

# **INDEPENDENT EVALUATION OF THE 2012-2015 ZIMBABWE UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK**

**Submitted by**

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## ACRONYMS

<b>ACBF</b>	African Capacity Building Foundation
<b>AfDB</b>	African Development Bank
<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>ALE</b>	Agriculture, Land and Environment
<b>ARR</b>	Annual Review Report
<b>CAP</b>	Consolidated Appeal Process
<b>CBA</b>	Cost Benefit Analysis
<b>CBO</b>	Community-based Organizations
<b>CCA</b>	Common Country Assessment
<b>COPAC</b>	Constitution Parliamentary Select Committee
<b>CPAP</b>	Country Programme Action Plan
<b>CPD</b>	Country Programme Document
<b>CSO</b>	Civil Society Organizations
<b>DAC</b>	Development Assistance Committee
<b>DaO</b>	Delivering as One
<b>DfD</b>	Data for Development
<b>DRR</b>	Disaster Risk Reduction
<b>EEP</b>	Economy, Employment and Poverty
<b>FAO</b>	Food and Agriculture Organization
<b>FGD</b>	Focus Group Discussion
<b>FP</b>	Flagship Programme
<b>GF</b>	Global Fund
<b>GHR</b>	Governance and Human Rights
<b>GNU</b>	Government of National Unity
<b>GoZ</b>	Government of Zimbabwe
<b>GPA</b>	Global Political Agreement
<b>GTG</b>	Gender Thematic Group
<b>HACT</b>	Harmonized Approach to Cash Transfers
<b>HDR</b>	Human Development Report
<b>HIV</b>	Human Immunodeficiency Virus
<b>HRBA</b>	Human Rights Based Approach
<b>HTF</b>	Health Transition Fund
<b>ICT</b>	Information and Communications Technology
<b>ILO</b>	International Labour Organization
<b>IOM</b>	International Organization for Migration
<b>IP</b>	Implementing Partner
<b>ITU</b>	International Telecommunications Union
<b>JIM</b>	Joint Implementation Matrix
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MDGs</b>	Millennium Development Goals
<b>MDTF</b>	Multi-donor Trust Fund
<b>MoF</b>	Ministry of Finance
<b>MoHCW</b>	Ministry of Health and Child Welfare
<b>MoJLA</b>	Ministry of Justice and Legal Affairs
<b>MoWGCD</b>	Ministry of Women, Gender and Community Development
<b>MTCT</b>	Mother to Child Transmission
<b>MTP</b>	Medium Term Plan
<b>NANGO</b>	National Association of Non-Governmental Organizations
<b>NDP</b>	National Development Priority
<b>NGO</b>	Non-Governmental Organization
<b>ODA</b>	Official Development Assistance
<b>OECD</b>	Organization for Economic Cooperation and Development
<b>ONHRI</b>	Organ for National Healing, Reconciliation and Integration
<b>OPC</b>	Office of the President and Cabinet
<b>OMT</b>	Operations Management Team

<b>PBSS</b>	Population and Basic Social Services
<b>PMT</b>	Programme Management Team
<b>PPP</b>	Public Private Partnership
<b>RM</b>	Resource Mobilization
<b>RBM</b>	Results Based Management
<b>SADC</b>	South African Development Community
<b>SDGs</b>	Sustainable Development Goals
<b>SEZ</b>	Special Economic Zone
<b>SOPs</b>	Standard Operating Procedures
<b>SWAP</b>	Sector Wide Approach
<b>TG</b>	Thematic Group
<b>TOR</b>	Terms of Reference
<b>UPR</b>	Universal Peer Review
<b>UNAIDS</b>	Joint United Nations Programme on HIV/AIDS
<b>UNCG</b>	United Nations Communication Group
<b>UNCT</b>	United Nations Country Team
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDG</b>	United Nations Development Group
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Education, Scientific and Cultural Organization
<b>UNFPA</b>	United Nations Population Fund
<b>UNHCR</b>	United Nations High Commission for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNIDO</b>	United Nations Industrial Development Organization
<b>UNOCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>UNS</b>	United Nations System
<b>UPU</b>	Universal Postal Union
<b>UNRCO</b>	United Nations Resident Coordinator's Office
<b>UNWOMEN</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>VTPA</b>	Virtual Team of Policy Advisors
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organization
<b>ZDHS</b>	Zimbabwe Demographic and Health Survey
<b>ZIM ASSET</b>	Zimbabwe Agenda for Sustainable Socio Economic Transformation 2013-2018
<b>ZIMSTAT</b>	Zimbabwe National Statistics Agency
<b>ZIPAM</b>	Zimbabwe Institute for Public Administration and Management
<b>ZUNDAF</b>	Zimbabwe United Nations Development Assistance Framework

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# EXECUTIVE SUMMARY

## The Zimbabwe Context and National Development Priorities

With vast tracts of arable land, an abundance of mineral wealth and a high literacy rate, Zimbabwe has the potential to become an engine of regional economic growth. However, the country suffered from multiple economic and humanitarian crises for much of the last decade. This resulted in poor industrial performance, hyperinflation, increased unemployment and other forms of low capacity utilization. The economic crisis also severely impacted upon social sector service provision. For example, the 2008 cholera outbreak, in which some 4,000 people died, demonstrates the extent to which the health sector had broken down. The education sector was also affected, and examination pass rates and other indicators of quality dropped dramatically.

Economic recovery began with the conversion to a multicurrency system under the transitional Government of National Unity (GNU) which was formed in 2008. As a result of dollarization and other efforts to stabilize its economy, Zimbabwe has experienced an improved rate of growth. However, the economy still remains fragile, and the country has experienced deflation since February 2014, resulting in retrenchments and a widening poverty gap. Moreover, Government revenues remain insufficient to provide essential services and since 2010, UN-coordinated multi-donor transition funds have been key to the revitalization of the social service sectors.

These development challenges, among other issues, were referenced in the 2011-2015 Medium Term Plan (MTP), the economic recovery document issued in 2011 under the GNU. Following the 2013 election, the new Government replaced the MTP with its own economic blueprint, the 2013-2018 Zimbabwe Agenda for Sustainable Socio Economic Transformation (Zim Asset). The Zim Asset presents national development priorities which are to be addressed through investments in the following four cluster groups: food insecurity and undernourishment; social services and poverty eradication; infrastructure and utilities; and value addition and beneficiation.

## The United Nations in Zimbabwe and the 2012-2015 ZUNDAF

The UN's operational activities in Zimbabwe are coordinated through the United Nations Country Team (UNCT), which is the highest level inter-agency coordination and decision making body in the country, and is led by the UN Resident Coordinator, the designated in-country representative of the UN Secretary General.

With the aim of supporting the achievement both of Zimbabwe's development priorities as well as of the Millennium Development Goals (MDGs), the Government and the UNCT in Zimbabwe launched the 2012-2015 Zimbabwe United Nations Development Assistance Framework (ZUNDAF) in 2011. The ZUNDAF presents the common strategic framework for the operational activities of the United Nations System (UNS) in Zimbabwe for 2012-2015. As of June 2014, the total funding requirement for the 2012-2015 ZUNDAF was USD \$1,484,646,017, of which USD \$798,439,999 had been mobilized by the end of 2013.

The 2012-2015 ZUNDAF articulates the following six interrelated Thematic Groups through which the UN system can respond most effectively to Zimbabwe's development priorities: Governance and Human Rights, Economy, Employment and Poverty, Agriculture, Land and Environment, Population and Basic Social Services, HIV/AIDS and Gender. Beyond individual agency programmes, each TG also includes a joint UN agency Flagship Programme, which is aimed at high level, strategic results that are aligned with the ZUNDAF.

## The 2012-2015 ZUNDAF Evaluation

The ZUNDAF Evaluation was commissioned by the UNCT with day-to-day management of this exercise at technical level upheld by the UN Resident Coordinator's Office (UNRCO). The objective of this consultancy is to conduct an evaluation of the 2012-2015 ZUNDAF based on the detailed Terms of Reference presented in Annex 1.

