, Public Works and National Housing to effectively coordinate and provide leadership for the local government sector.
3. Assess the project contribution to overall good governance, gender equality and women empowerment

## **2.3 Design Issues**

As with every programme, there will be always be design issues which take away some of the impact that could be generated if they were considered.

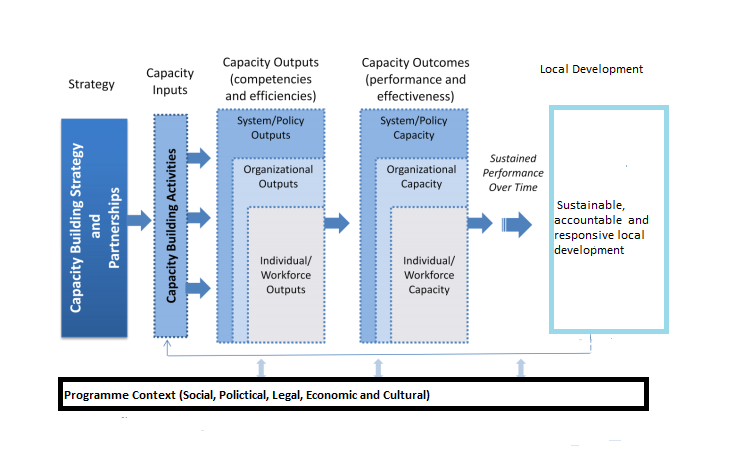
### **2.3.1 Theory of Change**

Theories of Change (ToC) within programme designs have become quite critical in explaining the impact that should be generated by a programme and providing a basis for the measurement of that impact. A theory of change is the articulation of the underlying beliefs and assumptions that guide a service delivery strategy and are believed to be critical for producing change and improvement.[[4]](#footnote-4)

This capacity building programme did not have a well-define ToC and this presented challenges in measuring whether the change that occurred could be attributed to the efforts put in during the four years of implementation. During the inception phase of the evaluation, the consultant with the concurrence of the Implementing Partner and the Programme Coordinator put forward a ToC that could be used to validate the programme. The logic of infusing a theory of change approach in this evaluation was to base the evaluation on a ToC of how the intervention is understood to produce its intended impact (Rogers P. S. 2013:5). The ToC shown in figure 2 assisted the evaluation in the following ways:

1. Testing the assumptions that the project made during the initiation process
2. Identification of the intermediate outcomes and impacts that could be observed within the time frame of the programme;
3. Distinguish between *implementation failure* (when impacts have not been properly implemented) or *theory failure* (where the intervention does not lead to desired impact even when implemented well) and,
4. Provide a conceptual framework to bring together diverse evidence about the programme involve large numbers of diverse interventions.

*Fig 2: Proposed Theory of Change for the Capacity Building Local Government and Service Delivery Programme*



**Source:** Adopted from PERFAR 2012:9

The thought process of the ToC is that if capacity building activities are designed based on a commonly agreed strategy and with a clear understanding of the context and environment where there is an effort to address existing inefficiencies and incompetencies and if these processes are given enough time to mature and self-regulate, then there should be sustained local development, however that is defined. One key component of the ToC is the understanding that the change process has to involve all relevant stakeholders that is why the issue of partners is critical.

The ToC was based on the establishment of viable partnerships which would be responsible for carrying out programme activities at individual, systems and organisational levels to generate sustainable, accountable and responsive local development and quality service delivery within the prevailing legal, social, economic and political framework.

The absence of a defined ToC could also be understood in the context that this programme was coming after a ten year hiatus without a recognisable capacity building programme in the Ministry and the project would then provide an opportunity to have a better understanding of the local government sector without the necessary pressure of linking the programme back to a ToC. It will be recommended in the relevant section that the follow-up programmes should all have a recognisable ToC for purpose of impact measurement.

It is important to understand that the proposed ToC with all its elements is to a certain extent generic for capacity building programmes across sectorsand should in future still be relevant. However, it is important for UNDP and its partners to understand the critical importance of carrying out a needs assessment and gap analysis which will inform the activities that are designed as part of the capacity building process.

Taking into account the foregoing discussion, it is the conclusion from the evaluation that the design of the project was largely adequate to achieve the outpus that were set. However, as will be discussed in a separate section, the outputs that were designed for this programme were each capable of having been a programme on their own due to the issues that they were supposed to address. In that regard, in future, it may be necessary to be realistic in the number of areas that these capacity building programmes should address for maximum impact.

### **2.3.2 Baseline Data**

Besides the main programme document, the only other document that provided a framework for the implementation of the programme was the *Capacity Building for Local Government and Service Delivery: Report of the 2013 Local Government Capacity Assessment,* which was carried out a year later into the implementation of the programme. Whilst the capacity assessment which acted as the major source of baseline was carried after the start of the programme, the results framework in the project document also provided some qualititaive baseline as indicated in the table below:

|  |  |
| --- | --- |
| **Outputs** | **Baseline** |
| **Output 1:** *Harmonised Policy and legislative framework for local government developed* | -The four acts governing the local government sector are not aligned to the constitution.  -The subsidiary legislation is outdated and legislation is fragmented. |
| **Output 2:** *Capacity of Ministry responsible for local government, local authorities and communities to co-ordinate, plan and manage responsive and accountable service delivery and local development enhanced;* | -Outdated and weak systems, not relevant to the current developments.  -Bloated and inappropriate organisational structures.  -poor service delivery  -obsolete and inadequate operational manual |
| **Output 3:** *Predictable and sustainable national fiscal transfer system to mobilize, transfer and use capital resources by local governments for service delivery and local development developed*; | * Absence of local development fund   -Lack of understanding of the design of a Local Deveelopment |
| **Output 4:** *System to support human skills development for the local government sector enhanced;* | -Outdated training facilities  -inadequate tranining materials  -uncordinated training programmes that are not based on learning needs |
| **Output 5:** *Civic Participation in Local Governance* | -low civic participation in local governance  -poor accountability by local authorities to the citizens |

**Source: Capacity Building of Local Government and Service Delivery Programme Document 2012**

It is important to understand that the **Capacity Building for Local Government and Service Delivery Programme** was designed to address five of the eight areas that were identified in the needs assessment carried out by Chatiza. There are three areas that still require attention: (i) spatial planning and development coordination (ii) Service Delivery,and (iii) Gender and local government. The decision not to address them in this current programme makes sense because their success or lack of it depends on how the other five areas have progressed.

### **2.3.3 Linkages with CPD**

This discussion leads from section 2.3.1 which discussed the issue of the ToC. From the ToC, there was need to develop a proper logframe with the outcomes, outputs and activities. In the context of the programme the logframe design followed the UNDP programming framework. Within this framework, the programme had a results framework which detailed the outputs and the outcomes were linked to the results in the Country Programme Document (2012-2015) and ZUNDAF (2012-2015) as the outcomes. This programme contributed to the Country Programme Document outcome of “Strengthened capacity of strategic central and local government institutions to enhance delivery of services” and ZUNDAF’s “Outcome 1.3: Enhanced Accountability in the Management of Public Resources and Service Delivery”. Pitting the results framework for the programme with the proposed ToC, there is a very close relationship between the two because both of them focus on ensuring that that there are proper accountability systems which allow various stakeholders to challenge the development processes within the local authorities as far as service delivery is concerned. In this regard, the most important output would then have been civic participation and awareness which would give evidence on whether the systems developed through the enactment of favourable legislation, building the skills base of the personnel and providing a supportive funding mechanism were robust enough to entertain the demands for improved service delivery.

# **Chapter Three Evaluation Methodology**

## **3.1 Evaluation Purpose, Objectives and Scope**

The evaluation was carried out between December 2015 and January 2016 with the greater part of January 2016 being used to writing the evaluation report. The evaluation covered the period 1st of June 2012 to 31st of December 2015.

The essence of the evaluation was built around these evaluation criterion:

1. ***Relevance,*** that is, inquiring on how relevant was the programme to the Zimbabwean context in generally and to the local government sector in particular. The relevance criteria carried a weighted evalution score of 15%.
2. ***Effectiveness.*** The evaluation explored the  robustness of the project’s delivery mechanism and whether is supported the delivery of the the desired objectives and good governance and management. Effectiveness had a wieghted score of 20%.
3. ***Efficiency.*** The evaluation investigated on whether the project was spending well and maximising outputs for a given level of inputs. The core question was whether the project was presenting a good value for money. A twenty (20%) percent weighted score was assigned to effectiveness.
4. ***Impact.*** The lasting transformational results of the project were interrogated under this evaluation criteria. The impact criteria carried a 10% weighted score.
5. ***Sustainability.*** The evaluation explored the extend to which the results of the project would be maintained after the life of the project. The sustainability had a weighted score of 35%.

The evaluation process covered local authorities in Manicaland, Matebeleland South, Masvingo, Midlands, Mashonaland Central and Mashonaland West and in each province at least two local authorities were covered. In addition to the field work in the 7 provinces and 42 districts, interviews and discussions were also held at the national level with UNDP, Ministry of Local Government, Public Works and National Housing and Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage, the Association of Rural District Councils of Zimbabwe (ARDCZ) and the Urban Councils Association of Zimbabwe (UCAZ). In addition, discussions were also held with local government practitioners some of whom worked with the Ministry for a very long time and had a good and passionate understanding of the issues involved. Whilst there were question guides, the evaluation was more open to allow for discussions covering other issues outside of but impinging on the success or lack thereof of the programme.

During the evaluation process, questions (see Annex 3 and the Evaluation Matrix) that were asked to the different stakeholders were meant to develop a common understanding on what the programme was meant to achieve and also generate lessons for future programmes of a similar nature.

## **3.2 Evaluation Approach and Methods**

The evaluation employed a participatory qualitative methodology. This choice of the evaluation was lagerly influenced by the nature of the project’s intended results which are mostly of a qualitative nature. The participatory nature of the evaluation enquiry will ensured that the beneficiaries and key stakeholders are learning besides mere participation in the process of the evaluation. Within this evaluation methodology, the following methods were used to gather data.

1. ***Literature Review***

Using a literature review matrix, the evaluation reviewed programme documents made available at the start of the evaluation process. A list of the documents reviewed are presented as an annex to this report. In addition, the evaluation also reviewed literature on local government and local governance within and outside of the Southern Africa region. What became apparent is that very little has been written and published on local government in Zimbabwe and this is perhaps an area that UNDP and other stakeholders can actually invest in. it is agreed across the spectrum of local government experts that some of the issues that take place in Zimbabwe are quite unique in both content and substance and so there is a huge literature gap that is being created if these issues are not captured and analysed for the benefit of the sector. Primary sources of data were local authorities (both rural and urban), provincial and district administrators and local government experts within and outside of the two ministries and UNDP. This approach was taken in order to attract as wide as possible opinions on how the sector could approach capacity development for the benefit of the people that are supposed to receive quality services.

1. ***Key Informant Interviews and Questionnaires***

Annex 4 provides a list of the people that were interviewed as part of the primary data collection for the evaluation. These included the two directors responsible for local authorities in the ministry, the governance officer in UNDP, the programme coordinator, council chairpersons and councillors, district administrators and chief executive officers of local authorities. The evaluation also sought the views of local government experts such as the former CEO of Beitbridge RDC and the Head of Programmes at the Australian Embassy. Due to scheduling issues, it was not possible for the evaluator to have discussions with the funding agencies and also the Office of the President and Cabinet (OPC) which provided guidance to the IRBM processes. No doubt, the evaluation process would have greatly benefitted from the viewpoints coming from these important stakeholders.

A questionnaire guide drawn from evaluation matrix was used to collect most of the data through interviews with the officials in the various local authorities. Where possible, all relevant staff within a local authority were brought in one room for purposes of validation of the responses but also so that the evaluation process within one local authority would take less time.

1. ***Site Visits***

The following are the sites that were visited during the evaluation: Beitbridge and Gwanda (Matabeleland South Province); Mwenezi and Chivi (Masvingo Province), Chegutu and Kadoma (Mashonaland West Province);, Kwekwe and Gweru (Midlands Province); Bulilima and, Mangwe (Matabeleland North), Mazowe, Bindura and Shamva (Mashonaland Central). Where both rural (Gwanda RDC, Mangwe RDC) and urban local authorities (Bulawayo City Council) existed in the towns, individual or joint meetings were organised to ensure that the discussions were broader.

1. ***Focus Group Discussion***

Because all local authorities had taken part in all or some of the aspects of the programme, there was a lot of enthusiasm across the board to be part of the discussions and to contribute towards the design of future similar programmes. The fact that some of the officials had to create time even outside of normal working hours and days to meet with the evaluator are testimony to their interest and commitment to the issues at hand. As will be seen from the list of people interviewed, there was a real attempt to meet stakeholders from across the local government spectrum for purposes of providing the necessary credibility to the whole evaluation exercise.

### **Limitations of the Methodology**

One of the shortcomings of the evaluation was that not all local authorities could be reached either directly or indirectly. This was because of the limited time allocated for the evaluation due to budgetary contraints. s. This is an area that both UNDP and the two ministries should really prioritise going forward so that they get the best value out of such an important process. It was also difficult to understand the progress made by the programme in the absence of a proper baseline survey and mid-term evaluation. In this regard, reference to quarterly reports and minutes of Board meetings became a critical source of information. Outside of these critical documents, the Local Government Capacity Assessment report produced by Chatiza (2013) provided the necessary indicators for which areas to focus on in this programme. As has already been mentioned, the assessment report identified eight key areas and this programme covered five of them. During the evaluation process, it was quite clear that the outputs designed for this programme went some way to address the gaps that were identified in the assessment report.

### **3.3 Sample and Sampling Frame**

A multiple sampling strategies were e used with the intention to cover as many of the urban and local authorities as possible. In this way, all the provinces would get the chance of at least one rural and one urban local authority to be part of the field work. The next level of sampling was to involve those local authorities that are on the main trunk roads in the country: Harare-Mutare, Harare-Beitbridge, Harare-Chirundu, Harare-Mount Darwin and Harare-Bulawayo-Plumtree as shown below. At the end of the evaluation, the local authorities that are highlighted in blue had been reached by the consultant.

1. **Cluster 1**: Marondera (Mashonaland East), **Makoni** and **Rusape, Mutare, Mutasa, Nyanga, Chimanimani and Chipinge** (Manicaland)
2. **Cluster 2**: Norton, **Chegutu, Kadoma**, (Mashonaland West), **Kwekwe**, **Zibagwe**, Gweru, Vungu (Midlands), Plumtree, **Bulilima**, **Mangwe**, Umzingwane (Matebeleland South), Umguza (Matebeleland North).
3. **Cluster 3**: **Mazowe, Bindura, Shamva** (Mashonaland Central)
4. **Cluster 4**: Chinhoyi, Makonde, Karoi (Mashonaland Central)
5. **Cluster 5**: **Beitbridge, Gwanda** (Matebeleland South), **Mwenezi**, **Chivi**, Masvingo (Masvingo Province), Chikomba and Chivhu (Mashonaland East).

For each local authority chosen, the chief executive officer (rural), town secretary (urban), the head of finance, the district administrator and at least one councillor were interviewed in order to get a cross-section of views and ideas about the different aspects of the programme.

For a programme of this nature, it would have been ideal to have as many local authorities as possible being part of the actual discussions. However, resource and time limitations made it impossible for this to happen.

### 

### **3.6 Data Analysis**

The evaluation was more qualitative and han quantitative and the discussions were more anecdotal as they were brought out in focus group discussions and one-on-one interviews. Any validation of the issues raised was done during the discussions. Issues that could not be validated immediately especially those pertaining to the relationships between local authorities and the Ministry at Head Office which were raised by the local authorities were discussed again at the higher level just to ensure that there was congruency at all levels.

# **Chapter Four: Findings**

## **4.1 Introduction**

The findings and conclusions in this report will be made in line with that criteria. As part of the inception of the evaluation, a weighted rating system was agreed upon for each of the variables. Therefore, for each criterion, a rating against what was agreed at the start will be given to provide an indication of the progress that was made on that measure.