Accordingly, the Evaluation considers the ZUNDAF's continued relevance, as well as its achievements and progress-to-date against planned results, the sustainability of its results, its effectiveness as a coordination and partnership framework and as a resource mobilization mechanism. The Evaluation also provides lessons learned and forward-looking recommendations to the UNCT for the remaining implementation of the current ZUNDAF. Finally, the Evaluation findings and recommendations, in conjunction with the 2014 Country Analysis, are intended to inform the design of the next ZUNDAF.

## Evaluation Scope and Limitations

This evaluation of the 2012-2015 ZUNDAF has been conducted two and one-half years into its four year timeframe, and it is therefore not a final evaluation. It also does not include reviews, studies, surveys or other research which is currently underway but not yet finalized, such as the 2014 Mid-Year Review MYR of the TGs, the 2014 nationwide Multiple Indicator Cluster Survey (MICS) or the findings from the ongoing Country Analysis exercise. Moreover, as the Evaluation considers the ZUNDAF at its midpoint, there are limitations on the extent to which the sustainability of ZUNDAF results can be assessed in this exercise. Finally, there is a lack of counterfactual evidence that would indicate what development results might have been achieved in the absence of the ZUNDAF.

## Major Findings of the ZUNDAF Evaluation

The current ZUNDAF has been implemented in a context which has evolved from one which was primarily humanitarian and early recovery to one which is now more recovery and development-focused. The contextual issues that informed the design of the current ZUNDAF – a transitional government, an economy recovering from a hyperinflation crisis and a social services sector badly in need of revitalization – required a combination of humanitarian, recovery and developmental programme approaches. The environment in which the 2012-2015 ZUNDAF was formulated was therefore both challenging and uncertain.

There have been major changes in Zimbabwe since then, including the adaptation of a new broad-based Constitution and the election of a new government in 2013. As a result of the overall improvement in the country's humanitarian situation, the GoZ and the UN and its implementation partners have scaled down those activities. Finally, there are now strong signs of donor re-engagement with the GoZ, which would allow direct bilateral exchange and aid to Zimbabwe, and which would further support national ownership of the country's development processes.

A major finding of the Evaluation is that:

- The 2012-2015 ZUNDAF has demonstrated its flexibility in remaining relevant and responsive in this changing and challenging operational environment. This flexibility is attributable to the ZUNDAF's outcome level framework, and the fact that major development challenges such as poverty and food insecurity have overall remained the same over this period. Therefore, only programmes at the agency level require adjustment to the new Zim Asset clusters, for example, in initiatives relating to value addition and beneficiation.

Other major findings include:

- With regard to ZUNDAF progress, the Joint Implementation Matrix (JIM) is the implementation tool that has been developed to monitor and report on ZUNDAF results. At just past the midpoint in its implementation, there was overall satisfactory progress toward the achievement of ZUNDAF outcome indicators: at least 77% are on track, and 7% have been achieved.
- The largest ZUNDAF programmes focus on service provision sectors found under the Thematic Groups, Population and Basic Social Services (PBSS) and HIV. The most common constraint to progress towards planned outcomes cited by the TGs was inadequate resources which is more noticeable in the specialized agencies' areas of focus. Finally, although it is premature to assess their outcomes, the integrated approach seen in the HIV and PBSS (Nutrition) Flagships may be the most effective modality for the Flagship Programmes.
- While the MDGs have been well integrated into each of the ZUNDAF outcome areas, the integration of the Programming Principles, particularly gender and environment, could be improved. ZUNDAF-wide assessments on capacity building, gender mainstreaming and RBM trainings which have been provided to GoZ partners under both the current and the 2007-2011 ZUNDAF have not yet been undertaken.
- With regard to coordination and cohesion, the 2012-2015 ZUNDAF has been successful in providing a structured process through which UN agencies can communicate collectively. It has also been successful as a platform through which the UN can present as a coherent, unified entity for advocacy and outreach, and for engagement with the Government. Through the ZUNDAF, the UN has also been able to leverage its comparative advantage as a convener between the GoZ and donors in the mobilization of nearly USD \$800 million in support of the achievement of Zimbabwe's NDPs. The UN has also utilized its comparative advantage as a provider of a wide range of technical expertise to strengthen the capacity of national institutions and individuals towards sustaining the development outcomes realized through the ZUNDAF as well as the integration of ZUNDAF outcomes into national policies and frameworks to further ensure their sustainability. Furthermore, the UN leveraged its comparative advantage

to advocate for the achievement of the Millennium Development Goals (MDGs), as demonstrated through the Zimbabwe MDG progress reports.

- Although the UNCT/GoZ partnership functions well at the highest level, coordination, commitment and ownership at the TG and grassroots levels could be improved. Also, there is a need for a more outward-oriented approach to partnerships to better include all those envisaged by the ZUNDAF, such as civil society and the private sector, in its formulation. In addition, while there is a UNCT-validated Resource Mobilization Strategy, agencies continue to compete for funding and larger agencies are in a more advantageous position to mobilize funds. Additional strategies should be developed for underfunded national priorities, in particular for Gender.
- There is little evidence that the ZUNDAF has lowered transaction costs for either the UN or the GoZ where staff time and a lack of harmonized business processes are likely to be the greatest drivers of these costs. Nonetheless, most UN respondents agreed that higher transaction costs for coordination were outweighed by the benefits that the ZUNDAF provides for the UN to present as a coherent entity to engage with the highest levels of government.
- Finally, the coordination and coherence mechanisms which support the ZUNDAF include several best practices for Delivering as One (DaO) in a non-DaO country. The possibilities for additional strengthening of development efforts and efficiencies under the ZUNDAF, particularly in resource mobilization and joint programming if Zimbabwe were to progress to self-starter DaO status, need to be re-explored (an earlier investigation by the UNCT in 2008 is referenced below, under “Best Practices”).

## Best Practices, Constraints and Lessons Learned

### Best Practices

The current ZUNDAF presents several best practices for DaO in a non-DaO country, including an outcome-based UNDAF which is flexible enough to respond to changes in a fluid country context; an operational plan with indicative budgets and an M&E framework; and programme, operations and communications management tiers which support the ZUNDAF process and contribute to greater policy, programme and operational cohesion. Although it was developed after the launch of the 2012-2015 ZUNDAF, the UNCT-endorsed Joint Partnership and Resource Mobilization Strategy, is also a DaO best practice.

### Constraints

- Macro-economic instability, which has resulted in an overall reduction of DAC donor funding since 2008 and local economic fragility, which has affected the level of GoZ contributions to ZUNDAF programmes.
- The absence of a formalized GoZ Aid Coordination Committee, resulting in the division of information on aid financing, coordination and accountability among different GoZ entities.
- The lack of incentives, including workplace recognition, for ZUNDAF-related work by meso-level GoZ partners has contributed to their uneven ownership of and commitment to the ZUNDAF process and has shown to be another constraint.
- Insufficiently harmonized business processes among UN agencies, which has increased internal transaction costs because of multiple reporting requirement.

### Lessons Learned

There are several key lessons learned from the current ZUNDAF which can inform its remaining implementation and the formulation of the 2016-2020 ZUNDAF, including:

- **Coordination:** Effective coordination requires investments of time, funding and commitment and transactions costs, particularly in the establishment of joint programming initiatives, can be high.
- **Effectiveness:** The reduction of transaction costs through, for example, joint work plans, may not always be as effective as envisaged, due to bottlenecks in agency headquarters.
- **Ownership:** Greater commitment and ownership of the ZUNDAF process by meso-level GoZ partners requires greater incentives and motivation, including workplace recognition, as well as training and orientation on ZUNDAF processes and their value added.
- **Gender:** the lack of a deliberate focus on gender equality will not only hinder progress towards ZUNDAF outcome



7.1, but also the achievement of ZUNDAF outcomes overall. Complete integration of gender equality and equity into initiatives under the ZUNDAF is essential in order to meet its envisaged results.

- **Sustainability:** Exit and sustainability strategies must be built into programmes from their design stage to ensure the sustainability of their results after interventions are wound down and donor funding ceases. .
- **Resource Mobilization:** Current resource mobilization strategies, which focus upon individual agencies and TGs raising funds for specific interventions, have been more successful for some TGs than for others. Additional strategies that improve resource mobilization for unfunded areas, such as gender equality and equity within the ZUNDAF, are needed.

## Recommendations and Way Forward

At midpoint in the 2012-2015 ZUNDAF implementations, selected recommendations to inform its remaining implementation, as well as contribute to the formulation of the 2016-2020 ZUNDAF, are provided below:

### Relevance of the ZUNDAF

- Retain an outcome-based framework for the next ZUNDAF, as this format has demonstrated its flexibility in the fluid Zimbabwe context.
- Retain the JIM as the operational plan for the next ZUNDAF. However, reduce the number of outputs, to manage stakeholder expectations about which development priorities the UN will and will not support.
- In the next ZUNDAF, increase alignment with the Zim Asset at both the results and structural levels. In this connection, support a workshop to present the structural processes of the Zim Asset to which the next ZUNDAF should align, including planning and review cycles. At the results level, integrate additional cross-cutting issues which support Zim Asset strategies, outputs and Quick Wins, such as ICT and Green Economy
- Reference and integrate the issues arising from the post-2015 development agenda discussions, as well as the Sustainable Development Goals (SDGs), in the outcome levels of the next ZUNDAF.
- Continue to build capacity on Programming Principles to strengthen their actual integration.
- Conduct a ZUNDAF-wide assessment of the results to date of institutional and individual capacity building, including technical as well as cross-cutting issues, to better inform these efforts in the 2016-2020 ZUNDAF, in order to reduce duplication and to increase collaboration with other development partners' capacity development initiatives.

### Coordination

- To strengthen coordination at the meso-level, place the ZUNDAF on the agenda at Permanent Secretaries' meetings and review information sharing procedures to ensure that the Permanent Secretaries receive TG meeting minutes. This will also serve as a risk management/business continuity measure to reduce the loss of work outputs and processes, in the event of changes in GoZ leadership at the Minister, Permanent Secretary or Director level.
- To increase TG commitment and consequently group members' participation and internal coordination, encourage the GoZ to add ZUNDAF-related duties into the job descriptions of ministry staff working on ZUNDAF activities. Further strengthen ownership and understanding of the ZUNDAF and its related mechanisms at the TG and implementation levels through an annual orientation and training session on ZUNDAF processes and their value added.

### Monitoring and Evaluation

- Strengthen joint monitoring, as well as integrated, multi-partner monitoring of multiple projects, for increased information sharing and to reduce duplication and transaction costs. The multi-partner integrated monitoring mission, which included the HIV TG Flagship Programme e-MTCT as one of the programmes reviewed, is a best practice.
- To better inform programming and reporting of results, support ZIMSTAT to hold a forum to orient stakeholders on available data and how to access it. Designate a DfD Working Group member(s) to attend all TG meetings to advise on and provide DfD support to them.
- Develop a common electronic platform for M&E that will provide real time implementation details to both UN and GoZ partners: a recommended platform is Teamworks, which is already used as the intranet platform by the UN system in Zimbabwe.



## Resource Mobilization

- To strengthen resource mobilization, update the 2012 Joint Partnership and Resource Mobilization Strategy mapping of private sector partners to identify additional donors and corporate allies and conduct a workshop to advise agencies how this information can be used effectively.
- Review innovative resource mobilization strategies developed by other UNCTs such as UN Botswana's 2014 Joint Partnership and Resource Mobilization Strategy, with the aim of broadening current fund mobilization strategies, for example, approaching innovation hubs and corporate foundations.
- For improved resource mobilization for ZUNDAF funding gaps, review country coherence fund/One Fund modalities to determine how this modality for pooled, un-earmarked funds could best be adapted to the Zimbabwe context.

## Efficiency of the ZUNDAF

- For greater joint programming efficiencies, Flagship Programmes in the 2016-2020 ZUNDAF should be more focused on integrated and cross-sector approaches.
- Follow the implementation and review of the new HACT framework, which is still in the pilot stage, to determine which of its components could be adapted to the constrained fiscal context of Zimbabwe.
- Reduce transaction costs through the use of national systems for reviews.
- Re-explore the possibilities for additional strengthening of development efforts and efficiencies under the ZUNDAF, particularly in resource mobilization and joint programming, if Zimbabwe were to progress to self-starter DaO status.

## Sustainability

- The next ZUNDAF should include more details on sustainability risks and assumptions as well as on UN exit strategies, to further ensure that results are sustained after its completion. For example, how the risk of the loss of work outputs and processes would be managed in the event of changes in Ministry leadership.

## Priority Interventions

- Institutional and Human Capacity Building: As noted above, while extensive institutional and human capacity building has been conducted by the UN under both the current and the previous ZUNDAF, these efforts have been project-specific and their results to date have not yet been assessed. A priority for the 2016-2020 ZUNDAF should be to evaluate the current outcomes of these efforts across all TGs and based on that assessment, develop a ZUNDAF-wide strategy for institutional capacity building and human capital development at both the national and subnational levels, in order to increase possibilities for the sustainability of ZUNDAF outcomes. This strategy should be coordinated with the efforts of other development partners to reduce duplication and transaction costs. It should also reference and incorporate, where possible, regional initiatives in this area, such as those under the ACBF.
- Economic Governance: this is an area which is timely and highly relevant to the GoZ's current economic priorities and one in which the UN has demonstrated advantage. It builds upon the UN's work to date on Special Economic Zones (SEZs), natural resource management and other activities in support of the NDPs. This area also has strong linkages with ZUNDAF outcomes in agriculture, livelihoods and conflict management and with Zim Asset strategies and Quick Wins.
- Resilience-building: this area encompasses a wide range of preparedness, recovery and development activities. Looking forward, as there are strong signs of donor re-engagement with the GoZ, the UN system should focus on more systematic efforts to shift from recovery programmes and transitional funding modalities and to prepare the GoZ to assume and manage longer term development assistance. Towards this objective, resources should be channelled into more cross-sector approaches which integrate resilience and sustainability, for example, in cross-sector DRR - livelihoods - food security interventions.

In summary, many of the challenges that the 2012-2015 ZUNDAF has faced are common to UNDAFs elsewhere, and the current ZUNDAF provides several lessons for the design and implementation of the 2016-2020 ZUNDAF. With a greater UN/GoZ focus on recovery and development interventions and in anticipation of donor re-engagement with Zimbabwe, timely for the UN system in Zimbabwe to consider how it can move from being a provider of services to the Government to becoming an enabler and facilitator of greater national management in development processes. It is also timely for the UN to again consider if that might be better accomplished if Zimbabwe were to progress to a DaO self-starter status.

# 1. INTRODUCTION

## 1.1 The Zimbabwe Context and National Development Priorities<sup>1</sup>

With vast tracts of arable land, an abundance of mineral wealth and a high literacy rate, Zimbabwe has the potential to become an engine of regional economic growth. However, the country has suffered from multiple economic and humanitarian crises for much of the last decade. This resulted in poor industrial performance, hyperinflation, increased unemployment and other forms of low capacity utilization. The economic crisis also severely affected social sector service provision. For example, the 2008 cholera outbreak, in which some 4,000 people died, demonstrates the extent to which the health sector had broken down. The education sector was also affected, and examination pass rates and other indicators of quality dropped dramatically.

Economic recovery began with the conversion to a multicurrency system under the transitional Government of National Unity (GNU), which was formed in 2008. As a result of this measure and other efforts to stabilize its economy, Zimbabwe experienced an improved rate of growth and the crisis period eased. However, the economy still remains fragile and the country has suffered from deflation since February 2014, resulting in retrenchments and a widening poverty gap.

This deflationary trend threatens to reverse the gains which have been achieved in the social sectors over the past five years, including the reduction in the rates of HIV/AIDs cases and in the incidence of maternal mortality. It has already contributed to higher levels of unemployment and underemployment, particularly among women and youth. In addition, deflation may also impact Zimbabwe's ability to manage its outstanding debts to international financial institutions, upon which their future investment in the country is contingent.

GoZ strategies to trigger economic activity include the proposed introduction of Special Economic Zones (SEZs), which could be attached to sectors such as tourism, mining, manufacturing and agriculture. However, in the absence of clarification on the Indigenization and Empowerment Policy provisions, which requires foreigners to concede 51% of their companies to indigenous Zimbabweans, it is unlikely that Foreign Direct Investments will increase significantly. Moreover, government revenues remain insufficient to provide essential services; and since 2010, UN-coordinated multi-donor transition funds have been key to the revitalization of the health and education sectors.