## **4.2 Relevance of the Programme**

The evaluation process assessed how relevant the programme was to the local government context in Zimbabwe. In addition, the evaluation assessed the responsiveness of the programme to the shifts and changes in the operational context. Some of the guiding questions used during the evaluation were:

* *To what extent is UNDP’s engagement in capacity strengthening of the Local Government Sector a reflection of strategic considerations, including UNDP’s role in the particular development context in Zimbabwe and its comparative advantage vis-a-vis other partners?*
* *Was the design of the project adequate to properly address the issues envisaged in the formulation of the programme?*
* *Are the activities and outputs of the programme consistent with the intended outcomes and effects?*
* *Do the outputs and outcome address the specific development challenges of the Country and the intended beneficiaries? Were there any unintended consequences (positive or negative) that have implications to the human development goals of the country?*

Local government and local governance is a contested space in Zimbabwe. There are therefore high chances of some issues being politicised and this may detract from the good intentions of the stakeholders that may be driving them.The programme was designed during the GNU and as therefore relevant at that point to take advantage of the improved relations between local authorities and residents and spell out the roles and responsibilities of all stakeholders in service delivery.

It is also important to note that the last (1999) local government capacity building, the Rural District Councils Capacity Building Programme (RDCCBP), which focused only on rural local authorities ended in 2001. Since that time, most of the capacity building programmes were carried out by non-governmental organisations and did not necessarily have the same coverage as the RDCCBP. As a result, there was a vacuum in terms of rationalising and standardising local government performance and practice. The UNDP capacity building programme therefore came at an opportune time to re-energise and reinvigorate the sector.

At the same time that the programme was being designed, an important milestone was being reached in the country with the drafting of the new constitution which came into effect in 2013. For the first time in the history of Zimbabwe, local government was constitutionalised. Article 264(1) is pertinent in this regard: “….whenever appropriate, governmental powers and responsibilities must be devolved to provincial and metropolitan councils and local authorities which are competent to carry out those responsibilities efficiently and effectively”[[5]](#footnote-5) The “roles and responsibilities” referred to here are found in the Rural District Councils Act[[6]](#footnote-6) and the Urban Councils Act[[7]](#footnote-7). The work carried out by the programme in the review of the local government legislation was in part an attempt to implement the provisions of the constitution to ensure that the frameworks for measuring the performance of local authorities was standard across rural and urban councils through the promulgation of one Local Government Act.

The capacity building programme must be lauded for putting in mechanisms to ensure that local authorities would deliver on their mandate with the understanding that this would break the vicious cycle of for example, residents unwilling to pay for services that they say are either not being provided or of poor quality when they are provided.

In 2005, the Governmnet of Zimbabwe adopted IRBM as its public sector management tool and it was adopted and rolled out to the Local Governmnet sector in 2014. The project supported the cascading of IRBM to local authorities through the use of Provincial Facilitation Teams (PFT). This was quite important as it meant that if local authorities were facing challenges, they could get assistance nearer as the members of the PFT for each province were either at Province, one of the local authorities in the province or one of the Public Service Training Centres in the Province, and also the PFTs would ensure that there was institutional memory of the process even at that level as they remained within the system. This was an improvement on a model that has been used whereby external experts are contracted to provide backstopping support but may not be readily available when required.

At the time of the evaluation, some of the local authorities (Bulawayo City Council and Makoni RDC) had just completed the first budget prepared under the IRBM mandate and conceded that it would too early to assess how useful as a tool IRBM was. However, there was consensus that focusing on results as opposed to activities which was the norm in the past was more useful as there was now the possibility addressing the targets that the activities were supposed to help to achieve. Already local authorities such as Chivi and Chipinge RDC had started collecting more revenues than the same time in the previous years. In principle, this would translate to better service delivery but this could not be substantiated through discussions with the residents.

The local government sector was hit by skills flight during the decade of socio-economic challenges (2000-2008). This created the Capacity Assessment study labelled the “missing middle” in terms of personnel gaps at the Ministry of Local Government, Public Works and National Housing and the local authorities. By supporting competency enhancement activities the project become relevant t the needs of the local government sector.

The project was also relevant and in line with UNDP’s mandate to improve service delivery through strengthening the capacity of local authorities as the lowest tier of Government which is closest to the people. The project recognised the critical role that local government plays in deepening democracy and enhancing people participation in national affairs.[[8]](#footnote-8) It is also important to understand that whilst the UNDP was designing this programme, there were other similar interventions which were being designed by other donors with the most visible of these being the ***Strengthening Capacity For Local Governance and Service Delivery in Zimbabwe Project*** supported by the EU and being implemented through the Municipal Development Partnership and the Commonwealth Local Government Forum. The UNDP project was quite strageic in terms of its coverage as it involved all the local authorities, both rural and urban and focused on how to strengthen the systems within local authorities so that they are better able to respond to the demands and priorities for service delivery by the residents. The fact that the EU programme really started after the end of the UNDP programme provides a basis on which the work intended in the UNDP project can be taken further in the target local authorities.

The Ministry of Local Government deserves credit for having taken up the responsibility to manage the programme in the period leading up to the appointment of the National Coordinator considering the amount of competing demands especially on the Director’s of Rural and Urban Local Authorities. The evaluation process concludes that bearing in mind the other internal capacity issues that require a more systemic and aggressive change processes, there is enough capacity for the Ministry[[9]](#footnote-9) to implement programmes of a similar nature in the future. There is however need to ensure that there is an adequate resource outlay to support the ministry to carry out its mandate.

The goal of the programme was to ensure the “enhanced accountability in the management of public resources and service delivery”.[[10]](#footnote-10) This goal focus and rightly so on accountability systems. What then becomes important is how that is going to be achieved. A close analysis of the activities that were proposed for this action suggests that they were relevant and appropriate in achieving this goal. The focus on strategic planning, IRBM and finance systems is an indication of the level of awareness within UNDP of the direction that such a programme was supposed to take. The fact that some of the key outputs and activities (especially on civic awareness) were not carried out should not detract from this achievement.

In summing this section of relevance, the evaluation found the Capacity Building of Local Government and Service Delivery project being relevant to the Zimbabwean and local government context. The project was addressing the really challenges facing the sector such as service delivery, alignment of the local government legislation to the constitution, skills enhancement and institutionalising IRBM in local authroities. **The evaluation rates the relevance criteria at 15% (15%[[11]](#footnote-11)).**

## **4.3 Effectiveness**

### **4.3.1 Introduction**

This part of the evaluation investigated the robustness of the delivery mechanism of the programme and assessed whether the programme’s delivery mechanism supported the achievement of the desired objectives and demonstrate good governance and management.

### **4.3.2 Delivery Modalities**

There are basically two ways of looking at the effectiveness of the delivery model for this programme. These two ways would depend on the objective of the programme. If UNDP and partners were only interested in ensuring that project activities were implemented and targets met (an almost “tick the box” exercise), a fully-fledged programme implementation team would have been put in place. The challenge with such an approach is that the programme is not readily accepted and its sustainability becomes very difficult to guarantee. However, if the intention of the programme was to build institutional capacity, then it would have to be driven by the Ministry itself. UNDP and partners adopted the latter model but at pressure points, would then bring in external technical experts to assist in the delivery of some of the activities. At the institutional level, the programme was delivered through the National Programme Coordinator who was housed within the Ministry. This was an important component as it allowed for easy access for the Coordinator to senior ministry officials and allowed decisions to be made without the unnecessary bureaucratic delays. Within the ministry, between the two of them, the Directors for Rural and Urban Local Authorities respectively were the key focal points. Having such senior officials supporting the programme has a lot of advantages with the key one being the ownership of the programme and also opportunity for decisions to made with speed. However, it is also important to realise that the two directors have a lot of other responsibilities and so would not necessarily have the time all the time to provide the backstopping such a programme would require.

In discussions with both the ministry and UNDP, it became clear that the programme benefitted very much from having a Board made up of people from within and outside UNDP and the ministry and who also were coming from diverse backgrounds. This provided opportunities for strategic guidance and interrogation of programme deliverables. A review of the minutes of the Board meetings pointed to a team that had the interests of the programme and which provided key assistance to the programme.

For critical areas of the programme, external experts were used on a number of deliverables that were supposed to shape the programme such as PFTs in the delivery of training and support in IRBM and strategic planning. This is a model that has been in use since the days of the RDCCBP where Provincial Training Teams (PTT) and District Training Teams (DTT) were used to deliver on components of the programmes. It is important however to ensure that these structures are given the necessary technical and financial support in order to increase their effectiveness. A good example is on the strategic planning component where the PFTs were trained for a week in Gweru and were then expected to go and roll out the process and support their respective local authorities to produce the IRBM compliant plans. The time provided for the training was not adequate to give them the necessary technical and facilitation skills. It is also important to understand that whilst this is indeed a viable model, the members of the PFT also have other responsibilities and this should be used to inform the programme that is developed for them to support to the local authorities.

In light of the above discussion the evaluation found that the project’s delivery menchanism was robust and use of a Board provided sound participatory governance to the project. The evaluation also found out the relevant stakeholders were involved in the implementation of the project including knowledge institutions (Midlands State University); umbrella bodies of Local Authorities (UCAZ and ARDC) and representatives of Residents Associations (MURA). However, even with the foregoing, it is important to underscore the fact that there could have been more done by these and other stakeholders in shaping the direction of the programme. The pulling out of some of the donors meant that not all activities could be done and this is quite unfortunate for a programme that was designed to operate in an integrated manner. Also, more could have been done to meaningfully interact with the local authority lobby bodies, UCAZ and ARDC in terms of galvanising the local authorities to take up and own the programme. This is an important lesson for the future that these apex bodies should be involved from the conceptualisation of the programme through to its monitoring and review.

Because the output on civic awareness was not implemented to the envisaged extent, it is difficult to make conclusions on how inclusive that process would have been in terms of engaging with and understanding the service delivery needs and priorities of vulnerable and marginalised communities and individuals. Suffice to say that because the design of the programme understood and respected the divergent nature of the communities, there would have been enough attention paid to the issues of gender, disability and social inclusion in general.

### **4.3.3 Progress on Activity Implementation and Achievement of Targets**

Part of the evaluation investigated how far the programme had gone in terms of its deliverables. The following table summarises the achievements made and the challenges encountered in the implementation of programme activities:

|  |  |  |
| --- | --- | --- |
| **Year** | **Planned Activities** | **Evaluation Findings** |
| 2012 | Comprehensive capacity assessment of local government sector | The Capacity assessment study was carried out in 2012-2013. The study identified the key capacity issues in the areas of policy and legal environment, human resources, local government funding and resourcing, spatial planning. Of these gaps and within the time frame of the project, resource mobilisation and planning were adequately addressed. Whilst work had started on the revision of the RDC Act and Urban Councils Act, the exercise was not completed. |
| Review of the legal and policy framework. | This activity has been executed jointly with Common Wealth Local Government Forum led Capacity Building of Local authorities programme in 2014-2015. A study was carried out by the Midlands State University that reviewed the legal and policy environment under the Constitutionalisation of Local Government in Zimbabwe. |
| Review administrative, financial, personnel, procurement, information and audit systems. | The review was done for the financial procedures such as the Financial, Administration and Funds manulas. To facilitate the development of the audit systems, the project supported the training all the auditors in the ministry in value for money auditing. With respect to information systems, the programme supported the carrying out an ICT audit and the subsequent development of the ICT Strategy. As far as the financial systems are concerned, there is now more clarity on the budgetary requirements and as a result, local authorities such as Beitbbridge had their budgets for 2016 approved without many amendments. Because of this clarity, the Ministry officials commented that they are now taking less time in evaluating the budgets. |
| Review existing manuals and circulars. | The review was not done. |
| RBM roll-out | IRBM was rolled to all the 92 using the Training of Trainers methodology in 2014. The programme trained Provincial Training Teams (at least four per province from the Ministry of Labour and Social Services, PA’s office and Local Authorities) who them roled IRBM to the LAs targeting the senior management and the policy makers. However only Bulawayo Town Council has managened to roll-out to all its employees.  The IRBM was futher grounded with training the LAs in coming up with IRBM compliant strategic plans. |
| 2012 | Design LDF document, PEMs document and MoU for LDF, Minimum conditions (MC) and Performance Measures (PM) for LDF | This output has not been delivered as the programme focused more the disbursement of the constitutional mandated “at least 5%” of the annual national revenue. |
| Skills gaps assessment | A rolling skills gaps assessment approach was adopted. This approach has resulted in the identification of weak administrative competencies in the Ministry, the LAs and the DAs. |
| Survey of training facilities | This was not done. |
| Options for civic participation | A study was carried out to assess the current practices of citizen participation during the last half of 2015. The report was not yet ready during the time of the evaluation. |
| 2013 | Development of a harmonized legal and policy framework.  Final local government policy. | The processes of this output were initiated during the life of the programme. The themes/the building blocks of the programme were developed as well as the ToR for a consultant to carry out a study on the specific issues to include in the policy were done. The first call for bids did not yield the right candidate to carry out the study.  When the second round of call was to be made, the ministries governing local government were split into two. There is still need to carry out this activity in the next phase of the project. |
| Model organizational structures complete with job description and person specifications. | This activity was not done |
| Operational manuals and circulars and training materials production | Some manuals were produced and examples are the Step-by-Step Guide on Strategic Planning, Traditional Leaders Handbook, Traditional Leaders Learning and Sharing Manual, Finance for Non-Finance Managers, IRBM handbook. |
|  | Undertake assessment of MC for local authorities  Disburse funds to local qualifying local authorities  Design training manuals MCs and PMs | This activity was not done |
| **2014** | Undertake assessments for MC  Undertake assessments for PMs  Under take training of local authorities on MCs and PMs  Disburse funds to local authorities  Design allocation formula  Link lessons to policy and national fiscal system and processes | Intergovernmental fiscal study done and a framework now in place. However, there was no evidence during the evaluation that it is being widely utilised. It will be important for future programmes to focus on this area. |
|  | Consolidated mechanisms for civic participation | This activity was not done. In fact no activities for the output on civic awareness were carried out. |
| 2014 | Draft bill and subsidiary legislation. | Three draft bills, Local Authorities, Provincial and Metropolitan Council’s and Traditional Leadership Bill were developed during the life of the programme. National consultations were made on the Local Authorities and Provincial and Metropolitan Councils Bills.  The Local authorities’ bill together with the Memorandum of Principles were submitted to and approved by Cabinet. These were send to the drafting team in the ministry of Legal and Parliamentary Affairs. Comments have been received. However because of the spilt in the Ministries responsible for local government, there is need to develop to pieces of legislations.  The programme was advised to stop the work on the Provincial and Metropolitan councils Bill because of resource constraints.  The Traditional Leadership Bill has gone through internal consultations and is now ready for national consultation processes. |
|  | Best practices shared. | Various forums were used to share best practices from different local authorities. These included presentations at the Associations Winter and Summer Schools |
|  | Establish LG Finance Commission  Adopt and operationalize national system | Not done. |
|  | Public/Private partnerships in at least 2 areas of service delivery | Not done. |

The evaluation also found out that there other activities that were not in the programme document that were delivered. These include orientation training of the DAs, orientation training for the councillors in 2013 and the development of the Quantrix Budgeting Model (QBM). These activities complemented the programme and perhaps made it even easier for the planned activities to be achieved. This is because they also brought in key stakeholders such as district administrators who are still mandated by the Ministry to play an oversight role on the performance of local authorities. The training for councillors was critical because it allowed them to get a proper understanding of their roles and responsibilities. These additional activities also complemented the ToC for the project in terms of providing a flexible framework wherby once a gap is identified, it should be addressed. The majority of the activities that were not done were on output 5 on civic awareness and participation. The main reason for this is that from the programme design, it was important to first ensure that the local authorities had enough capacity to respond to the needs and priorities of their clients before engaging them. In addition, processes such as IRBM and strategic planning would include the citizens if they were to achieve the intended results. Also, the fact that the National Coordinator joined the programme in mid-2014 means that some of the activities would not be implemented anyway. The fact that the programme managed to achieve all that it did is testimony to the amount of work that was put in by all stakeholders. If anything, the fact that some of the activities especially on civic awareness that could have increased the impact of the project were not implemented provides justification for another phase of the programme to take the processes to their logical conclusions.

Drawing on the outputs above, the evaluation concluded that over 90% of the project’s planned activities were achieved. However the contribution of the activities to the attainment of the project’s goal and purpose have been partial. This has nothing to do with the delivery of the project activities but this hinged on the fact that goal and purpose are long term and could not have been achieved during the life of this programme.

At this point, it is also important to have a discussion on the progress made in achieving the outputs of the programme:

**Output 1:** *Harmonised Policy and legislative framework for local government developed*: the idea here was for the programme to contribute towards the dialogue on rationalization of the local government legislation with the 2013 Constitution and the discussions on having one act governing the operations of rural and urban local authorities. The UNDP and the programme must be commended for initiating and supporting the legal processes to the extent that draft bills were finalised and discussed at several fora to finalise them. However, progress on this was outside the control of UNDP and the programme as legal processes have their own life. In retrospect, the lack of progress on the finalisation of these processes turned out to be a blessing in disguise as the Cabinet reshuffle of November 2015 “split” the Ministry into two. It is the conclusion from the evaluation that UNDP and its partners should look at supporting the two minsitries to rationalise their respective legislation with the provisions of the constitution.

**Output 2:** *Capacity of Ministry responsible for local government, local authorities and communities to co-ordinate, plan and manage responsive and accountable service delivery and local development enhanced:* the most obvious progress made on this output was to support the preparation of strategic plans for all local authorities. The other more important step of then ensuring that (i) this process was inclusive to the extent that it involved the communities and (ii) led to the the improvement of service delivery could not be completed. However, the more important achievement here is that there are now over 50 cadres within the Ministry at various level who can articulate and facilitate strategic planning processes and who are a useful resource going forward.

**Output 3:** *Predictable and sustainable national fiscal transfer system to mobilize, transfer and use capital resources by local governments for service delivery and local development developed*; the intergovernmental fiscal study done and the framework for the transfer of the funds was put in place. However, during the evaluation process, there was no evidence that the framework was being utilised. If anything, this was one of the most contentious issues with the local authorities bemoaning the fact that the Government had since 2013 not honoured the constitutionally provided for 5% allocation of the budget to local authorities. Again, UNDP and the programme need to be applauded for setting this process in motion but the follow up steps are not within the control of UNDP.

**Output 4:** *System to support human skills development for the local government sector enhanced:* in all the local authorities visited, there was evidence that this component had been achieved but to varying degrees. Besides the IRBM and strategic planning processes, there was also training on financial modelling, quantrix budgeting, induction and orientation of councillors and the training of DAs to enhance local leve development coordination.

**Output 5:** *Civic Participation in Local Governance*: the idea of having this output was the realisation that it is important to develop both the supply and demand sides of service delivery. Past programmes have made the mistake of building only one side and there have been unfulfilled expectations which have further compounded already difficult situations. However, no activities were carried out under this output. From a design point of view this is understandable because the thinking was that it as important to build the systems and capacities of the local authorities before engaging the citizenry. This is an area that has a lot of potential and in which UNDP should have a lot of interest going forward.

In terms of the utilisation of the programme outputs, the evaluation found that Local Authorities were using the outputs of the programme. The evaluation noted that the handbooks ( especialy the Finance for Non-Finance Managers and IRBM handbooks) were being widely used by the project’s beneficiaries as reference materials. The skills that have been developed during the life of the programme were being applied at workplaces according to the interviews with the beneficiaries. The most commonly used competencies were the advanced financial modelling in Excell, Administration skills, IRBM strategic planning and the skills from the DAs’ orientation training.

### **4.3.4 Outcomes**

The evaluation found strong links between the project outputs and CPD and ZUNDAF outcomes, and observed a number of cases that demonstrate changes in behaviour as a result of the programme. These include:

1. All the local authorities appreciated the value of IRBM in changing the way they do business internally and also in their relations with their clients. Local authorities that had taken it fully on board had already begun to reap the rewards. Beitbridge Town Council for example found it easier to prepare their budget and the 2014/2015 budget was approved in March 2015, an improvement on the previous one which was approved in May 2014. As at 30th October 2015, Chivi RDC had already collected 64% of the targeted 83.33% of their budget as opposed to the same time in 2014 when they had just collected 47%.
2. As a result of the Advanced Financial Modelling training a number of local authorities are now producing quality monthly financial reports timeously. These reports are now being produced on the last day of the current month. Umzingwane RDC and Kariba Municipality are among the LAs who are producing these quality reports.
3. The Finance for Non-Finance Managers trained has also an improvement in financial management produence in some local authorities. Mr. Ziki the Mayor for Karoi Town Council[[12]](#footnote-12) noted that this training has enhanced his ability to perform his oversight role.
4. The development of the Quantrix Budget Model has enabled 4 LAs to submit their 2016 budgets using the model. These are Chirundu Local Board, Marondera Municipality, Kariba Muncipality and Zvimba RDC.

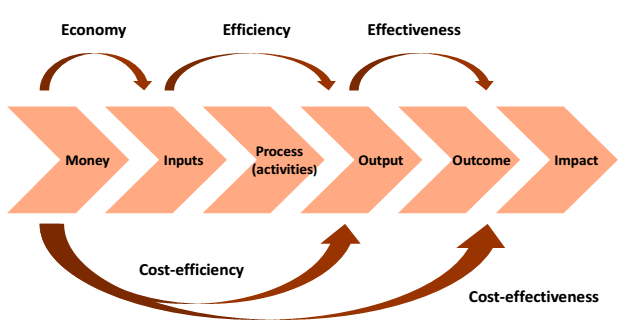
The evaluation is of the conclusion that the project has achieved the impact it has against a background of having one person (Programme Cordinator) running the project. This greatest achievement is attributed to the multi-delivery mechanisms employed by the programme to gain delivery leverage. The programme used Provinmcial Training Teams (PTT) to reach the 92 local authorities, it also employed resource persons, local training institutions (Highlands Training and Domboshava Training Centre) to deliver trainings and Forums (e.g. Treasurers) to develop training materials.

**Drawing on the body of evidence found during the evaluation, the evaluator rates the effectiveness of the programme at 18% (20%).**

## **4.4 Efficiency**

The evaluation is assessing the efficiency of the programme employed the Value for Money framework as is shown in diagram 1 below:

**Diagram 1: Value for Money Framework**



**Source:** White P.; Hodges A. and Greenslade M. (2013:9)

The evaluation was guided by these questions:

*Has the capacity building to Local Government’s project implementation strategy and approaches, conceptual framework and execution been efficient and cost effective? Are they sufficiently sensitive to the political and development constraints of the country?*

*Has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?*

*Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?*

*Have project funds and activities been delivered in a timely manner?*

*How has the steering or advisory committee contributed to the success of the project?*

*Does project governance facilitate good results and efficient delivery? Is there a clear understanding of the roles and responsibilities by all parties involved?*

*Are the monitoring and evaluation systems that the Ministry has in place helping to ensure effective and efficient project management and accountability of results? Does the monitoring and evaluation system include measurement for some gender equality results.*

* *Were alternative approaches considered in designing the project?*

The evaluation found the programme to have been cost-effective in the delivery of the activities. The programme in the procurement of services and goods used the “best procurement procedures” adopted from the UNDP practices. There is evidence that goods and services were procured using a Procurement Committee in the Ministry and the at least three quotations system. The evaluation also found evidence of backup support from the UNDP procurement department.

The evaluation also found that the programme has conscious approaches to ensure cost-effeciency and effectiveness. For instance the programme consciously moved away from holding workshops and training from hotels to suitable government training institutions. This reduced the training costs by over 50%. The programme also introduced cost sharing with the LAs in trainings that they were involed in. For instance in the trainings the LAs would the travel costs while the programme would cater the training costs and accommodation. Lastly the programme moved away from using consultants who are normaly expensive to using government training institutions such as the Highlands Training Centre.

In terms of budget utilization delivery, the evaluation found out that the delivery was within UNDP’s acceptable levels as shown in the table below

|  |  |  |
| --- | --- | --- |
| **Year** | **Annual Percentage Delivery** | **Explaination of Varience beyond Acceptable Levels** |
| 2012 | 79% | The programme started half way through the programming year |
| 2013 | 100% |  |
| 2014 | 97% |  |
| 2015 | 101% |  |
| Overall | 98% |  |

**Source:** UNDP ATLAS

The evaluation found out the programme’s funds were disbursed timeously, however some of the programme’s activities especially in 2012 were not executed, with some of them being done in 2014.

The Board was instrumental in steering the implementation of the programme. This evidence has been drawn from the board minutes and the programme reports. Perhaps its most important intervention was to redirect the programme when some of the donors who had committed funding but had to withdraw. The current programme governance is adequate to delivery the expected results, especially its multi-sector composition. The Board has members from the private sector, civil society organisations, local authority associations and the public sectors. This allows for some “undiluted” assessment of the programme by non-technical people in local governance issues. UNDP could perhaps pilot this innovation of having a Board for some local authorities made up of resource persons that are outside the local authority structure but who are able to provide a sounding board for proposed policies before they are debated in Full Council.

There is no documented monitoring and evaluation systems in the the responsible ministries. What has usually happened is that Head Office staff for example would visit local authorities only when there were issues (especially those relating to mismanagement) to be resolved. Even then, no formal reports would be produced although the issues would be discussed at various levels within the Ministry. A monitoring plan was designed and after the visits, reports on the findings and recommendations were produced and discussed. Although the monitoring is not gender focused, the Ministry has been very active in mainstreaming gender in its actitivities. The Ministry has gender focal persons in all the departments and has partnered with Genderlinks in capacitating the gender focal persons at ministry and local authority level. The programme provided technical experitise in terms of training whilst GendeLinks resourced the training workshops.

From the evaluation it was quite clear that the principles of VfM were well understood and respected at all levels and whilst there were still challenges with institutionalising the monitoring framework, enough progress had been made and **the evaluation rates the efficiency of the programme at 16% (20%)**

## **4.5 Impact**

The impact of such a programme would normally be seen after of time because people and systems may take time to change. However, in the programme, there have been quite a number of areas that have already seen an improvement:

1. The programme managed to create opportunities to work with other institutions. This is after the realisation that local government is not only about the ministries that are responsible for local authorities but there is need to create the necessary space for other players to play a role in service delivery. In this regard, the players are not only other government ministries and departments but also NGOs and other civic organisations. In this case, the ministry established relationships with institutions such as the Ministry of Public Service and the Midlands State University. The spread of the local government sector can only help in bringing more and fresh ideas.
2. Although the ministry did not manage to implement all the recommendations contained in the Chatiza needs assessment report, the document has become a basis for all engagement between the ministry and funding agencies (SIDA) This also provides the necessary building blocks for future programmes.
3. According to the ministry, the key components such as the legislative reform process, performance management and strategic planning can only continue to improve how local authorities deliver services.
4. The Capacity Building Board made a lot of useful input into the programme and was also well-represented. This innovation should be maintained in future capacity development programmes.
5. The capacity building programme has been able to build a bridge between the Ministry of Local Government, Public Works and National Housing and the Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage because the components of the programmes are still relevant even with the split of the original ministry.
6. Whilst the project evaluation process did not interact with residents and other stakeholders to elicit views and opinions on whether or not the programme had improved service delivery, the evaluator decided to use the fact that some local authorities were already collecting more revenues in 2015 than I previous years as a proxy for improved service delivery. This assertion was made on the basis that there is a vicious cycle between local authorities and residents whereby the former allege that they cannot provide services due to non-payment and the latter that they will not pay for non-existent services.

Bearing in mind that impact is normally a long term issue and the fact that most of the local authorities visited were beginning to use the tools that they had been exposed to during the programme, **the evaluation rates the project’s activities to impact at 7% (10%).**

## **4.6 Sustainability**

The key area of exploration in the evaluation was how far the organizational and institutional frameworks established by the Programme could sustain its outputs, outcomes and impacts. The evaluation was guided by some of the following questions:

*What is the likelihood that UNDP Support to Local Government Interventions are sustainable?*

*Will the outputs delivered so far through the programme be sustained by national capacities? If not why?*

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

*Do the UNDP interventions have well designed and well planned exit strategies?*

*What could be done to strengthen exit strategies and sustainability?*

*How should the Capacity building of Local Government portfolio be enhanced in future to support institutions, and partners in improving service delivery over the long term?*

This programme has sown the seeds of future programmes by addressing the real issues affecting local governance and service delivery. Already, there are pockets and islands of success in various parts of the country and this provides centres of excellence where other local authorities can learn, benefit and improve on their practice. One of the key strengths of the programme was that most of the components of the programmes were delivered using resources within the local government structures.

The capacity building programme was welcomed by all the local authorities that were part of the evaluation process. However there is need to be cautious and realistic about what the project would achieve. The key challenge is how to get the buy-in and commitment of funding agencies so that there are enough resources to implement all components of programmes to their logical conclusion.

Eexit strategies should be put in place at the start of the interventions. This provides opportunities for those who are supposed to carry the processes forward after external support to develop a good understanding of their roles and responsibilities. However, there was evidence of ownership of the programme at all levels from the ministry to the local authorities which is a good proxy indicator for sustainability. In addition, there was great interest to contribute to the programme by stakeholders who are not involved in day-to-day local governance issues. The ability by the programme to attract the interest of the so called “outsiders” bodes well for the future of this and other programmes.

|  |
| --- |
| With all the challenges that are facing urban and rural local authorities, what should be done in order to improve service delivery and operational efficiency?  Efficient service delivery is a direct result of availability of resources, mainly funds, and the ability to utilize them prudently:   * 1. Build better capacity of councillors to provide oversight role   2. Concentration of policy related debates in chambers – in the majority of cases committees meetings are skewed towards routine, administrative issues as opposed to policy and charting better way forward   3. Better resourcing of local authorities – income generating projects   4. Keep officers out of main stream national politics – avoid a situation where officers are active members of political parties as it clouds judgement and compromises supervision by policy makers   5. Utilization of development plans coming from the wards – avoid top down approach |

It is also important to ensure that the gains from this and the previous capacity building programmes should be used to improve the design of future programmes.

The sustainability of the programme can only be measured in relationship to the outputs that can be sustained after the closure of the programme. The alignment of the local government legislation to the Constitution. This process has began and has generated momentum enough to contune after the programme. Secondly the comptencies/skills acquired will continue to be used long after the c;losure of the programme. Lastly the Quantrix Budgeting Model. The model has been rolled out and LAs have shown interest and this will propel the use of the model after the closure of the programme.

**The evaluator rates the component at 27% (35%)**

**The overall rating for the project is 83% (100%)** which is quite a good score bearing in mind the challenges that have been pointed out in various sections of this report.

# **Chapter Five: Other Issues**

## **5.1 Introduction**

During the evaluation processes, there were quite a number of issues that came out during the discussions at both national and local levels. These issues could be directly and indirectly related to the capacity building programme. The issues are presented here (not in order of priority) so that they can strengthen aspects of the report but more importantly should be considered in the design of future programmes.

## **5.2 How Far Down Should Capacity Building Programmes Go?**

During the evaluation, it became clear from the discussions that there was a worry that capacity building programme are only targeting the higher levels within the local authorities and leaving out the lower levels where the real action takes place. This is sometimes blamed and rightly so on the inadequate resources but there should be ways and means which ensure that even though they may not be exposed to the full programme, they should at least be aware of what the programmes seek to achieve and what they are supposed to contribute to the processes. This argument could also be extended to the councillors who are the face of the local authorities within their areas. In this programme, only the council chairpersons were targeted by the programme.