These challenges to development, among other issues, were referenced in the Medium Term Plan (MTP), the economic recovery document issued under the GNU. Following the 2013 election, the new government replaced the MTP with its own economic blueprint, the Zimbabwe Agenda for Sustainable Socio Economic Transformation (Zim Asset). The Zim Asset presents national development priorities which are to be addressed through investments in the following four cluster groups: food insecurity and undernourishment, social services and poverty eradication, infrastructure and utilities and value addition and beneficiation.

## 1.2 The 2012-2015 ZUNDAF

With the aim of supporting the achievement of Zimbabwe's development priorities as well as the Millennium Development Goals (MDGs), the Government and the UNCT Zimbabwe launched the 2012-2015 Zimbabwe United Nations Development Assistance Framework (ZUNDAF) in 2011. This current ZUNDAF, which is the third generation United Nations Development Assistance Framework (UNDAF) for Zimbabwe, presents the common strategic framework for the operational activities of the United Nations System (UNS) in that country for 2012-2015. As of June 2014, the total funding requirement for the 2012-2015 ZUNDAF was \$1,484,646,017, of which \$798,439,999 had been mobilized by the end of 2013.

Through the ZUNDAF, it is also intended that the UNCT will leverage its comparative advantages, including its role as a convener between the GoZ and other development partners, its long-standing partnership with Zimbabwe and its wide range of technical expertise towards the betterment of the Zimbabwean people and the achievement of the MDGs.

The ZUNDAF provides a common framework for development activities upon which UN organisations can formulate their programmes, either as individual agencies or jointly. The Joint Implementation Matrix (JIM) is its operational

<sup>1</sup> All sources used in the preparation of the "Context" section are from documents which have been agreed upon with the GoZ, including the 2013 GoZ Agenda for Sustainable Socio-Economic Transformation (Zim Asset), the 2012 Zimbabwe Millennium Development Goals Progress Report (MDGR), the 2010 Government of Zimbabwe and United Nations Zimbabwe Country Analysis Report for Zimbabwe, the 2011 Zimbabwe Demographic Health Survey, the Zimbabwe National Statistics Agency (ZIMSTAT), and the 2013 Human Development Report.

plan. The 2012-2015 ZUNDAF presents the UN contribution to NDPs which were articulated initially in the previous government's MTP and, following the 2013 election, in the new government's economic blueprint, the 2013 -2018 Zim Asset.

The 2012-2015 ZUNDAF articulates six interrelated thematic areas through which the UN system can respond most effectively to Zimbabwe's development priorities. The six thematic areas and National Development Priorities to which they align are presented in the table below:

ZUNDAF Thematic Area	National Development Priority
Governance and Human Rights	1. Good Governance for Sustainable Development
Economy, Employment and Poverty	2. Pro-poor Sustainable Growth and Economic Development
Agriculture, Land and Environment	3. Food Security at Household and National Levels 4. Sound Management and use of Environment, Natural Resources and Land to promote Sustainable Development
Population and Basic Social Services	5. Access to and Utilization of Quality Basic Social Services
HIV and AIDS	6. Universal Access to HIV Prevention, Treatment, Care and Support
Gender Theme Group	7. Women's Empowerment, Gender Equality and Gender Equity

A Thematic Group (TG) has been formed for each of the six ZUNDAF theme areas. As seen in the above table, each TG is linked to an NDP which has been identified in the ZUNDAF. The ZUNDAF is operationalized through the TGs. Each TG is co-chaired by a Permanent Secretary from the lead Government Ministry and by the Head of the lead UN Agency. Details are provided in the table below:

ZUNDAF Thematic Area	GoZ Co-Chair	UN Co-Chair
Governance and Human Rights	Ministry of Justice, Legal and Parliamentary Affairs, Permanent Secretary  • Alt: Ministry of Home Affairs, Permanent Secretary	UNDP Country Director
Economy, Employment and Poverty	Ministry of Public Service, Labor and Social Welfare, Permanent Secretary  •Alt: Ministry of Finance and Economic Development, Permanent Secretary	ILO Director
Agriculture, Land and Environment	Ministry of Agriculture, Mechanization and Irrigation Development, Permanent Secretary  • Alt: Ministry of Environment, Water and Climate, Permanent Secretary <sup>2</sup>	FAO Representative
Population and Basic Social Services	Ministry of Health and Child Care, Permanent Secretary  • Alt: Ministry of Public Service, Labor and Social Welfare, Permanent Secretary	UNICEF Representative
Universal Access to HIV Prevention, Treatment, Care and Support and AIDS	Ministry of Health and Child Care, Permanent Secretary	UNAIDS Country Coordinator
Women's Empowerment, Gender Equality and Gender Equity	Ministry Women's Affairs, Gender and Community Development, Permanent Secretary	UN WOMEN Representative

Beyond individual agency programmes, each TG includes a joint UN agency Flagship Programme, which is aimed at high level, strategic results that are aligned with the ZUNDAF. The TG secretariats are coordinated by the GoZ and UN Focal

<sup>2</sup> The Ministry of Economic Planning and Investment Promotion was the Co-Chair during the first half of the current ZUNDAF, from 2012 to early 2014. The effect of changes in Ministry leadership upon the ZUNDAF is referenced below, in 2.4, "Sustainability".

Points. In addition, they receive coordination support from the Office of the President and Cabinet (OPC) and from the UN Resident Coordinator's Office (UNRCO).

### 1.3 The ZUNDAF Evaluation

#### Evaluation Objectives

The ZUNDAF Evaluation was commissioned by the UNCT and overseen by the ZUNDAF Steering Committee and the Office of the President and the Cabinet (OPC) at the design, implementation, reporting and finalization stages. Day-to-day management of this exercise at technical level has been supported by the UNRCO. The objective of this consultancy is to conduct an evaluation of the 2012-2015 ZUNDAF based on the detailed terms of reference presented in Annex 1.

The Evaluation considers the ZUNDAF's continued relevance, as well as its achievements and progress-to-date against planned results, the sustainability of its results, and its effectiveness as a coordination and partnership framework and as a resource mobilization mechanism. The Evaluation also provides lessons learned and forward-looking recommendations to the UNCT for the remaining implementation of the 2012-2015 ZUNDAF. Finally, the Evaluation findings and recommendations, in conjunction with the 2014 Country Analysis are intended to inform the design of the 2016-2020 ZUNDAF.

The ZUNDAF Evaluation thus considers both strategic issues related to the ZUNDAF and to the UN system in Zimbabwe, as well as the overall progress of the TGs towards ZUNDAF outcomes. In initial discussions with the UNRCO, it was recommended that the Consultant focus primarily upon the former, since two recent annual reviews had been undertaken and that the evaluation's review of TG and Flagship Programmes should therefore be light. The 30 day evaluation schedule was organized to reflect this focus.

#### Evaluation Methodologies

The Evaluation follows a participatory and inclusive approach. It adheres to the UNDG Guidelines for UNDAF Evaluations and it follows OECD/DAC evaluation criteria. The evaluation is informed by a document review, key informant interviews, focus group discussions and a Stakeholder Validation Workshop. The Evaluation approach has thus followed a human rights-based approach (HRBA), including interviews with both duty bearers and rights holders.

The literature review consists primarily of publically accessible documents. In addition, copies of select minutes of UNCT, PMT and OMT meetings from 2012 and 2013 were also made available to the Consultant by the UNRCO. A list of selected references utilized by the Consultant is given in the Bibliography.

The Consultant met with 76 respondents. Her meetings included interviews with key UN staff and GoZ counterparts and both DAC and non-DAC donors, as well as a focus group discussion with the civil society including INGO, LNGO and CSO partners. In addition, the Consultant presented the Evaluation findings at a Stakeholder Validation Workshop held on 10 July 2014; and comments received from that workshop have been incorporated into this report.