## **5.3 The Relationship between Local Authorities and Ministry**

In all the local authorities visited, the discussions eventually settled on the relationship between the local authorities and the Head Office. The local authorities feel that they have not been getting the necessary support and protection from the ministry on a number of issues. During the evaluation, the most contentious issue was the move to have the Ministry of Lands collect levies from A1 and A2 farmers on behalf of the local authorities. What seemed not clear were the transfer modalities. Another issue which was also regularly referred to was the constitutional 5% allocation of the national budget to local authorities which has not happened since 2013. There were also sentiments that there was more of “instructive” relationship where memos, circulars and directives from the Head Office dominated the relationship between the two. This state of affairs bred resistance from the local authorities. There was also the discussions around the fact that Head Office normally concentrated only on the negative issues emanating from local authority operations without giving due recognition to the efforts of local authorities that are operating under sometimes very difficult environments.

## **5.4 Perceptions and Attitudes of Residents towards Service Delivery**

With the debilitating economic crisis that the country finds itself in together with a culture on the part of residents not to pay for services, there is need to create more civic awareness and responsibility. Whilst it makes sense to point the fingers on the Minister’s Directive on Debt Cancellation before the general elections in 2013, the situation had already deteriorated before that with the vicious cycle where residents would not pay for services that they claimed were not available and local authorities claiming that they could not provide the services due to non-payment. Even in these difficult situations, there have been instances where local authorities have made headway by continuous engagement of residents and ratepayers. In Kwekwe for example, when the residents complained about increases in water tariffs, the local authority took representatives of residents to the water treatment plant and explained what was required in order for the communities to have adequate and clean water. This simple strategy changed the perceptions of the residents who are now encouraging each other to pay the required rates.

## **5.5 The Split of the Ministry of Local Government, Public Works and National Housing**

A Cabinet reshuffle in early November 2015, the Ministry of Local Government was split with among other, the department of rural local authorities coming under the new Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage. It may have taken longer to have clarity on how this “separation” would work especially at the local level but there are still positives on this arrangement. There is now possibility of more focus being provided on the local authorities in both ministries. In addition and until the Urban Councils Act and Rural District Councils Act are amended, on the ground nothing much should change and the challenges of and opportunities for service delivery will continue to be present. Inevitably, questions will arise as to where future local government capacity building programmes should be held. Whilst it will remain the prerogative of UNDP (and indeed other funders) and the principals within the two ministries as to the location of this programme, it is the opinion of the evaluation that with more people residing in rural areas (in any case, there are more rural than urban local authorities) and the poverty and service delivery dynamics being decidedly worse in the rural than urban areas, it may be prudent that the Ministry of Rural Development takes custody of capacity building programmes that involve the two ministries with the obvious and necessary consultation and coordination with the Ministry of Local Government.

## **5.6 Collaboration with Other Capacity Building Programmes**

At the same time that the the Capacity Building for Local Government and Service Delivery Programme was being implemented, there were other initiatives which had the same interest of improving service delivery. The two that quickly come to mind are the World Bank supported Service Level Benchmarking project for urban local authorities and the European Union funded capacity building programme being implemented through the Commonwealth Local Government Forum (CLGF) and the Municipal Development Partnership (MDP). Whilst the former has almost run its course, the latter is in its early phases and there is need to develop the necessary congruency with future programmes. There are also other initiatives such as the UNICEF supported Small Towns WASH Programme (STWP) being implemented in 14 small towns in Zimbabwe which is focusing on water and sanitation services which can complement the efforts of local government capacity building programmes.

## **5.7 Gender Mainstreaming**

This is a key component of any development oriented programme. For the Capacity Building for Local Government and Service Delivery Programme, there was a lot of emphasis on gender mainstreaming based on the realisation that most of the challenges of service delivery affect women more than men. In all local authorities there were attempts to incorporate key gender mainstreaming components such as having a gender focal point person and gender-based budgeting. A number pf local authorities benefitted from gender mainstreaming training provided by Gender-links.

|  |
| --- |
| We became a centre of excellence through sustainable interventions which focused on examination of current policies, and making them gender sensitive. To date we have a Gender Policy, a Gender Action Plan, a Gender Committee and a Gender Champion (Policy Maker) in place. We have held several campaigns on gender issues. We have also benefited from several trainings and workshops which were sponsored by Gender-links.[[13]](#footnote-13) |

This is an area that still required further investment especially with the adoption of the Sustainable Development Goals (SDG) which have direct and indirect consequences on service delivery.

## **5.8 Improving Service Delivery through Private Public Partnerships**

There is a lot of scope for local authorities to work with the private sector in order to improve service delivery. There are a lot of models that could be put in place for the mutual benefit of local authorities, residents and corporates. However, there would be need for very clear rules of engagement as experience has shown that some of these arrangements falter simply because roles, responsibilities and benefits are not clear from the outset. It may even be necessary for capacity building programmes to put some resources towards the preparation of manuals and guides for local authorities on how to engage private sector companies.

## **5.9 Focusing on Management and Leadership and not Administration**

For some local authorities, the reason why they are in almost untenable situations as far as service delivery is concerned is because they focus on administration without demonstrating the necessary leadership and management skills. It is for this reason that for example, some councils have salary arrears (some of them stretching to six months or more), they are lagging behind in statutory deductions, reporting is not improving in terms of both quality and timeliness, budget performance is worsening and there is an increasing number of labour cases and disputes. It has been suggested that successor programmes should focus on promoting a leadership culture especially at the highest levels within the local authorities.

# **Chapter Six: Conclusions and Recommendations**

## **6.1 Introduction**

This section presents the key conclusions and recommendations from the evaluation. These conclusions and recommendations have already been highlighted in the relevant sections are only reproduced here for emphasis and also so that it would be easier for them to be extracted and acted upon. The conclusions and recommendations have to be understood within the context of the discussions that took place during the evaluation.

## **6.2 Conclusions**

The key conclusions from the evaluation are:

1. Capacity building programmes such as this one are important in helping to standardise processes and performance indicators across all local authorities. This makes it easier for the ministry to have a better understanding of where each local authority is in terms of fulfilling its mandate and the type and level of support that is required.
2. It is important that these programmes are designed such that they complement each other but also speak to other similar interventions which may be bankrolled by other funding agencies. What is important is to ensure that the goal of the programmes is the same but there is the understanding that the approachs to address that common goal may differ.
3. There should be enough human and financial resources to run programmes of this nature so that the incumbents can focus on ensuring that the programme mandates are delivered to acceptable levels.
4. Throughout the evaluation process, it was very clear that there was support for and ownership of the programme at all levels. The support from UNDP and the ministry to have a successor programme at the earliest possible time and to ensure that the activities started as part of this programme are provided with the necessary backstopping will be important to ensure that there is no drop in momentum.
5. The evaluation found out that there are still operational, conceptual and systemic issues that should be resolved if programmes of this nature are to reach their full impact. In most of the discussions, it was clear that there is a lot of work that still needs to be done to smoothen the relationship between the ministry and the local authorities. Admittedly, this should be an ongoing process due to the dynamics of local government and local governance.

## **6.3 Recommendations**

6.3.1 The next phase of the capacity building programme should be implemented as quickly as possible so that the momentum generated by the programme that is being evaluated is not lost. Failure to do so will result in a situation where a lot of institutional memory will be lost, the lessons generated not implemented. As has been mentioned it took more than a decade to have a successor programme to the RDCCBP and it would appear that such interventions are not building on programmes of a similar nature.

6.3.2 To ensure the effective implementation of future programmes, there is need to have a fully-fledged team working with the National Programme Coordinator. As has been suggested in the relevant text, this structure could be extended to at least the provincial level so that technical and other support is as close as possible to the structures that would be spearheading the programme. At the Head Office level, there will still be need to second officers to the programme as this will enhance ownership and institutional memory once external support has ended.

6.3.3 In order to develop a proper conceptual understanding of the programme and also to ensure that the progress made in the implementation of the project can be properly tracked, there is need to develop the theory of change for the programme before implementation. The ToC should be developed by all interested stakeholders. In addition to the ToC, there is need to have a proper logframe with the logic and all the deliverables properly laid out. This will allow for a comprehensive and detailed assessment of the achievements of the programme.

6.3.4 Whilst it is understandable the reasons for targeting all the local authorities in the country, this results in the programme resources both human and financial being spread too thinly and this takes away some of the impact. In addition, the local authorities are at different levels of performance. There is therefore need to focus on the local authorities that are deemed to need the capacity development the most. For this to happen, there will be need for a quick and rapid assessment of all local authorities to get the most appropriate local authorities to participate.

6.3.5 There is need for future programmes to address both the supply and demand side of service delivery. Targeting only the local authorities or only the communities creates a gap in terms of the understanding generated by these two of the purpose of the programme and takes away a great opportunity for collaboration and dialogue. For the community, the capacity building efforts should focus more on issues of civic awareness, whilst for local authorities, there should be more emphasis on leadership, management and planning.

6.3.6 In all capacity building programmes, there should be a balance between software and hardware because it has always been argued that one without the other does not give the intended results. Whilst the software is about systems and processes, the latter is about the product. There will always going to be a discussion on the fact that if the software component is properly handled, it can also provide avenues for local authorities, communities and private sector companies to look for resources to finance the hardware component. If there is a hardware component on the programme, it must directly respond to the felt needs of the local authorities benefitting. This requires that a thorough needs analysis and inventory be done to determine the level of need.

6.3.7 Capacity building programmes should find a way of also focusing on the lower level structures within local authorities. At the moment it is the most senior members that are targeted and this creates a gap in terms of service delivery. There should be an effort towards building the capacity of councillors to be able to deliver on their mandates. This programme only targeted the council chairpersons and this is clearly not enough.

6.3.8 More than just strategic planning, there is need to focus on participative planning and budgeting approaches. This should see the involvement of a wide spectrum of stakeholders participating in the process. This opening up of the local government space will ensure more acceptability of the programmes that local authorities would introduce in their areas of jurisdiction.

6.3.9 Capacity building programmes should ensure that important and relevant stakeholders outside of the local authorities are also targeted so that there is a wider understanding of the programmes.

6.3.10 Although this was a major component of this programme, there is still need to focus on the legal framework for local government especially now that there are two ministries. There was so much effort put in reviewing the Rural District Councils Act and the Urban Councils Act, that it would not make much sense to now abandon the process. There is still no clarity especially at the lower levels on how the two ministries are supposed to relate to each other.

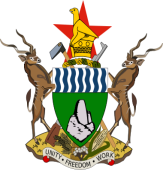
6.3.11 As part of the delivery mechanism, there should be specialist experts in key areas such as IRBM and strategic planning. Already UNDP for example has well-established links with the IRBM experts in Malaysia and this provides a great opportunity for cross-learning.

6.3.12 There should be established a panel of experts to provide a sounding board for the ministries on service delivery and local government issues. The approach to use panel of experts has already been tried in other sectors with great success. In addition to the panel, there should also be regular discussion forums on local government and local governance. The creation of this interactive process creates opportunities for relationship building between local government, other stakeholders and communities.

6.3.13 There should be space for innovation and this may mean a new way of designing programmes where some of the activities are only agreed upon once a baseline has been done. This allows programmes to tackle the real issues as opposed to sometimes the generic problems that may not provide the impetus required to improve service delivery. This also means that the manner in which the programme is implemented may differ from local authority to local authority.

6.3.14 Of the two ministries, the Ministry of Rural Development requires more support in terms of setting it up and developing the necessary traction at both the national and local levels. In addition, in terms of local authorities, the new ministry has more than the Ministry of Local Government and there are also more people in the rural areas than in the urban areas so the issues of service delivery are more pressing in the former than in the latter. At least the follow up programme should be housed within the Ministry of Rural Development but still with very strong links to the Ministry of Local Government.

# **Annex 1 Terms of Reference for End of Programme Evaluation**

[](http://upload.wikimedia.org/wikipedia/commons/e/ed/Coat_of_Arms_of_Zimbabwe.svg)

Ministry of Local Government, Public

Works and National Housing

Terms of Reference

for

Capacity Building of Local Government and Service Delivery

End of Programme Evaluation

1.0 Background

The Ministry of Local Government Public Works and National Housing (MLGPWNH), with the support of the United Nations Development Programme (UNDP) has been implementing a 4 year (2012-2015) project titled the Capacity Building of Local Government and Service Delivery Programme. The overall objective of the Programme for the local government sector is*; “****to support GoZ reduce poverty, achieve sustainable local development and realize the MDGs through an improving and effective local government sector”*.[[14]](#footnote-14)** The programme purpose is to “***to enhance the policies, institutions and systems to support local government effectively deliver inclusive services and local development in a sustainable, responsive and accountable manner”[[15]](#footnote-15).***

2.0 Overall Objective of the End of Programme Evaluation

This end of programme end evaluation aims to assess the impact of the Capacity Building of Local Government and Service Delivery programme, by ascertaining the outcomes of the project measured against its original purpose and objectives.This final evaluation should provide plausible links between programme inputs and outcomes/impacts and document lessons learned for use in designing and implementing similar activities.

**2.1 Evaluation Criteria**

The following are the evaluation focus areas/criteria;

1. Assess the extent and manner to which the project strengthened the local Ministry’s capacities to align the local government legislation to the constitution.
2. Assess whether the project was successful in contributing towards institutional strengthening Ministry of Local Government, Public Works and National Housing to effectively coordinate and provide leadership for the local government sector
3. Assess the project contribution to overall good governance, gender equality and women empowerment

This end of project evaluation will be conducted from beginning of November 2015 through to end of November 2015 highlighting the key lessons learned to provide informed guidance to future support to the Ministry of Local Government, Public Works and National Housing.

2.2 SCOPE OF WORK

Being guided by the above objectives, the consultant shall undertake the following tasks in order to establish programme progress and challenges across all executed activities as stipulated in the programme document, annual work plans, annual reports and quarterly progress reports.

* Review the project document and the logical framework to understand the project and the activities that were supposed to be done.
* Review all annual reports from 2012 to 2014 and quarterly progress reports and work plans. Paying attention to gender equality reporting as well as opportunities for improvement in future interventions.
* Conduct interviews with stakeholders involved in the project including MLGPWNH and UNDP staff.
* Carry out field visits to verify the information on the ground and the documented information.
* Conduct focus group discussion with key stakeholders to the programme
* Review the project files both financial and narrative.
* Conduct a feedback presentation to MLGPWNH and UNDP on the draft Evaluation Report
* Produce a final Evaluation Report and make recommendations on the corrective measures to be undertaken.