The UN, GoZ, donor, INGO and NGO respondents are listed in Annex 3, "List of Respondents"; the list of the validation workshop participants is presented in Annex 5; and the Evaluation interview timetable and Evaluation deliverables are presented in Annex 2, "Evaluation Schedule and Deliverables".

#### Evaluation Scope and Limitations

This Evaluation of the 2012-2015 ZUNDAF has been conducted two and one-half years into its four year timeframe and it is therefore not a final evaluation. It also does not include reviews, studies, surveys and other research which is currently underway but not yet finalized, e.g. the 2014 MYR of the TGs, the national Multiple Indicator Survey (MICS) or the findings from the current Country Analysis exercises.

Moreover, as the Evaluation considers the ZUNDAF at its midpoint, there may be results which have not yet been fully achieved. Therefore, there are limitations on the extent to which the Evaluation can assess both the sustainability of ZUNDAF results, as well as "...the impact of the ZUNDAF on the lives of intended beneficiaries". Attribution is further complicated by the fact that the ZUNDAF captures only UN-funded activities, and it does not include initiatives undertaken by development partners supported by other donors. Furthermore, the ZUNDAF does not all UNCT activities<sup>3</sup>. Finally, there is a lack of counterfactual evidence that would indicate what development results might have been achieved in the absence of the ZUNDAF.

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<sup>3</sup> E.g. IOM, which is a member of the expanded Zimbabwe UNCT, estimates that 50% of its work is humanitarian, and this is not reflected in the ZUNDAF: IOM interview, 18 June 2014 and IOM participant comment, stakeholder validation workshop, 10 July 2014.

## 2. MAJOR FINDINGS OF THE ZUNDAF EVALUATION

### 2.1 Relevance

In this section, the evaluation considers:

- How adequate was the design of the ZUNDAF to address the issues envisaged in its formulation?
- Has it remained relevant?
- How responsive has the ZUNDAF been to issues which have emerged since its launch?
- How well is the ZUNDAF aligned to international goals and treaties? <sup>4</sup>

#### The ZUNDAF Design

The current ZUNDAF was designed in a dynamic and evolving context from one that was primarily humanitarian and early recovery to one which is now more recovery and development focused. The contextual issues that informed the design of the current ZUNDAF some of which were a transitional Government, an economy recovering from a hyperinflation crisis and a social services sector badly in need of revitalization, required a combination of humanitarian, recovery and developmental programme approaches. At that time, humanitarian interventions were planned, funded and implemented primarily through the Consolidated Appeal Processes (CAP) under the Humanitarian Coordinator system. Outside of this humanitarian architecture, recovery and development initiatives were formulated, funded and implemented under the ZUNDAF. Significant donor support for this framework was mobilized through UN-coordinated transition funds.

At the time that the 2012-2015 ZUNDAF was designed, , Zimbabwe was administered by the Government of Unity (GNU), which had been brokered by the Southern Africa Development Community (SADC), as political compromise between three parties. Throughout the tenure of the GNU, there were fears that the Global Political Agreement (GPA) through which the GNU had been established, and which allowed for the provision of a new Constitution and other reforms, would collapse. The United Nations role in this context involved simultaneously providing support to social service and economic recovery, as well as to an enabling environment for the successful implementation of the GPA, and to Zimbabwe's longer term development. The environment in which the 2012-2015 ZUNDAF was formulated was therefore both challenging and uncertain.

There have been major changes in Zimbabwe since then, including the adoption of a broad-based Constitution and the election of a new Government in 2013. Economic recovery, which began with dollarization in 2009, has continued, although the economy remains fragile. Finally, there are now strong signs of donor re-engagement with the Government of Zimbabwe (GoZ), which would allow for direct bilateral exchange and aid to Zimbabwe, and which would further support national ownership of the country's development processes.

As a result of the overall improvement in the country's humanitarian situation, the GoZ and the UN and its implementation partners have scaled down those humanitarian activities<sup>5</sup>. Transition planning in 2013 has focused on integrating the outstanding work of humanitarian coordination mechanisms into other nationally-led preparedness and response structures. It also includes incorporating preparedness and response objectives and indicators into the ZUNDAF, and this will increase the opportunities for cross-sector resiliency-focused programming.

The 2012-2015 ZUNDAF has been designed at the strategic outcome level. It has been customized to the evolving country context to allow considerable scope for the definition and adjustment of outputs and activities. As such, although the current ZUNDAF was designed to support the recovery and development priorities expressed in the 2011-2015 MTP, its framework has proven flexible and relevant after the 2013 election of a new government, and the replacement of the MTP by the 2013-2018 Zim Asset that year. This flexibility is attributable to the ZUNDAF's outcome level framework, and the fact that major development challenges such as poverty and food insecurity have overall remained the same over this period.

<sup>4</sup> These questions, and those which preface the following sections, have been extracted from the Evaluation Matrix of the Consultant's inception report. The matrix is reproduced below, in Annex 4, "Evaluation Matrix."

<sup>5</sup> For example, there has been no CAP in 2014, and the Humanitarian Country Team was dissolved in June 2014. The OCHA office will close at the end of 2014, and a Humanitarian Advisory Team will be established in the RCO. The UN-led Humanitarian Cluster Groups were phased out in December 2013, and residual humanitarian concerns and needs were incorporated into the agendas of the GoZ-led Sector Working Groups. The Sector Working Groups will monitor humanitarian issues, with support from mandated agencies..



## ZUNDAF Alignment with the Zim Asset and National Development Priorities

There are many opportunities for alignment of the ZUNDAF to the Zim Asset at the output level especially in respect to the achievement of Zim Asset Quick Wins. Below are selected examples<sup>6</sup>:

Quick Win Reference Number	Quick Win	ZUNDAF Thematic Group
<b>7.1.2: Food Security and Nutrition Cluster</b>		
iii	Working out vulnerable groups and smallholder subsidized agriculture input schemes for the 2013/2014 cropping season, including the Presidential Input Scheme	ALE
iv	Setting up an AGRIBANK concessionary funding facility for A2 farmers	ALE
<b>7.2.4 Social Service and Poverty Reduction Cluster</b>		
iv	Procuring essential drugs and medicines and basic infrastructural services for referral, provincial and district hospitals	PBSS – Health
<b>1.1.3 Infrastructure and Utilities Cluster</b>		
ix	prioritising the implementation of the e-Government programme	GHR
<b>7.4.2 Value Addition and Beneficiation Cluster</b>		
iv	Establishing Agro-processing projects (Apiculture, Processing and Canning of fruits and vegetables, Oil Expression, Leather and Leather products)	EEP
<b>7.6.4 Public Administration, Governance and Performance Management sub-cluster</b>		
xii	Establishing the National Productivity Centre	EEP

In addition to the development priorities articulated by the Government, development priorities are also identified by civil society. Moreover, the UNDG Guidelines envisage that the planning and design phases of an UNDAF will be participatory and inclusive of government and civil society partners, in order to ensure national ownership<sup>7</sup>. As the involvement of civil society organizations (CSOs) in the ZUNDAF formulation process has been primarily consultative rather than participatory<sup>8</sup>, the extent to which their priorities have been incorporated into the ZUNDAF has been limited. The limited involvement of CSOs in the ZUNDAF planning phase is a long-standing issue and it was also noted in the 2007-2011 ZUNDAF Evaluation<sup>9</sup> as well as in the 2003 MTR of the Zimbabwe UNDAF.<sup>10</sup>

## Integration of the MDGs in the ZUNDAF

The ZUNDAF document references the MDGs and their achievement in each of its thematic areas. Zimbabwe has identified MDGs 1 (Eradication of Extreme Poverty and Hunger), 3 (Women's Empowerment) and 6 (HIV and AIDS) as national priority goals. These areas feature prominently in the ZUNDAF as outcome areas, and HIV/AIDS and Gender are also as ZUNDAF cross-cutting issues.

As the current MDG cycle will be completed in 2015, issues emerging from the ongoing Post-2015 Development Agenda processes, as well as the Sustainable Development Goals (SDGs), should feature prominently in the 2016-2020 ZUNDAF.