The evaluation seeks to answer the following questions, but is not limited, to the evaluation criteria of relevance, effectiveness, efficiency and sustainability:

|  |  |
| --- | --- |
| **Item** | **Evaluation Questions** |
| **Relevance** | * Examine the extent of the programme’s relevance to the Zimbabwe’s local government sector and its key stakeholder’s needs and challenges. * Examine whether the project has been appropriately responsive to political, legal, economic, social, institutional, etc., changes in the country * Assess the relevance and strategic positioning of UNDP support to Local Governance in Zimbabwe in general and specifically to supporting institutional strengthening MLGPWNH. * Examine the extent to which the programme’s design related to or responded to the challenges facing the local government sector. * Interrogate how the programme’s strategies tackled the causes of those challenges especially the root causes, and whether or not it was informed by genuine consultations of relevant stakeholders and beneficiaries including women. * Assess whether the capacity of the MLGPWNH was enhanced to deliver on its mandate; * Assess whether the activities and outputs of the project were consistent with the overall goal and the attainment of its objectives. * Assess whether the activities and outputs of the project were consistent with the intended outcomes and effects. |
| **Effectiveness** | * Examine how far the programme has achieved its goals, purpose and targets and whether it is satisfying the expectations of the different groups of beneficiaries. * Identify indirect or unintended results and the extent to which cross-cutting issues (e.g. gender, governance and accountability) have impacted on, and/or been impacted by the project * Determine whether the project partners using the outputs. Have the outputs been transformed by project partners into outcomes? * Assess whether other have stakeholders been involved in project implementation. How effective has the project been in establishing national ownership? Is project management and implementation participatory and is this participation contributing towards achievement of the project objectives? * Establish whether the project makes reference to vulnerable and minority groups such as those effected by gender equality, disability, displacement and chronic poverty. * Establish in which areas does the project had the greatest achievements. Why this and what could have been the supporting factors? How can the project build on or expand these achievements? * Determine in which areas the project have the least achievements. What have been the constraining factors and why? How can they be overcome? * What, if any, alternative strategies would have been more effective in achieving the project’s objectives? * Establish whether UNDP’s contribution added value to the capacity building efforts of this institution |
| **Efficiency** | * Determine the smoothness with which programme activities were being implemented, monitored and evaluated. Has project implementation strategy and execution been efficient and cost effective? * Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources? Assess whether the project methodology, management/implementation arrangements, activities and resources (funding, staffing and other resources) are being used economically and wisely for achievement of the objectives and results. * Appraise the sustainability of the programme, including the institutionalisation of interventions; * Assess whether the project funds and activities been delivered in a timely manner |
| **Impact** | * To examine the effect of the programme and its contribution to the Overall Objectives as stated in the project log frame. Consideration should also be given on any changes that are being brought about by the programme and the values of these changes. * Assess relevance and utilisation of M&E processes; |
| **Sustainability** | * Assess the overall management and structure of the programme, particularly focusing on the potential of the programme to be owned by the local government stakeholders, and for it to continue beyond the lifetime of the capacity building programme. Consideration should be made for these issues; stakeholder ownership of the processes, institutional capacity, whether a supportive environment exists and structures have been put in place for continuity * Provide recommendations on how to build on the achievements of the project and ensure that it is sustained by the relevant stakeholders; * Determine whether the project generated the buy- in and credibility needed for sustained impact. * What changes if any should be made in the current partnership (s) in order to promote long term sustainability? |
| **Lessons Learnt** | * To illuminate lessons (both positive and negative) from the programme implementation and evaluation experiences; key lessons from the programme should be harvested. It is from these lessons that recommendations can be drawn from. |
| **Cross-Cutting Issues** | * To capture the contribution (positive and negative) to the realisation of cross-cutting issues such as gender, environment etc * Review the programme’s efforts to mainstream gender and ensure the application of UNDP’s rights-based approach; |
| **Recommendations** | * To make pragmatic recommendations on improving current and future programmes of this nature. * To make specific recommendations on how to effectively mainstream gender in future programmes taking advantage of national, regional and international gender equality and local governance contemporary developments and instruments |

3.0 Methodology

The evaluation will be carried out by an independent national evaluator, and will engage a broad range of key stakeholders and beneficiaries, including government officials, donors and local authorities. An overall guidance on evaluation methodology can be found in the UNDP Handbook on Monitoring and Evaluating for Results and the UNDP Guidelines for Outcome Evaluators. The evaluators are expected to come up with a suitable methodology for this evaluation based on the guidance given in the above mentioned document.

During the project evaluation, the evaluators are expected to apply the following approaches, but not limited to, for data collection and analysis:

* Desk review of relevant documents (list and documents provided see attached)
* Discussions, key informant interviews with UNDP-Zimbabwe; Senior Management and Local Authorities
* Site visits
* Consultation meetings and interviews:
* Interviews with Ministry of Local Government, Public Works and National Housing staff, and UNDP Project Management team;
* Interviews with partner institutions, funding partners and other stakeholders such as senior Ministry officials.
* Administer key informant interviews questionnaires where appropriate.

The evaluation team will also be expected to:

* Employ study techniques that ensure internal validity of study results
* Utilize social science methods and tools that reduce the need for evaluator-specific judgments.
* Employ standardized recording and maintenance of records from the evaluation (e.g., focus group transcripts).
* Collect data on variables corresponding to inputs, outputs, outcomes and impacts, and were appropriate, financial data that permit computation of unit costs and analysis of cost structure. Where possible undertake a gender analysis and capture sex disaggregated data.
* Produce evaluation findings that are based on facts, evidence and data. This precludes relying exclusively upon anecdotes, hearsay and unverified opinions. Findings should be specific, concise and supported by quantitative and/or qualitative information that is reliable, valid and generalizable.

4.0 Key Deliverables

4.1 Inception Report

One week after contract signing, the evaluation consultant will produce an inception report. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. The inception report should detail the specific timing for evaluation activities and deliverables, and propose specific site visits and stakeholders to be interviewed. Protocols for different stakeholders should be developed. The inception report will be discussed and agreed with the Ministry of Local Government, Public Works and National Housing and UNDP Country Office before the evaluator proceeds with site visits

* 1. Oral Presentation of Preliminary Results.

The team will provide oral presentation of the preliminary findings to the MLGPWNH and UNDP and other key stakeholders within one week following data collection.

* 1. Draft Evaluation Report.

Draft evaluation report (meeting the criteria below) delivered to MLGPWNH for review within 15 days from the date of oral presentation.

* 1. Final Evaluation Report.

The final report will be submitted to MLGPWNH and UNDP in electronic form within 10 business days following receipts of comments from MLGPWNH and UNDP. (Note: MLGPWNG and UNDP may require additional review and comments on the report if it does not meet quality standards and all components outlined in the Terms of Reference).

* 1. Data and Records.

All data and records from the evaluation must be submitted to MLGPWNH in an easily readable and organized electronic format with the final report

6.0 Duration of the Consultancy

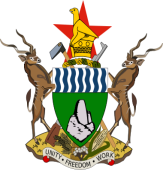
The contractor shall complete this activity, including the final report within thirty (30) business days.

7.0 Qualifications and Experience Required

**The individual contractor should possess the following:-**

* At least a MSC degree in Local Government Studies, Social Science or Development Studies.
* At least ten years working knowledge of the Local Government Sector in Zimbabwe and the region.
* At least ten years working experience in the development of M&E systems in related programs
* Have proven consultancy experience with the use of the logical framework approach and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), training in M&E system development and implementation, facilitating learning-oriented analysis sessions of M&E data with multiple stakeholders, information analysis and report writing.

# **Annex 2 Inception Report for the End of Programme Evaluation**

[](http://upload.wikimedia.org/wikipedia/commons/e/ed/Coat_of_Arms_of_Zimbabwe.svg)

Capacity Building of Local Government and Service Delivery Programme

**Inception Report**

**Submitted To:**

**Ministry of Local Government, Public Works and National Housing,**

**Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage**

**And**

**United Nations Development Programme (UNDP)**

Prepared by:

**Prof Joseph Kamuzhanje**

68 Goodrington Avenue,

Sunridge

Mabelreign

Harare

Zimbabwe

[josephkamuzhanje@yahoo.com](mailto:josephkamuzhanje@yahoo.com)

Cell: 0772 814 131

**Acronyms and Abbreviations**

ARDCZ Association or Rural District Councils of Zimbabwe

CSO Civil Society Organisation

IRBM Integrated Results Based Management

IRC International Rescue Committee

LGCCP Local Governance and Citizen Participation Programme

MDATA Mutare Dialogue and Technology for Accountability Programme

MLGPWNH Ministry of Local Government, Public Works and National Housing

MSC Most Significant Change

NGO Non-Governmental Organisation

PEOPLE UP Promoting Examples of Participatory Local Empowerment Urban Planning

PPP Public Private Partnership

PSIP Public Sector Investment Programme

RDC Rural District Council

RDCCBP Rural District Councils Capacity Building Programme

RTI Research Triangle International

SDG Sustainable Development Goals

ToC Theory of Change

ToR Terms of Reference

UCAZ Urban Councils Association of Zimbabwe

UNDP United Nations Development Programme

ZLGCBP Zimbabwe Local Government Capacity Building Programme

ZIMASSET Zimbabwe Agenda for Sustainable Socio Economic Transformation

**1.0 Introduction**

This Inception Report elaborates a framework for the evaluation of the Capacity Building for Local Government and Service Delivery Programme (herein after referred to as Programme) that was implemented by the Ministry of Local Government, Public Works and National Housing (and after the Cabinet reshuffle of October 2015, also through the Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage) with support from the United Nations Development Programme (UNDP) from 2012 to 2015. The overall objective of the Programme for the local government sector is*; “****to support GoZ reduce poverty, achieve sustainable local development and realize the MDGs through an improving and effective local government sector”*.** The programme purpose is to “***to enhance the policies, institutions and systems to support local government effectively deliver inclusive services and local development in a sustainable, responsive and accountable manner”***.

This inception report is being prepared in line with the terms and conditions of a contract awarded to Professor Joseph Kamuzhanje (an independent Rural and Urban development consultant) to carry out an end of programme evaluation for the project. According to the terms of reference[[16]](#footnote-16) for the assignment, the purpose of the end of programme evaluation is *“to assess the impact of the Capacity Building of Local Government and Service Delivery programme, by ascertaining the outcomes of the project measured against its original purpose and objectives.This final evaluation should provide plausible links between programme inputs and outcomes/impacts and document lessons learned for use in designing and implementing similar activities.”*

This report seeks to assure the contracting parties that adequate preparations have been made to execute the assignment and to present the main tools developed for use under this contract. The report contains a contextual snapshot; the proposed methodology including the specific methods and tools; field work plan and a summary of the consultant’s capabilities in carrying out the assignment.

**2.0 Key Local Government and Governance Issues in Zimbabwe**

Since before Independence in 1980, local government and local governance has provided an important fulcrum for development discourse in Zimbabwe. This is because it is a vehicle for development interventions but when not fully operational, it has created tensions well beyond the sector. However, most efforts at developing the system have concentrated on creating demand for quality service delivery through the participation of communities in various planning and development processes. This is because of the argument that without the participation of these communities, there may be no accountability or transparency in the way that rural and urban local authorities carry out their service delivery mandate.

Participatory development planning in Zimbabwe has its roots in the Prime Minister’s Directive of 1984 which came about as a realisation that development that was not championed by the people that were supposed to benefit from it was unsustainable. The main emphasis of the Directive was that development processes should be bottom-up and therefore be people-driven. The Directive was meant to “define the administrative structures at provincial and district level and the relationships and channels of communication between all the participants at development in provincial and district level in order to achieve the coordinated (planning and) development of Provinces and districts of Zimbabwe.” (Republic of Zimbabwe, 1984[[17]](#footnote-17))

In 1985, Parliament passed the Provincial Councils and Administration Act in order to operationalise the Directive. The Provincials Councils and Administration Act provided for the establishment of the Office of the Provincial Governor. The Provincial Governor was supposed to chair the Provincial Council. The membership of the Council consisted of all chairpersons of district councils, town councils and mayors of municipalities in a particular province. The Provincial Council’s main function was to guide development processes in the Province. The inclusion of policy makers from urban settlements was meant to ensure that even at that level, urban development issues were given due recognition.

In 1988, rural and district councils were amalgamated in accordance with the provisions of the Rural District Councils Act. The Act also provided for the establishment of Ward and Rural District Development Committees as part of a wider participatory development structure. In all these provisions, the idea is to make sure that the people are involved in every planning and development decision and activity. One of the key questions that need to be asked is why after all these efforts, do communities still appear to be at the fringes of development processes? Chatiza, et.al (2013), provide a possible explanation as they link this to the centre-periphery relationships between the people and the systems that govern them. Chatiza (et al 2013) advocates for a reversal of the balance of power as indicated in the diagram below[[18]](#footnote-18):

**Centre**

**Periphery**

**Corporate**,

**Households**,

**community structures &Other organizations**: **NGOs/CSOs, Political parties, Business Lobby etc**,

**Provincial Councils, Associations (UCAZ, ARDCZ etc) &Staff Forums.**

**Individuals**,

**Knowledge Institutions.**

Where as in the past, the centre was understood to be composed of central government systems, Chatiza and his team advocate for role reversal with the central government supporting lower levels of governance. This has been borne out by the focus of a number of capacity building initiatives carried out by both Government and other civil society stakeholders which have sought to be build the capacity of communities to be able to demand services from local and central Government. Some of these programmes are:

1. Rural District Councils Capacity Building Programme (RDCCBP) which ran from 1995 to 2000 and worked closely with communities on development planning and budgeting. The programme was implemented through the Ministry of Local Government.
2. The Zimbabwe Local Government Capacity Building Programme (ZLGCBP) implemented by RTI International with City of Mutare and Chipinge Rural District Council.
3. The Mutare Dialogue and Technology for Accountability Programme (M-DATA) implemented in Mutare with support from the International Rescue Committee (IRC).
4. Promoting Examples of Participatory Local Empowerment Urban Planning (PEOPLE UP), implemented by Practical Action Southern Africa in Mutare and Epworth, and,
5. The Local Governance and Citizen Participation Programme (LGCPP) implemented by the Civic Forum on Human Development in Chipinge, Mutoko, Tsholotsho and Nyaminyami RDCs.

What has increasingly become obvious and important is the fact that the efforts to build and empower communities to demand for services must be equally matched with supporting the institutions that are supposed to deliver those services to be able to respond to the demands. However, and more critically, it is important that such efforts are matched by building the capacity of institutions and cadres in those institutions to be able to supervise the processes meant to bring providers and consumers of services.

**2.1 Local Governance and the New Constitution**

The adoption of the constitution in 2013 is a watershed event in the history of local government and local governance in Zimbabwe. For the first time, the constitution recognises provincial and local government in Chapter 14 (264). Articles (b) and (c) of the preamble to Chapter 14 clearly articulate the desire of the constitution in this regard:

(b) the democratic participation in government by all citizens and communities of Zimbabwe

(c) the equitable allocation of natural resources and the participation of local communities in the determination of development priorities within their areas. Article 264 (2)(a) and (b) echoes these same sentiments, ….”to give powers of local governance to the people and enhance their participation in the exercise of the powers of the State and in making decisions affecting them” and ….”to promote democratic, effective, transparent, accountable and coherent government….” The key issue here is to understand how far the Capacity Building of Local Government and Service Delivery Programme has gone in building the capacity of rural and urban local authorities to ensure that the citizenry in their areas of jurisdiction can participate in local governance according to the letter and spirit of the constitution.

**2.2 Local Authorities in Zimbabwe**

Zimbabwe has a three-tier governance system comprising of central, provincial and metropolitan councils[[19]](#footnote-19) and local government. This system was put in place in order to bring governance and development decision making to the lowest level in order to ensure that all development programmes that are initiated directly respond to the needs and priorities of the affected people. At the same time, central government is supposed to provide the legal, policy and operational framework. Local authorities, both rural and urban find themselves at the centre of the development process as they are conduit through which resources from central government are channelled to the communities, community development aspirations get to be understood at the central government level and service delivery mechanisms are developed. Since Independence, local authorities and in particular rural local authorities have found themselves increasingly unable to deliver on their mandate. This has come about as a result of both structural and functional issues which sometimes have been interpreted as an unwillingness on their part to carry out these mandates.

With the country suffering from serious economic challenges, the burden of service provision has become heavier for the local authorities and this has not been helped by a demanding clientele that is not necessarily prepared to pay for the services rendered. The challenges facing local authorities have also been explained as being caused by inadequate technical and management capacity at all levels of the organisations. This has not been helped by the fact that the parent ministry has not always been able to provide the necessary technical and financial support. However, there has now been increasing focus on the local authorities to find sustainable ways of helping them to deliver on their mandate. It is clear though that a lot still needs to be done in this direction and programmes such as the Capacity Building of Local Government and Service Delivery Programme have gone a long way in creating the necessary environment for stakeholders to develop strategies to assist in this direction.