## Integration of Programming Principles into the ZUNDAF

The five Programming Principles<sup>11</sup> of Gender Equality, Human Rights-Based Approach (HRBA), Capacity Development, Results-Based Management (RBM) and Environmental Sustainability are referenced in each of the ZUNDAF's thematic areas. The Programming Principles are intended to strengthen the focus of UN support to national development

<sup>6</sup>This material has been extracted from a basic mapping of the Zim Asset Quick Wins carried out by the UNRCO. The Consultant acknowledges and appreciates UNRCO's assistance in providing this mapping to her.

<sup>7</sup>The UNDG Guidelines 2010, Part 1, pp. 2-3; see also UNDG Technical Guidance 2010 Checklists, "Roadmap", pt 3.

<sup>8</sup>NGO focus group discussion, 24 June 2014.

<sup>9</sup>Government of Zimbabwe and United Nations Zimbabwe, ZUNDAF 2007-2011 Final Evaluation Report, p. 27.

<sup>10</sup>United Nations Country Team Zimbabwe, Zimbabwe UNDAF Joint Mid-Term Review Report (Draft), May 2003, p. 68. This is also an issue in other UNDAF countries: see for example, in the results of a survey of 521 RC and UNCT respondents in 78 UNDAF countries conducted for UNDESA in 2012 indicate that the involvement of civil society at the strategic level of UNDAF formulation is limited: UNDESA, Results of Survey of United Nations Resident Coordinators (RCs) and Members of United Nations Country Teams (UNCTs), New York, 6 June 2012, pp. 17-18; Paul Balogun, UNDAF Report 2012, Table 5, p. 24.

<sup>11</sup>The 2012-2015 ZUNDAF has featured five Programming Principles since its formulation: 2012-2015 ZUNDAF, p. 3. The reference to only four is an error: Op. cit., p. 3.

priorities, as well as to guide ZUNDAF planning, implementation and M&E. In the 2013 ZUNDAF Annual Review Report (ARR), each TG reported on the integration of Programming Principles in their area using a standardized tool<sup>12</sup> and the HIV TG's 2013 ARR provides a best practice example for the way in which all five Programming Principles have been integrated into its activities.

The Programming Principles which feature most prominently in the 2013 ZUNDAF Annual Review are capacity development and gender equality.

With regard to capacity development, all TGs noted that more knowledge on data collection and management is needed in order to fully integrate capacity development. Moreover, the enhanced measurement of impact of training efforts, improved coordination, joint capacity development, management and institutional memory were also raised as areas needing an increased focus in the current ZUNDAF for better capacity development results. It was also noted in interviews and at the Validation Workshop that institutional and human capacity building should extend beyond the national level down to subnational levels<sup>13</sup> and beyond technical skills as they should also include leadership skills.<sup>14</sup>

With regard to gender, one of the stated main achievements in 2013 was the increased amount of women participation in programme activities<sup>15</sup>. However, in both interviews and at the Validation Workshop, it was noted that gender equality and women's empowerment was not yet as well integrated into the ZUNDAF as it could be and that measuring qualitative results and impacts on the integration of gender equality, as well as the other four Programming Principles<sup>16</sup>, into the ZUNDAF needs improvement. Towards this goal, the UN Technical Team and their GoZ counterparts received additional training on the Programming Principles in May 2014.

### Additional Cross-cutting issues

There are opportunities to further align the ZUNDAF and the Zim Asset through additional cross-cutting themes across all agencies. ICT, as a means of supporting data collection and the dissemination of information in, for example, e-governance or tele-health activities, has been suggested for consideration as a cross-cutting issue in the next ZUNDAF<sup>17</sup>. ICT is already referenced in the Zim Asset as one of the "...key drivers for projected growth targets" as well as a strategy for achieving the NDPs in the Social Services and Poverty Eradication cluster<sup>18</sup>. ICT also features in the Zim Asset as an enabler in the Value Addition and Beneficiation Cluster and as the focus of one of the proposed Special Economic Zones (SEZ)<sup>19</sup>.

Another cross-cutting issue which has been suggested for consideration in the next ZUNDAF is Green Economy<sup>20</sup>. For example, green/renewable energy is a sector key result area in the Zim Asset's Infrastructure and Utilities cluster<sup>21</sup> and a "Quick Win" in its Value Addition and Beneficiation Cluster<sup>22</sup>. The agriculture and agro-business-related outputs of the Food and Nutrition Cluster also feature the production of green items such as organic fertilizer.

The inclusion of ICT and Green Economy as cross-cutting issues in the next ZUNDAF would also thus further strengthen the ZUNDAF linkage to the Zim Asset Value Added and Beneficiation Cluster.

### The Joint Implementation Matrix (JIM)

The UNDG Guidelines note that in countries where an outcome level UNDAF is developed, there is the flexibility to develop either an UNDAF Action Plan or a similar operational plan. Accordingly, the Joint Implementation Matrix (JIM) has been developed to serve this purpose as well as to provide indicative budgets and an overarching M&E plan for the 2012-2015 ZUNDAF. The JIM thus provides the operational plan through which the outcomes presented in the ZUNDAF are to be realized. The JIM also addresses the concern over a weak M&E framework which was noted as a

12 2013 ZUNDAF Annual Review Report, Annex x.

13 ZUNDAF Steering Committee meeting, 4 July 2014; also interview with OPC, 4 July 2014; validation workshop, 10 July 2013.

14 In the 4 July interview, OPC noted that the Zimbabwe Institute for Public Administration and Management (ZIPAM) offers such trainings, but that there was a need to update the ZIPAM curriculum.

15 For instance, in Rural Economic Empowerment and Quality Improvements in Informal Apprenticeship programme interventions, the participation rate of women was above 40%

16 It was also suggested at the validation workshop that the integration of the HRBA and capacity building Programming Principles could be strengthened in the ZUNDAF by increasing the inclusiveness of the most vulnerable groups it targets, such as women, children and other marginalized groups, to explicitly include people with disabilities

17 interview with ITU, 18 June 2014

18 Expanding the accessibility and utilization of ICTs to improve service delivery and accelerate economic growth," Zim Asset, pp. 30 and 34

19 Ibid., p.89

20 Interview with UNIDO, 17 June 2014

21 Zim Asset., pp. 94-95

22 Ibid., p. 114



shortcoming of the 2007-2011 ZUNDAF.

The large number of outputs in the JIM (251) is related to the fact that some agencies<sup>23</sup> had already developed their Country Programme Documents (CPDs) before the formulation of the ZUNDAF, and they subsequently needed to reflect those priorities in the JIM.

As noted above, the ZUNDAF results framework has six thematic areas and 18 outcomes and the JIM has 251 outputs. The results framework and the implementation matrix are therefore large and complex and all of the outcomes and outputs are presented as being of equal priority. Some respondents did not therefore consider the ZUNDAF and the JIM as indicative of the UN prioritizing its support. Moreover, the number of outputs and activities listed in the JIM has also raised expectations about the scope of the UN's contribution to development in Zimbabwe, that is, that "the UN can do everything".

## 2.2 Effectiveness

In this section, the Evaluation considers

- The extent to which there has been progress towards the achievement of ZUNDAF outcomes.
- How well the ZUNDAF has supported National Development Priorities and the strengthening of national capacities.

### 2.2.1 Overall Assessment

In the ZUNDAF Mid-Year and Annual Review Report (ARR) processes, each TG reports on its progress towards ZUNDAF outcomes, as well as the challenges it encountered, how programming principles were integrated into implementation, the status of resource mobilization and policy and strategy issues. Progress made towards response and preparedness capacities, as well as the status of Flagship Programmes are also included in the TG reports.

The November 2013 ARR is the most recent ZUNDAF review considered in this Evaluation. According to the 2013 ARR, which was held at the midpoint of the 2012-2015 ZUNDAF, there was overall satisfactory progress towards the achievement of ZUNDAF outcome indicators: 77% were on track, 7% were achieved, 15% were constrained, and 1% had no progress.

In terms of total ZUNDAF outputs, the largest programmes were in PBSS, with 40% of total ZUNDAF outputs. GHR, HIV, EEP and ALE represented 12%, 13%, 14% and 15% of ZUNDAF outputs, respectively, with Gender at 6%.<sup>24</sup>

These results and the major constraints to progress are summarized in the Table below:

Thematic Area	Progress towards outcome indicators				Major constraints
	% achieved	% on track	% con-strained	% not started	
GHR		92%	8%		Resource mobilization and reassignment of key focal persons in partner institutions
EEP	11%	56%	33%	11%	Resource mobilization
ALE	14%	43%	43%		Slow transition from humanitarian to development framework
PBSS 1 Health		100%			Unreliable drug supplies
PBSS 2 WASH		67%	33%		Resource mobilization to restore waste in urban areas
PBSS 3 Social Protection	100%				Limited labour based programmes for social protection and resource mobilization
PBSS 4 Education		100%			Resource mobilization

<sup>23</sup> For example, for the ExComm agencies – UNDP, WFP, UNICEF and UNFPA - the usual deadlines for the submission of draft CPDs to their respective Executive Committee Boards are in February/March of the last year of the current UNDAF cycle, in order that the draft CPDs can be prepared and translated to be tabled at the June sessions of the Boards and approved in September. However, by the time planning for the current ZUNDAF had started, the ExComm agencies had already prepared and submitted their respective CPDs. Other UN agencies and funds in Zimbabwe are guided by annual or biannual country programmes, and they will have gone through at least two programming cycles during the course of the 2012-2015 ZUNDAF.

<sup>24</sup> Outputs are closely related to resource mobilization: see below, 2.2.6, "Resource Mobilization".

PBSS 5 Housing	25%	25%	50%		Proliferation of illegal settlements and re-source mobilization
HIV/AIDS	8%	83%	7%		Data quality issues, underfunding of CSO partners and weak links between Health and Community systems
GTG		67%	33%		Resource mobilization

As shown in the table above, the most commonly cited constraint to progress towards planned outcomes among all TGs was resource mobilization and factors related to this are further discussed below, in 2.2.6, "Resource Mobilization". In addition, in those areas which had previously focused almost exclusively upon humanitarian and emergency interventions, such as ALE and PBSS/WASH, the transition to development projects is taking longer than expected, and this has also impeded their progress towards targets. From the results above it is also notable that the largest ZUNDAF programmes concentrate primarily on service delivery, and that there are fewer activities focused on the achievement of longer term, sustainable development results.

The status of the Flagship Programmes is summarized in the table below:

Theme area	Flagship	Signed	Under Implementation	Constraints
GHR	Equal Access to Justice for All (Lead Agency: UNDP)	Yes	Yes	Insufficient resources
EEP	Promoting Economic Recovery through Enhanced Entrepreneurship and Employment for Youth and Women in Zimbabwe (Lead Agency: ILO)	Yes	Yes	Insufficient resources; coordination: mandates for employment creation are spread over many ministries
ALE	National Programme for Managing Climate Change in Zimbabwe (Lead Agency: UNDP)	No	No	Not yet signed by MEWC
PBSS	Nutrition (Lead Agency: Unicef)	Yes	Yes	GoZ staff shortages; competing ministry priorities; financial constraints
HIV/AIDS	e-MTCT (Lead Agency: UNICEF)	Yes	Yes	
GTG	JP for Gender Equality (Lead Agency: UNWOMEN)	Yes	Yes	

## 2.2.2 Key Results by Thematic Area

### Governance and Human Rights TG (GHR)

A major achievement under the GHR was the enabling of major governance processes, including key provisions of the Global Political Agreement such as the consultations and drafting of a new people-driven Constitution, which was accomplished through the COPAC (2010-2013). The new Constitution was approved in a referendum in 2013, and the process of linking its provisions to legislation is in process. Other significant achievements include support to the Organ for National Healing, Reconciliation and Integration (ONHRI) towards the establishment of a constitutionally enshrined National Peace and Reconciliation Commission, the approval of a Code of Conduct for political parties, the operationalization of the Zimbabwe Human Rights Commission and Zimbabwe's inclusive participation in the Universal Periodic Review process. The GHR Flagship Programme, "Access to Justice for All" is under implementation, but as of yet there are inadequate resources to support all planned outputs and activities.

### Economy, Employment and Poverty TG (EEP)

Key achievements under the EEP include support to seven major national surveys and studies, including the publication of the 2012 MDG Progress report; the 2012 National Population Census and the 2011/12 Poverty, Income and Consumption Expenditure Survey (PICES) as well as adoption by the GoZ of the Training for Rural Economic Empowerment (TREE) Methodology as a broad strategy for youth economic empowerment. There has also been significant progress towards strengthening PFMS and debt management. The main constraint to TG progress towards ZUNDAF outcomes, including to the EEP Flagship Programme "Promoting Economic Recovery through Enhanced Entrepreneurship and Employment Opportunities and Livelihoods for Youth and Women in Zimbabwe", has been insufficient resources.

## **Agriculture, Land and Environment TG (ALE)**

During the current ZUNDAF, ALE interventions have been shifting from a humanitarian to an early recovery and development focus. Key achievements include support to the launch of the National Food and Nutrition Policy, support to the National Early Warning Systems Unit to produce and distribute Agriculture and Food Security bulletins, Crop and Livestock Assessments, support to the Zimbabwe Vulnerability Assessment and the completion of DRM plans for 5 districts. The ALE Flagship Programme has not yet been signed by the Ministry of Environment, Water and Climate.

## **Population and Basic Social Services TG (PBSS)**

The ZUNDAF Outcome Indicators in 2013 note significant progress in each of the five areas under this TG:

- In Health, key accomplishments include the launch of the Food and Nutrition policy. Immunization coverage has been maintained at 95% and 90%; and all health facilities have 80% of essential drugs. Furthermore, 70% of all health facilities have integrated maternal and new born services; and over 3 million children have been reached with mass drug administration.
- In WASH, key achievements include the launch of the National Water Policy, the adoption of the National Sanitation and Hygiene Strategy and the access of improved water supply services by 1 million people. In addition, some 7 million people received regular hygiene messages through mobile phones.
- In Social Protection, key accomplishments include the Child Protection Committee Protocol, the Revised Multi-Sectoral Protocol on Sexual Abuse and Pre-trial Overview Guidelines on Children in Conflict with the Law. Over 33,000 poor households benefited from bi-monthly cash transfers; over 90,000 children at risk of violence, exploitation and neglect accessed specialized child protection services; and over 35,000 returned migrants received assistance.
- In Education, key achievements include the establishment of an Education Policy and Strategic Framework. Access to primary education was maintained at 96.7%, with an 86.3% completion rate; and a 1:1 pupil to textbook ratio has been maintained for all primary and secondary school children.
- In Housing, key achievements are that the five-year National Housing Delivery Programme is now in place and that the GoZ's has committed to the provision of improved housing through a USD \$45 M recapitalization of the National Housing Fund.
- Achievements under the PBSS Flagship Nutrition Programme (FAO, UNICEF, WFP, WHO) include the launch of the Food and Nutrition Security Policy and the Food for Assets intervention reached over 5,000 workers. The Programme is also building an extensive network of UN-CSO-private sector partners through the SUN.

## **Universal Access to HIV Prevention, Treatment, Care and Support and AIDS (HIV/AIDS)**

A key achievement under this TG has been the reduction both in incidence of and mortality from the disease, including an increase in the survival rate of people living with HIV/AIDS. For example, a total of 665,199 adults and children with advanced HIV received antiretroviral therapy in 2014, which is an increase from 200,000 in 2009 and a total of 42,616 HIV positive pregnant women received anti-retroviral prophylaxis to reduce risk of mother to child transmission (MTCT), which represents 101% of 75% of the annual target of 56,000. These achievements have been supported through the Global Fund<sup>25</sup>.

The HIV/AIDS TG Flagship Programme is the e-MTCT, a joint programme with UNICEF, UNAIDS, UNFPA and WHO which is already 100% funded through multiple donors for 2014. A significant outcome already achieved under the Flagship Programme is a decrease in the rate of MTCT from 18% in 2011 to 8.8% in 2012.