**2.3 Local Governance and the New Dispensation in Zimbabwe**

The point has already been made that local authorities play a critical role in ensuring equitable distribution of resources and quality service delivery. With the ushering in of the economic and social blueprint, the Zimbabwe Agenda for Sustainable Socio and Economic Transformation (ZIMASSET), local authorities find themselves in the spotlight as they are key in ensuring that the ZIMASSET targets are met. In July 2015, the government unveiled the 10-point plan to turn around the economic fortunes of the country. The plan seeks to give impetus to efforts to ensure that the economy rebounds after years of decline. It is also important to understand what the role of local authorities will be in ensuring that the Sustainable Development Goals (SDG) are met. The Capacity Building of Local Government and Service Delivery Programme should have been the building block for the development of the capacity of local authorities and indeed the parent ministry to appropriately position themselves to make a meaningful contribution to the development dialogue in Zimbabwe.

**3.0 Understanding the Terms of Reference**

The Consultant understands that the overarching purpose of this end of programme evaluation is to assess the performance of the Capacity Building of Local Government and Service Delivery programme from 2012 to 2015. Specific focus will be on the impact of the programme against its objectives and anticipated result (outputs, outcomes and impact) areas and identifying key lessons and practical recommendations which will provide informed guidance to future support to the Local Government Sector.

The consultant has the following comprehension of the overarching intentions this end of programme evaluation, built around the evaluation criteria and the specific ToRs of assignment.

Broadly the consultant will focus on these;

* The relevance and strategic positioning of UNDP support to Zimbabwe on capacity building of the Local Government Sector
* The frameworks and strategies that UNDP devised for its support to the Local Government and whether they are well conceived for achieving planned objectives
* The progress made so far in capacity building of the local government sector in contributing to its service delivery role and mandate

The progress to date under each output and what can be derived in terms of lessons learned for future UNDP support towards capacity building and social service delivery of local government in Zimbabwe.

Specifically the consultant will drill down on these issues;

* ***Assess the extent and manner to which the project strengthened the local Ministry’s capacities to align the local government legislation to the constitution.*** The consultant will assess the nature and depth of the legislation alignment capacities generated by the programme. This assessment will be based on output 1[[20]](#footnote-20) of the programme. The consultant will also assess the quantitative (number of legislation aligned to the constitution) achievements against the planned targets.
* ***Assess whether the project was successful in contributing towards institutional strengthening Ministry of Local Government, Public Works and National Housing to effectively coordinate and provide leadership for the local government sector***. The consultant will review the institutional capacities now subsisting in the Ministry against the baseline. The key guiding question will how effective is the Ministry is now coordinating and providing strategic leadership in the sector. The assessment of the institutional capacity will be carried out in line with output 2[[21]](#footnote-21) of the programme under evaluation.
* ***Assess the project contribution to overall good governance, gender equality and women empowerment***: A programme of this nature is supposed to ensure that it provides an opportunity for the inclusion of those groups within society that have the potential to influence governance processes but do not necessarily have the voice. Over the course of the implementation of the programme, issues of gender equality, inclusion and the empowerment of especially women. The key guiding question here will be how the programme has influenced the increased participation of women in civic and governance matters.

Within this broad framework outlined above; the consultant focus on the following areas of evaluation;

**Relevance.** The Consultant will assess how relevant the Programme has been to the local government context in Zimbabwe. The Consultant will also assess the responsiveness of the Programme to the shifts and changes in the operational context. The Consultant will ask the following questions to measure the relevance of the programme.

* To what extent is UNDP’s engagement in capacity strengthening of the Local Government Sector a reflection of strategic considerations, including UNDP’s role in the particular development context in Zimbabwe and its comparative advantage vis-a-vis other partners?
* Was the design of the project adequate to properly address the issues envisaged in the formulation of the programme?
* Are the activities and outputs of the programme consistent with the intended outcomes and effects
* Do the outputs and outcome address the specific development challenges of the Country and the intended beneficiaries? Were there any unintended consequences (positive or negative) that have implications to the human development goals of the country?

1. **Effectiveness.** The Consultant here will investigate the robustness of the delivery mechanism of the Programme. The inquiry will assess whether the Programme’s delivery mechanism supported the achievement of the desired objectives and demonstrate good governance and management. The Consultant to assess the effectiveness of the programme will ask these questions.
   * Were the stated outputs achieved? Did they contribute to the stated outcomes? What are the key development and advisory contributions that UNDP has made/is making towards the outcomes, if any?
   * If not fully achieved, was there any progress? If so, what level of progress towards outputs has been made as measured by the output indicators presented in the results framework. What evidence is there that UNDP support has contributed towards an improvement in the country’s capacity, including institutional strengthening?
   * To what extent has the project supported domestication of key regional frameworks, experiences and international best practices through national development plans and strategies?
   * Has UNDP utilized innovative techniques and best practices in its Local Government programming initiatives?
   * Is UNDP perceived by stakeholders as a strong advocate for improving capacities of the Local Government sector in the Country?
   * Taking into account the technical capacity and institutional arrangements of the UNDP Zimbabwe, is UNDP well suited to providing Local Government Sector Support in the country?

* What contributing factors and impediments enhance or impede UNDP performance in this area?

1. **Efficiency.** The Consultant will investigate on whether the project spending well, maximising the outputs for a given level of outputs? The following specific questions will guide the assessment of the efficiency of the programme.

Has the capacity building to Local Government’s project implementation strategy and approaches, conceptual framework and execution been efficient and cost effective? Are they sufficiently sensitive to the political and development constraints of the country?

Has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?

Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?

Have project funds and activities been delivered in a timely manner?

How has the steering or advisory committee contributed to the success of the project?

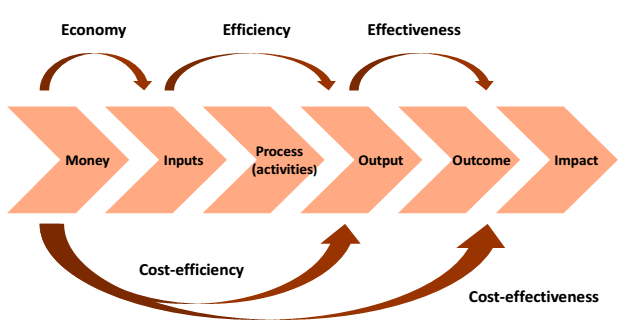
Does project governance facilitate good results and efficient delivery? Is there a clear understanding of the roles and responsibilities by all parties involved?

Are the monitoring and evaluation systems that the Ministry has in place helping to ensure effective and efficient project management and accountability of results? Does the monitoring and evaluation system include measurement for some gender equality results

* Were alternative approaches considered in designing the project?

On assessing the effectives and efficiency of the Programme, the consultant will use the Value for Money framework as is shown in diagram 1 below;

**Diagram 1: Value for Money Framework**



**Source:** White P.; Hodges A. and Greenslade M. (2013:9)

The evaluation will assess the economy, efficiency and effectiveness of the programme. Economy assessment will focus on price and at which inputs were purchased. The guiding question will “Did the Programme get inputs at a competitive rate?” Efficiency assessment will focus the transformation of Programme’s inputs into outputs. Lastly effectives assessment will investigate whether output were converted to outcomes and impact in a cost-effective manner?

1. **Impact.** The Consultant will be guided by the question; “is the programme having a transformational positive and lasting impact on the lives of the intended beneficiaries?”

1. **Sustainability.** Here the consultant will explore with the question; how far do the organizational and institutional frameworks established by the Programme can sustain its (project) outputs, outcomes and impacts. The Consultant will be guided by the following questions in assessing the sustainability;

What is the likelihood that UNDP Support to Local Government Interventions are sustainable?

Will the outputs delivered so far through the programme be sustained by national capacities? If not why?

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

Do the UNDP interventions have well designed and well planned exit strategies?

What could be done to strengthen exit strategies and sustainability

How should the Capacity building of Local Government portfolio be enhanced in future to support institutions, and partners in improving service delivery over the long term?

1. **Partnership**

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration. The partnership evaluation criteria will be assessed using these probing questions;

Has the partnership strategy in the Local Government sector been appropriate and effective

Are there current or potential complementarities or overlaps with existing partners’ programmes?

How have partnerships affected the progress towards achieving the outputs

Has UNDP worked effectively with partners to deliver on the programme’s Initiatives?

How effective has UNDP been in partnering with civil society (where applicable) and the private sector to under this programme in the country?

Has the partnership strategy in the Local Government sector been appropriate and effective

Are there current or potential complementarities or overlaps with existing partners’ programmes?

How have partnerships affected the progress towards achieving the outputs

Has UNDP worked effectively with partners to deliver on the programme’s Initiatives?

* How effective has UNDP been in partnering with civil society (where applicable) and the private sector to under this programme in the country?

**Human Rights**

* + To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefitted from UNDP Zimbabwe work in supporting the Local Government Sector?

**Gender Equality**

* + To what extent has gender been addressed in the design, implementation and monitoring of the programme’s Interventions? Is gender marker data assigned this project representative of reality
  + To what extent has UNDP’s support promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked against data from the Results-oriented Annual Reports (ROAR) during the period under review.

1. **Lessons Learnt.** What are the learning mechanisms and spaces that the Programme is using or has developed and how the lessons are being harvested and shared will guide the inquiry under this term of reference.
2. **Recommendations.** The Consultant will provide practical recommendations based on the analysis of the outputs of the above terms of reference. The recommendations will be intended to improve the implementation and management of similar and future programmes.

**4.0 Methodology**

Within the evaluation guidelines provided by leading organisations and practitioners, this evaluation will employ a mixed-methods, that is both qualitative and quantitative methods. The decision to use a mixed-methods approach the Consultant wants to strengthen the reliability of data, validity of findings and recommendations, and to broaden and deepen the understanding of the process through which program outcomes and impacts were achieved and, how these were affected by the context within which the programme was implemented (Bamberger M. 2012:1). Also the mixed method approach has the following benefits according to Greene 2005; 255-256):

1. ***Triangulation of Evaluation Methods:*** enriching the validity/credibility of the evaluation findings by comparing information obtained from different methods of data collection;
2. ***Complementarity:*** extending the comprehensiveness of the evaluation findings through results from different methods that broaden and deepen the conclusion reached and
3. ***Value diversity:*** incorporating a wider diversity of values through the use of different methods that themselves advance different values.

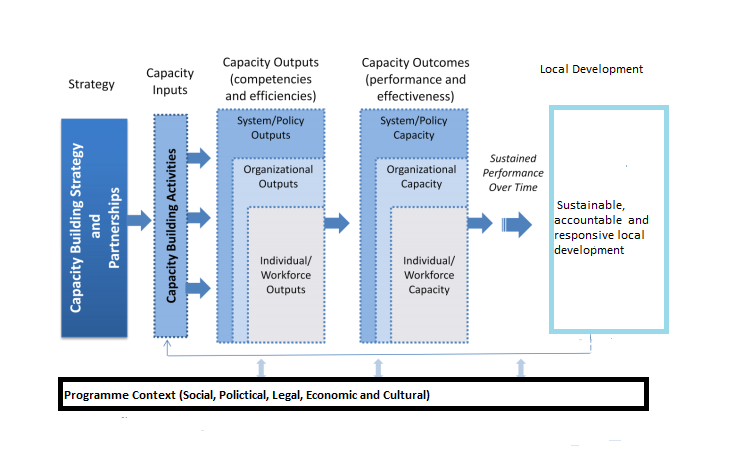
**4.1 Theory of Change**

Besides adopted a mixed methodological approach, the consultant will adopted a “theory of change –ToC- based impact evaluation” approach. The logic of infusing a theory of change approach in this evaluation is that it is helpful to base an impact evaluation on a ToC of how the intervention is understood to produce its intended impact (Rogers P. S. 2013:5). The ToC will assist this evaluation in the following ways:

1. Identification of the intermediate outcomes and impacts that can be observed within the time frame of the programme;
2. Distinguish between *implementation failure* (when impacts have not been properly implemented) or *theory failure* (where the intervention does not lead to desired impact even when implemented well) and
3. Provide a conceptual framework to bring together diverse evidence about the programme involve large numbers of diverse interventions.

The ToC is best developed at the conception stage of the intervention. In the Programme under evaluation no ToC was developed. Therefore the Consultant is guided by Rogers P.S. who noted that if a ToC has not been developed by the time of the intervention, “it is possible to retroactively develop an agreed ToC (2013:6). The Consultant has thus develop a ToC as shown in diagram 2 below to guide the evaluation.

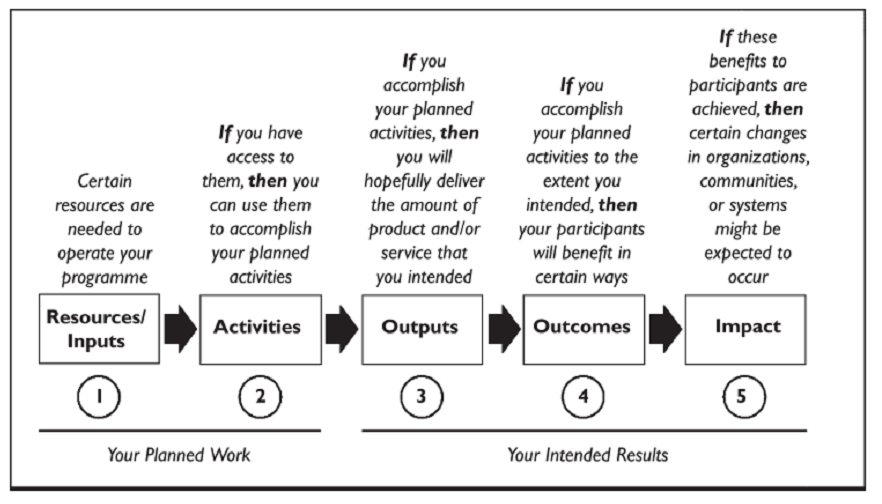
**Diagram 2: Proposed Theory of Change for the Capacity Building Local Government and Service Delivery programme**



**Source:** Adopted from PERFAR 2012:9

The proposed ToC of is built around the result causal logic that assumes that if a capacity building strategy is well resourced (with inputs) then capacity output will be delivered which in-turn will contribute to outcomes, that will facilitate the achievement of impact. This causal logic is demonstrated in diagram 3 below:

**Diagram 3: Result Causal Logic Framework**



**Source:** W. K. Kellogg Foundation 2004.

The development of the proposed ToC has been based on the following:

1. Programme document, the state objectives and outputs. However it is also important to note that the programme document does not spell out the expected outcomes. These will also be developed retroactively in consultation with the Implementing Partners (IPs) and relevant stakeholders.
2. Research into programmes of a similar nature for instance “A Case Study of Local Government Capacity Development in Philippine[[22]](#footnote-22)”.
3. Input from the IPs, Programme Coordinator and relevant stakeholders.

**4.2 Study sample**

The evaluation will use multiple sampling strategies with the intention to cover as many of the urban and local authorities as possible. All the provinces will get the chance of at least one rural and one urban local authority to be part of the field work. The next level of sampling will involve those local authorities that are on the main trunk roads in the country: Harare-Mutare, Harare-Beitbridge, Harare-Chirundu, Harare-Mount Darwin and Harare-Bulawayo-Plumtree. As many local authorities as possible on the trunk roads will be included in the field work as shown below.

1. **Cluster 1**: Marondera (Mashonaland East), Makoni and Rusape, Mutare, Mutasa, Nyanga, Chimanimani and Chipinge (Manicaland)
2. **Cluster 2**: Norton, Chegutu, Kadoma, (Mashonaland West), Kwekwe, Gweru, Vungu (Midlands), Plumtree, Bulilima, Mangwe, Umzingwane (Matebeleland South), Umguza (Matebeleland North).
3. **Cluster 3**: Mazowe, Bindura, Shamva (Mashonaland Central)
4. **Cluster 4**: Chinhoyi, Makonde, Karoi (Mashonaland Central)
5. **Cluster 5**: Beitbridge (Matebeleland South), Mwenezi, Chivi, Masvingo (Masvingo Province), Chikomba and Chivhu (Mashonaland East).

For each local authority chosen, the chief executive officer (rural), town secretary (urban), the head of finance, the district administrator and at least one councillor in order to get a cross-section of views and ideas about the different aspects of the project.

**4.3 Evaluation Methods and tools**

A mixture of methods and tools will be used to gather data and these are shown in table 1 below and in the evaluation matrix shown as annex 3 in this report. The rating scale for the four evaluation criteria is indicated in the evaluation matrix. The specific key questions are captured in the attached annexes:

|  |  |  |  |
| --- | --- | --- | --- |
| **Evaluation Method** | **Evaluation Tool** | **Some Key Questions to be Asked** | **Respondents** |
| Literature Review | Archived data extraction tool | * What theoretical framework underpinned the design of the programme? * What lessons have been derived from the implementation of similar programmes in other parts of the world * What theory of change should be used in order to design an appropriate programme? * What does capacity building mean to you? | * Project proposal and the logical framework * All annual reports and quarterly reports from 2012 to 2015 * Training and workshop Reports |
| Key Informant Interviews | Key Informant Interview Guide | * Can you provide the framework within which the programme was implemented? * How has this framework changed since the implementation of the project? * What were the key challenges facing local authorities before the start of the project and do you think that the programme was sufficiently designed to reverse the situation? * How appropriate were the inputs and activities as related to the local socio-cultural, political and economic context? * How far did the program address the needs of the communities in which it was being implemented? Were the objectives and achievements of the program consistent with the needs and priorities of the stakeholders and beneficiaries? * What effects (intended and unintended) has the program had on the beneficiaries / households and the project area as a whole? * Did the project use the most cost-effective approach or could other approaches produce the same results at more reasonable costs? * How well have the program activities transformed the available resources into the intended results in terms of quality, quantity and timeliness and in terms of the target beneficiaries? * To what extent has the program exploited synergies among partners and their respective competencies? | * Permanent Secretary in MLGPWNH * Principal Directors, Directors and officials in MLGPWNH * UNDP staff * ARDC and UCAZ staff |
| Focus Group Discussions | Focus Group Discussion Guide | * Appraise the sustainability of the programme, including the institutionalisation of interventions; * Assess whether the project funds and activities been delivered in a timely manner * Determine whether the project generated the buy- in and credibility needed for sustained impact. * What changes if any should be made in the current partnership (s) in order to promote long term sustainability? * What sustainability mechanisms were put in place at project design? * Have the achievements of the project been maintained? (Outputs, Outcomes and Impacts) * What is the likelihood that the programme initiatives will be sustainable? * How was the platform for the innovation and good practices used to enhance the programme implementation? | * This will be carried out for local authorities that are close to each other * In the same local authority, it will also be necessary sometimes to have all the officials in the same meeting to exchange views on how the project impacted on the operations of that local authority. |
| Field Visits | **Cluster 1**: Marondera (Mashonaland East), Makoni and Rusape, Mutare, Mutasa, Nyanga, Chimanimani and Chipinge (Manicaland)  **Cluster 2**: Norton, Chegutu, Kadoma, (Mashonaland West), Kwekwe, Gweru, Vungu (Midlands), Plumtree, Bulilima, Mangwe, Umzingwane (Matebeleland South), Umguza (Matebeleland North).  **Cluster 3**: Mazowe, Bindura, Shamva (Mashonaland Central)  **Cluster 4**: Chinhoyi, Makonde, Karoi (Mashonaland Central)  **Cluster 5**: Beitbridge (Matebeleland South), Mwenezi, Chivi, Masvingo (Masvingo Province), Chikomba and Chivhu (Mashonaland East). | * What are the possible factors that enhance or inhibit sustainability, including ownership/commitment, economic/financial, institutional, technical, socio-cultural and environmental sustainability aspects? * Will the benefits produced by the program be maintained after the termination of external support? * Are there recommendations and practical tools to better implement programmes of this nature in the future? * What do you think is the degree of satisfaction with the program in the targeted stakeholders and communities. * Were lessons learned from M&E activities been incorporated into the program, and shared with partners? * Were sufficient systems in place to ensure adequate integration of lessons learned? * What mechanisms were used for the coordination and linkages with other interventions? * What recommendations can be made for potential future programme replication/expansion, both at the activities and structural level. * How can the same lessons be used to further inform and assist in the design of future programmes of a similar nature? | * District Administrators * Chief Executive Officers of RDCs * Town Secretaries * Heads of Finance * Council Chairpersons |
| Most Significant Change | Most Significant Change Template | * What lessons have you learned during the programme that you would like to share with other local authorities? * If you were asked to redesign the programme, what areas would you ensure that they were part of the programme? * Are there any areas that you would not give preference to? | * The Ministry, UNDP and the consultant will agree on a number of local authorities which have exhibited best practices which can be shared with other local authorities. These stories will be packaged as case studies or boxes within the report. |

## 

**4.4 The Evaluation Process**

The consultant will adopt the following evaluation which is sometimes iterative but meant to get the most out of the stakeholders within the time frame allocated for the exercise:

**Step 1: Briefing meeting with Ministry, UNDP and its strategic partners**

This will be critical to build a common understanding of the expectations, deliverables and the methodology to be used by the Consultant. The meeting will lead to the refinement of the workplan, evaluation methodology, timetable and budget.

**Step 2: Inception Report with detailed workplan, tools specification**

Based on a common understanding of the assignment, the consultant will draw up a detailed workplan specifying all the tools to be used and procedures to be undertaken to ensure a balanced review process.

**Step 3: Gather and review key documents**

This involves a desk review of key project documents and reports. The process will also involve a review of documents housed within the various partners that UNDP and the Ministry worked with in the implementation of the project.

**Step 4: Field Visits and Strategic Consultations**

The Consultant will conduct field visits to the targeted local authorities to conduct indepth stakeholder meetings and discussions.

**Step 5: Production of Draft Evaluation and Lessons Learnt Report**

This will be for feedback by the Ministry, UNDP and partners leading to the production of a final draft report. This will developed immediately after fieldwork.

**Step 6: Production of a Comprehensive Final Evaluation and Lessons Learned Report**

This will be based on comments and feedback from stakeholders and will also address the recommended format and attachments. In addition, a lessons learned report will also be produced and discussed during the validation workshop. Feedback received will be taken into consideration when preparing the lessons learned report. The lessons learned report will cover the different facets of the Capacity Building of Local Government programme implemented by the UNDP Zimbabwe. This reports will be annexed in the main evaluation report.

**5.0 Workplan**

The workplan has been revised in line with the discussions held between the consultant and UNDP as part of the negotiation process for the assignment. The intention is to stick to the revised plan as much as possible. Any changes will be communicated to UNDP before they are effected.

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Activity** | W1 | | | | | | | W2 | | | | | | | W3 | | | | | | | W4 | | | | | | |
| **Briefing meeting with UNDP and Ministry (1 day)** |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| **Inception Report with detailed workplan, tools specification (3 days)** |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| **Gather and review key documents (4 days)** |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| **Field Visits and Strategic Consultations (10 days)** |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| **Production of Draft Evaluation Report (5 days)** |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| **Oral presentation of report (1 day)** |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| **Production of a Comprehensive Final Report (4 days)** |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |

**6.0 Programme Evaluation Budget**

The budget provided below response to the negotiation discussions held after the adjudication of the bid and will be taken as approved.

|  |  |  |  |
| --- | --- | --- | --- |
| **Cost Components** | **Unit Cost** | **Quantity** | **Total Rate for the Contract Duration** |
| 1. **Personnel Costs** |  |  |  |
| Professional Fees | $400 | 27 days | $10,800 |
| Others (pls. specify) |  |  |  |
| Travel | 20c/km | 2,500 | $680 |
| Accommodation | $100 | 10 nights | $1,000 |
| Daily Subsistence Allowance | $50 | 10 days | $500 |
| Communication | $100 |  | 100 |
| **Total** |  |  | **$13,080** |

**7.0 Conclusion**

The consultant is ready to carry out the assignment and has already started discussions with some of the local authorities that will be part of the field work to ensure that they out in place mechanisms that will ensure that the process is smooth.

# **Annex 3 Evaluation Questions**

* What theoretical framework underpinned the design of the programme?
* What lessons have been derived from the implementation of similar programmes in other parts of the world
* What theory of change should be used in order to design an appropriate programme?
* What does capacity building mean to you?
* Can you provide the framework within which the programme was implemented?
* How has this framework changed since the implementation of the project?
* What were the key challenges facing local authorities before the start of the project and do you think that the programme was sufficiently designed to reverse the situation?
* How appropriate were the inputs and activities as related to the local socio-cultural, political and economic context?
* How far did the program address the needs of the communities in which it was being implemented? Were the objectives and achievements of the program consistent with the needs and priorities of the stakeholders and beneficiaries?
* What effects (intended and unintended) has the program had on the beneficiaries / households and the project area as a whole?
* Did the project use the most cost-effective approach or could other approaches produce the same results at more reasonable costs?
* How well have the program activities transformed the available resources into the intended results in terms of quality, quantity and timeliness and in terms of the target beneficiaries?
* To what extent has the program exploited synergies among partners and their respective competencies?
* Appraise the sustainability of the programme, including the institutionalisation of interventions;
* Assess whether the project funds and activities been delivered in a timely manner
* Determine whether the project generated the buy- in and credibility needed for sustained impact.
* What changes if any should be made in the current partnership (s) in order to promote long term sustainability?
* What sustainability mechanisms were put in place at project design?
* Have the achievements of the project been maintained? (Outputs, Outcomes and Impacts)
* What is the likelihood that the programme initiatives will be sustainable?
* How was the platform for the innovation and good practices used to enhance the programme implementation?
* What are the possible factors that enhance or inhibit sustainability, including ownership/commitment, economic/financial, institutional, technical, socio-cultural and environmental sustainability aspects?
* Will the benefits produced by the program be maintained after the termination of external support?
* Are there recommendations and practical tools to better implement programmes of this nature in the future?
* What do you think is the degree of satisfaction with the program in the targeted stakeholders and communities?
* Were lessons learned from M&E activities been incorporated into the program, and shared with partners?
* Were sufficient systems in place to ensure adequate integration of lessons learned?
* What mechanisms were used for the coordination and linkages with other interventions?
* What recommendations can be made for potential future programme replication/expansion, both at the activities and structural level.
* How can the same lessons be used to further inform and assist in the design of future programmes of a similar nature

# **Annex 4 References**

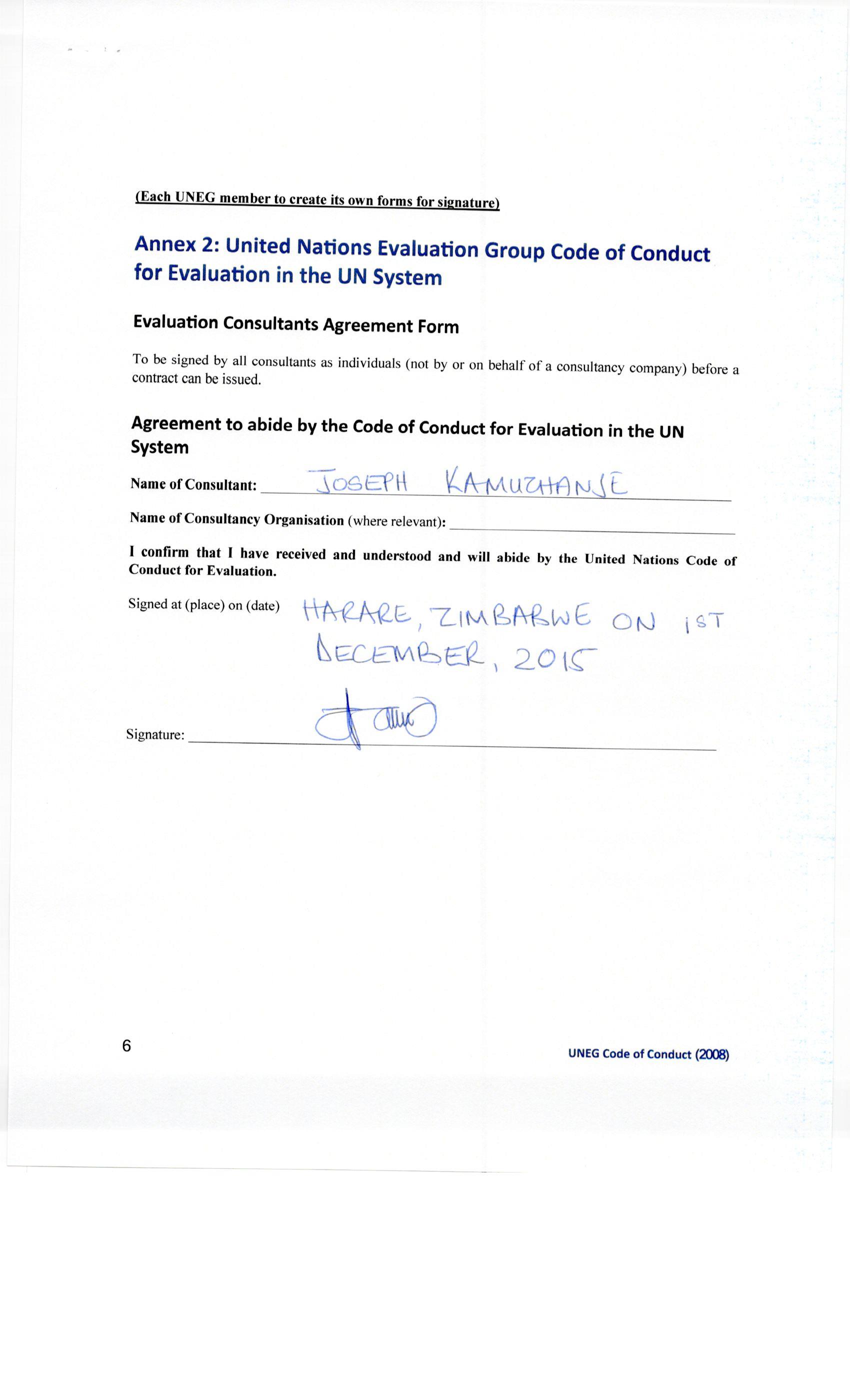
1. Quarterly Reports 2013-2014
2. Annual Reports 2013-2014
3. Annual Progress Report 2013
4. Board Meeting Minutes 2013-2015
5. The Philippines – Canada Local Government Support Program:A case study of local government capacity development in the Philippines, 2006
6. Programme Document: Capacity Building for Local Government and Service Delivery
7. Urban Councils Act, 29:15
8. Rural District Councils Act, 29:13
9. Regional, Town and Country Planning Act, 29:12
10. Provincial Councils and Administration Act, 29:11
11. Capacity Building for Participatory Planning and Budgeting in Africa: Initiatives and Strategic Perspectives, G. Matovu, 2006
12. Community Capacity Building Toolkit for Rural and Regional Communities, Government of Queensland
13. International Labour Organisation: Evaluation Lessons Learned And Emerging Good Practices, April 25, 2014
14. Building The Institutional Capacity Of Local Authorities In Zambia In The Third Republic: An Assessment, Royson M Mukwena (2002)
15. A Step-by-Step Guide for Local Authority Strategic Planning Facilitators, May 2015, Prof Joseph Kamuzhanje
16. <http://www.zw.undp.org/content/zimbabwe/en/home/operations/projects/democratic_governance/capacity-building-for-local-government-and-service-delivery.html>
17. <http://www.investopedia.com/terms/z/zbb.asp>
18. Integrated Results Based Management-Country Experiences from Asia and Africa, Koshy Thomas (2009)
19. Republic of Zimbabwe, ‘Provincial Councils and Administration in Zimbabwe: A Statement of Policy and a Directive by the Prime Minister (Harare, 1984)
20. Capacity Building for Local Government and Service Delivery: *Draft Report of the 2013 Local Government Capacity Assessment*
21. Republic Of Uganda, Ministry Of Local Government: National Local Government Capacity Building Policy (NGLCBP)
22. Local Government And Appropriate Capacity Building For Accelerated And Sustainable Rural Development, S. Ocheni, et.al (European Journal Of Business And Social Sciences, Vol. 1, No. 3, Pp 131 - 135, June 2012
23. Why Nations Fail: The Origins of Power, Prosperity and Poverty, Acemoglu, et.al. (2013)
24. Kudzai Chatiza (2010) “Can Local Government Steer Socio-Economic Transformation in Zimbabwe? Analysing Historical Trends and Gazing into the Future” Local Government Working Paper Series #1, Community Law Centre UWC
25. Hlatshwayo Ben (1998) “Local Government in Zimbabwe” in Grounding Good Governance and Democracy in Communities: An Exploration of some Zimbabwean Experiences ed. Stewart J, Austrian North-South Institute

Government of Zimbabwe, Constitution of the Republic of Zimbabwe

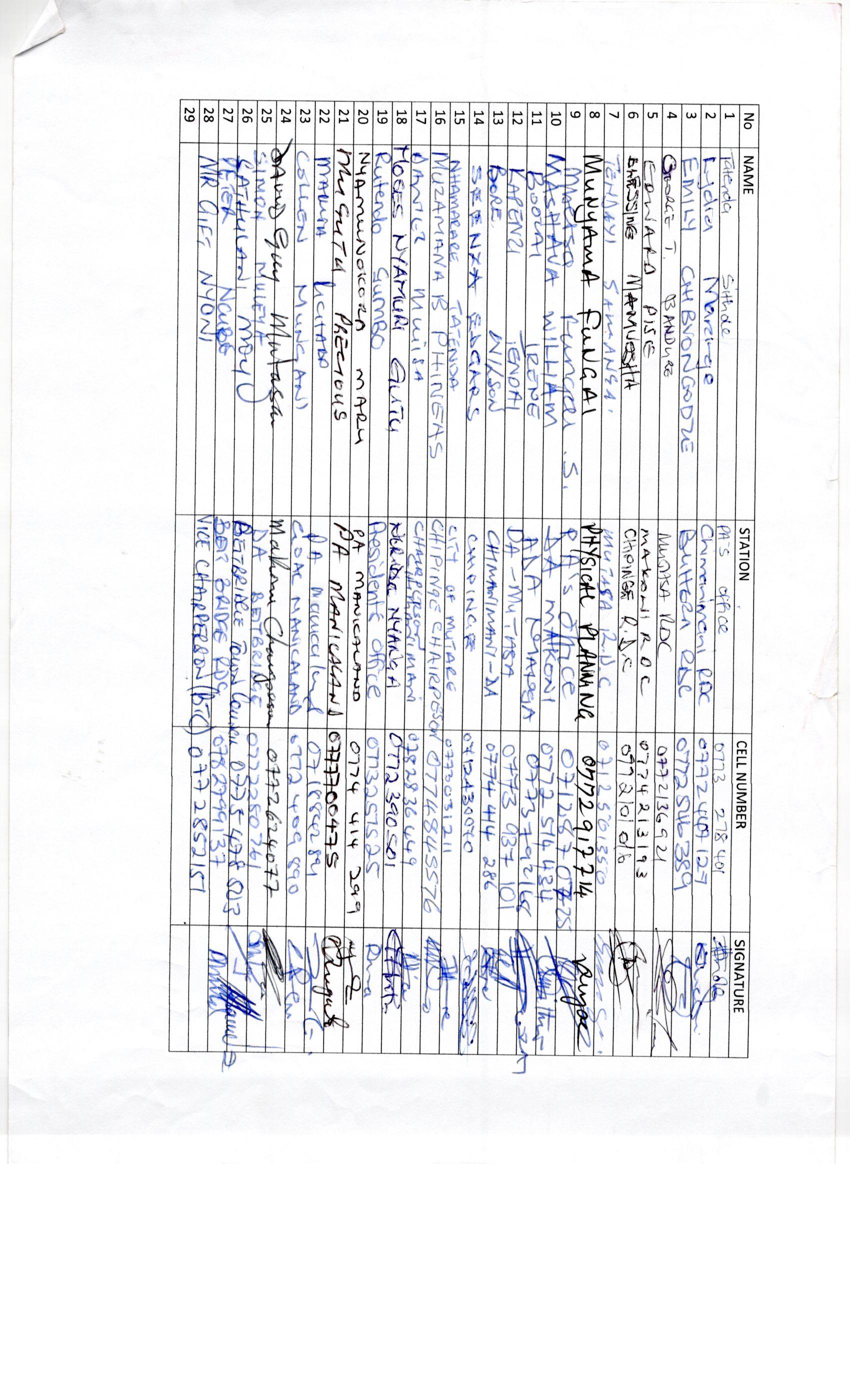
Theory of Change Manual, Aspen Network of Strategic Philanthropy, May 2005

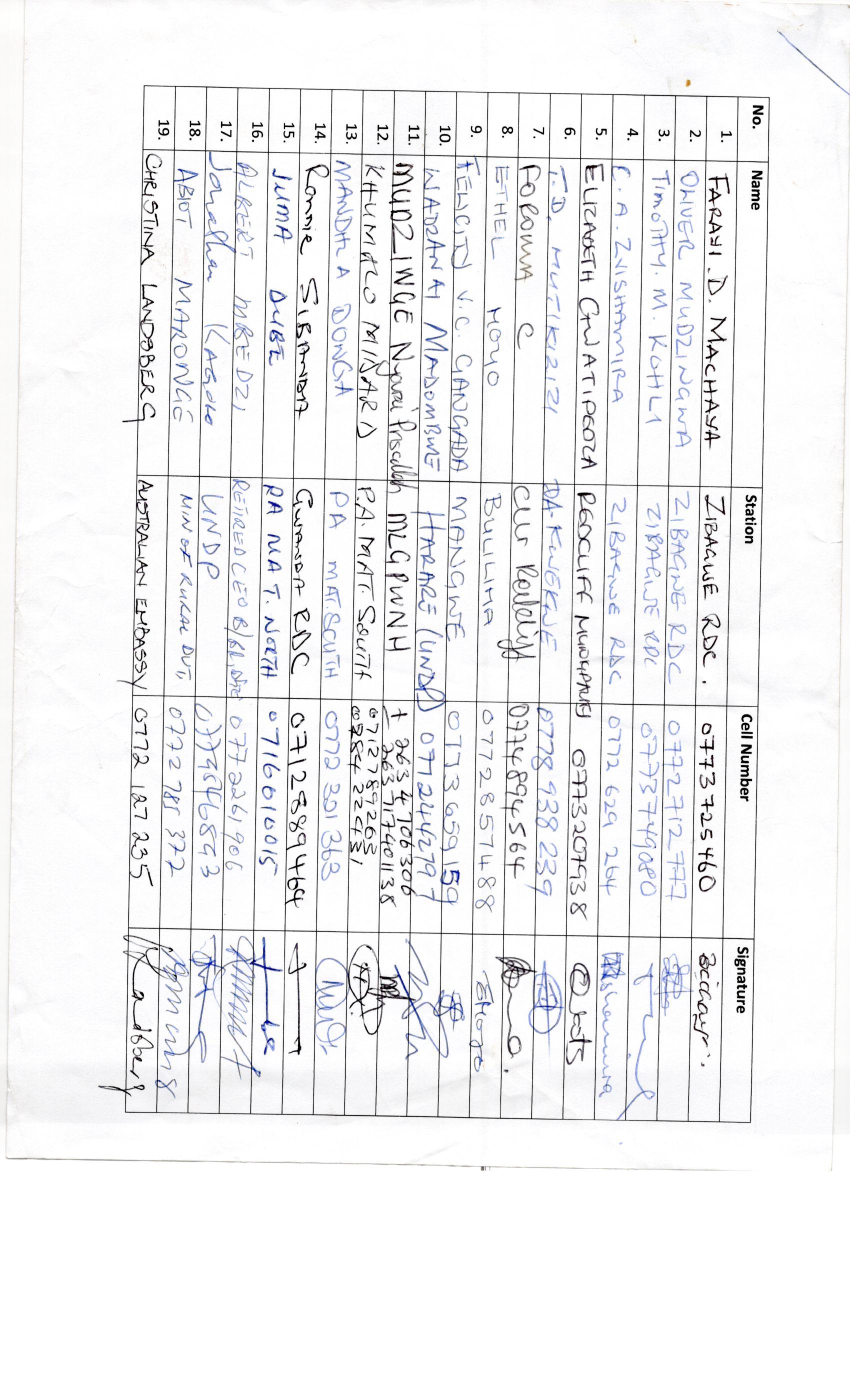
1. Handbook On Planning, Monitoring And Evaluating For Development Results (UNDP), 2009
2. End of Evaluation Report for the Zimbabwe Local Government Capacity Building Programme (ZLGCBP), J. Kamuzhanje (2012)
3. Needs Assessment Report for the Mutare Dialogue and Technology for Accountability Programme (M-DATA), J. Kamuzhanje and A. Masendeke (2014).
4. End of Project Evaluation for the Promoting Examples of Participatory Local Empowerment and Urban Planning (PEOPLE UP) project, J. Kamuzhanje (2013)
5. End of Project Evaluation for the Local Governance and Citizen Participation Programme (LGCPP), J. Kamuzhanje (2015)

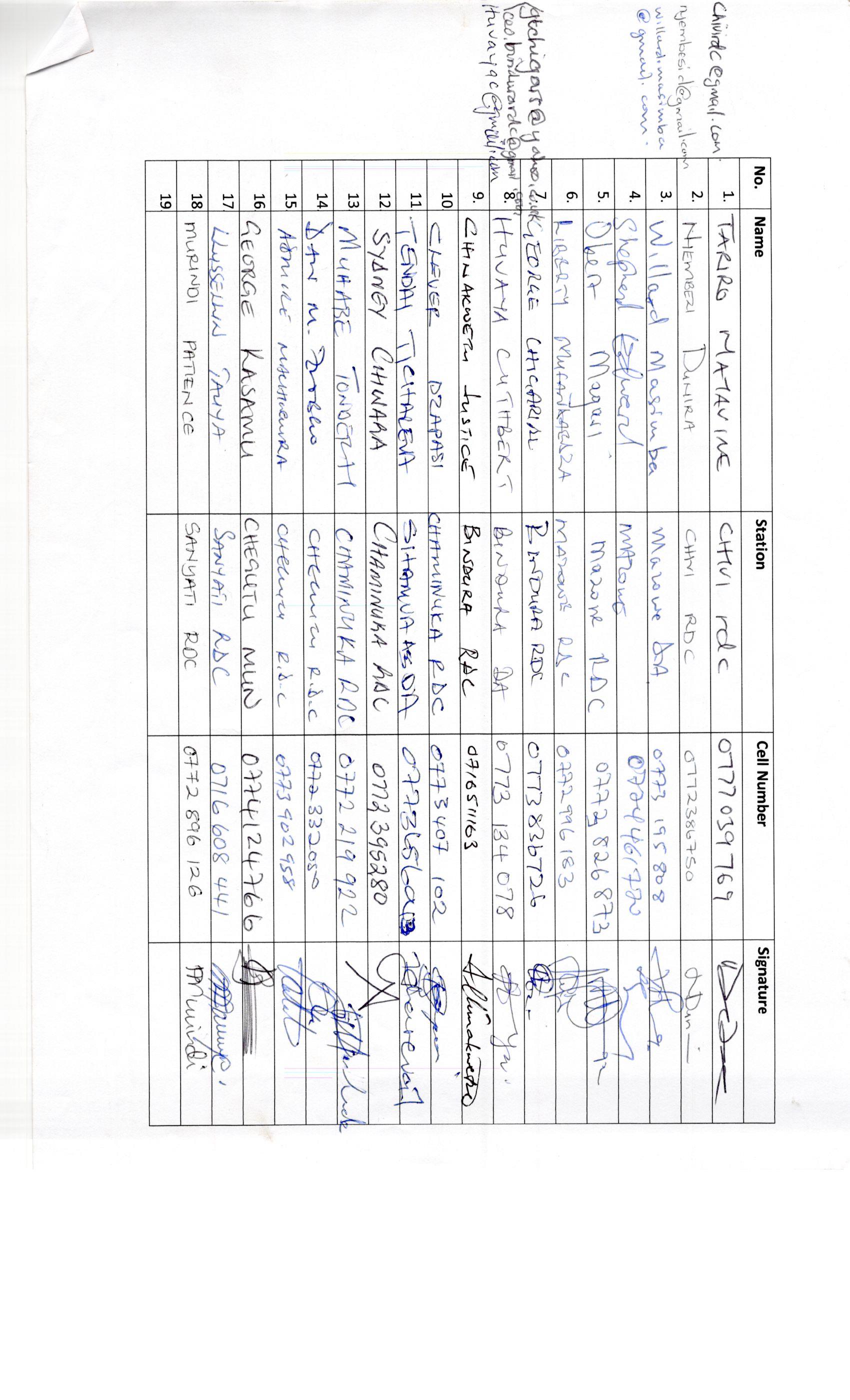
# **Annex 5 Signed Code of Conduct**



# **Annex 6 List of People Interviewed During the Evaluation**







1. Programme document of the Capacity Building of Local Government and Service Delivery Programme [↑](#footnote-ref-1)
2. Large portions of this section were adapted from the founding document of the Capacity Building for Local Government and Service Delivery Programme, the **Capacity Building for Local Government and Service Delivery** programme document [↑](#footnote-ref-2)
3. Government of Zimbabwe, Constitution of the Republic of Zimbabwe [↑](#footnote-ref-3)
4. Theory of Change Manual, Aspen Network of Strategic Philanthropy, May 2005 [↑](#footnote-ref-4)
5. Government of Zimbabwe, the Constitution of the Republic of Zimbabwe [↑](#footnote-ref-5)
6. Government of Zimbabwe, Rural District Councils Act, First Schedule, Section 71 [↑](#footnote-ref-6)
7. Government of Zimbabwe, Urban Councils Act, Second Schedule, Section 198 [↑](#footnote-ref-7)
8. <http://www.zw.undp.org/content/zimbabwe/en/home/operations/projects/democratic_governance/capacity-building-for-local-government-and-service-delivery.html> [↑](#footnote-ref-8)
9. Please note that this statement is true for the two ministries dealing with local authorities after the split in a cabinet reshuffle in late 2015. [↑](#footnote-ref-9)
10. This is referred to as outcme 3.1 in the ZUNDAF [↑](#footnote-ref-10)
11. This is the target set at the start of the evaluation [↑](#footnote-ref-11)
12. Based on an interview with Mr. J. Kagoro Programme Coordinator [↑](#footnote-ref-12)
13. Testimony from the Chief Executive Officer for Bindura RDC [↑](#footnote-ref-13)
14. Programme document p10. [↑](#footnote-ref-14)
15. Programme document p10. [↑](#footnote-ref-15)
16. The final TORs for the evaluation are part of this report as annex 1 [↑](#footnote-ref-16)
17. Republic of Zimbabwe, ‘Provincial Councils and Administration in Zimbabwe: A Statement of Policy and a Directive by the Prime Minister (Harare, 1984) [↑](#footnote-ref-17)
18. Capacity Building for Local Government and Service Delivery: *Draft Report of the 2013 Local Government Capacity Assessment* [↑](#footnote-ref-18)
19. These are provided for in the Constitution but there are not yet in place. [↑](#footnote-ref-19)
20. Harmonised Policy and legislative framework for local government developed [↑](#footnote-ref-20)
21. Capacity of Ministry responsible for local government, local authorities and communities to co-ordinate, plan and manage responsive and accountable service delivery and local development enhanced [↑](#footnote-ref-21)
22. ECDPM Discussion Paper No. 57N 2008. [↑](#footnote-ref-22)