## **Women's Empowerment, Gender Equality and Equity TG (GTG)**

A key achievement for this TG is its contribution to the formulation of a gender sensitive Constitution, which was approved by referendum in 2013, as well as its support to intergovernmental processes such as the Universal Periodic Review (UPR) compilation, the Beijing+20 report and the drafting of position papers on engendering laws to improve

<sup>25</sup> The Global Fund has provided support to HIV, malaria and tuberculosis initiatives under the UN in Zimbabwe with a total of ten signed grants valued at US\$ 844,539,744 million. Six of the grants under Round 5 (Malaria, TB and HIV/AIDS), under Round 8 (HIV/AIDS and Malaria) and Round 10 (Malaria) with a grant value of \$371,719,627 have already ended; three grants under Round 8 (TB & HSS) and Single Stream Funding for Malaria (SSF) with a value of \$161,645,018 end in December 2014. Implementation of the NFM HIV/AIDS grant (\$311,175,099) started in 2014 and ends in 2016. Since July 2009, the Global Fund grants in Zimbabwe have been administered through UNDP. For additional information, see UNDP Zimbabwe, Summary Note on UNDP Global Fund Grant Portfolio in Zimbabwe Grant Achievements to 31 July 2014, August 2014.

their alignment with the new Constitution. The GTG Flagship Programme, “Joint Programme for Gender Equality”, has recently been signed with the Swedish International Development Agency; and funding has been released and implementation started. The UNCT Gender Strategy is not yet in place; once it is validated, it is hoped that the degree to which gender equality has been integrated in the ZUNDAF will improve.

### Data for Development Working Group (DfD)

In assessing ZUNDAF outcomes and in accordance with the undg 2010 Guidance, ZIMSTAT figures have been used for all country-specific statistics in the 2012-2015 ZUNDAF<sup>26</sup>. The increased generation and availability of baseline and other data from ZIMSTAT to guide programming and outcome assessment, the lack of which was noted in the 2007-2011 ZUNDAF Evaluation, is attributable to the continued strengthening of this agency’s capacities by the UN under the previous and current ZUNDAF, as well as to support from other donors. Work is currently ongoing to fill the gaps which still exist in national statistics on poverty and vulnerability.

### Transition Activities

The integration of disaster preparedness and response into ZUNDAF programmes is ongoing; and indicators to measure preparedness and response have already been included in the ALE TG and PBSS Social Protection reporting templates. The incorporation of preparedness and response objectives into the ZUNDAF should offer additional opportunities for resiliency-building and cross-sectoral approaches which can further align it with Zim Asset priorities, as noted above, in “2.1 Relevance”.

### 2.2.3 Coordination

In this section, the Evaluation considers:

- How have relationships with key partners functioned?
- To what extent has the ZUNDAF promoted coherence?

### High Level Coordination

In the absence of a formalized GoZ Aid Coordination Committee, information, strategies and decision making on aid financing, coordination and accountability are divided among different GoZ entities. The recent GoZ approval of an Aid Coordination Committee<sup>27</sup>, is intended to lead to the strengthening of aid effectiveness and accountability, as well as to provide a more holistic picture of funding sources, amounts and utilization.

In the interim, strategic decisions on ZUNDAF-related issues are made at the highest level jointly by the UNCT and the OPC. In this regard, the ZUNDAF has been successful as a platform through which the UN can present as a coherent, unified entity for engagement with Government.

Within the UN, ZUNDAF cohesion and coordination is supported by the Programme Management Team (“PMT”), the Operations Management Team (“OMT”) and the United Nations Communications Group (“UNCG”), and informed by the Virtual Policy Advisors (“VPTA”).

The UNCT, PMT, OMT and UNCG membership and meeting frequency are summarized in the table below:

Management Tier	Membership	Meeting Frequency
UNCT Core Group	Heads of UN Agencies, Funds and Programmes accredited in Zimbabwe	Twice per quarter
UNCT Expanded Group	The UNCT Core Group plus the Heads of Programmes of other UN and invited entities, including ACBF, IFAD, UNCTAD, UNHABITAT, UNIC, UNIDO, UNOPS, and UPU	Once per quarter
PMT	Heads of programmes at the deputy representative level or equivalent	Monthly
OMT	Senior officials responsible for operations or administration in respective UN Agencies in Zimbabwe and/or other officials as may be designated by the concerned UN Agency.	Monthly
UNCG	The most senior UN communication officer or focal point in each of the United Nations entities operating in Zimbabwe	Monthly

<sup>26</sup> “Maximize use of data from existing reporting systems, wherever possible”: undg Standard Operational Format and Guidance for Reporting Progress on the UNDAF, New York, 2010, p. 6.

<sup>27</sup> Rumbidzayi Zinyuke, “Government sets up aid coordination committee”, BH24, 9 June 2014: <http://www.bh24.co.zw/government-sets-up-aid-coordination-committee/>

The PMT was established to ensure the ZUNDAF's successful implementation. The PMT leads joint M&E processes, advises on strategic partnerships and resource mobilization opportunities, guides the ZUNDAF rollout and implementation processes through the JIM, identifies areas for joint programming and establishes linkages between ZUNDAF priority areas<sup>28</sup>.

The OMT provides the leadership for common services arrangements and administration and finance functions for the UN system in Zimbabwe. Reporting to the UNCT, its guidance and support is key to the efficient implementation of the ZUNDAF process. In this connection, the OMT's efforts for the implementation of the Harmonized Approach to Cash Transfers (HACT), as well as its work on other areas, like the adoption of a joint ICT platform, are important milestones towards increasing efficiency and reducing transaction costs associated with the ZUNDAF's implementation<sup>29</sup>.

The UNCG supports knowledge management and public awareness raising to support resource mobilization for the UN in Zimbabwe. It is responsible for designing and implementing a common communications strategy for the ZUNDAF. The UNCG has initiated the "One UN Zimbabwe" website, which provides a vehicle for the UN to communicate its perspectives, policies, national partnerships and programmes and results in a coherent manner. As communicating on a result is necessary to attract donor funds, the UNCG also plays a critical role in the resource mobilization process (see also below, 2.2.6, "Resource Mobilization") and other partnerships (see below, 2.2.5, "Partnerships").

The UNRCO provides secretariat support to the UNCT, PMT and OMT teams, as well as to the Joint M&E Team (see below, "2.2.4 Monitoring and Evaluation"); and it chairs the UNCG. It also supports knowledge management by archiving the minutes of these meetings and other ZUNDAF-related documents. The UNRCO staffing includes a Strategic Planning Specialist, a Communications Specialist, a Transition and Recovery Specialist, a Coordination Analyst, a Junior Programme Officer, and a Coordination Associate.

### Meso-Level Coordination

At the meso-level, coordination is within and between TGs. The collaborative relationship between the UN and GoZ partners in the GHR TG provides an example of best practice in supporting national ownership of the ZUNDAF process at this level<sup>30</sup>.

Nonetheless, ownership of the ZUNDAF, as well as an understanding of its mechanisms and planning processes, is uneven among the TG. The participation of GoZ members in the TGs is inconsistent and limited<sup>31</sup> and this has affected coordination within the groups. Variable attendance at TG meetings is due, in part, to GoZ staff turnover, which in turn necessitates continuous capacity building to address knowledge gaps. Moreover, both NGO and some GoZ respondents perceive the ZUNDAF as a UN-owned and driven process, rather than a joint UN-GoZ-Cooperation Partner process<sup>32</sup>.

In addition, some GoZ partners felt that the administrative duties and transaction costs of ZUNDAF-related coordination activities are high, in terms of time required for meetings and for secretariat support and that undertaking of ZUNDAF-related work puts their core work responsibilities on hold. Lack of commitment on the part of GoZ TG members is an issue of long-standing, and it was also noted in the 2007-2011 ZUNDAF Evaluation<sup>33</sup>. However, as TG duties are not yet part of GoZ staff job descriptions<sup>34</sup>, it is not surprising that ZUNDAF-related activities are viewed as extra work.

### 2.2.4 Monitoring and Evaluation

One of the key recommendations in the review of the 2007-2011 ZUNDAF was the need to strengthen the M&E plan. The JIM, which combines implementation modalities, funding requirements and a framework for M&E, addresses this concern.

28 United Nations Zimbabwe, Programme Management Team Terms of Reference, 27 April 2011, p. 1

29 The HACT is not working as well as it could be in Zimbabwe, as the country is not yet compliant with all its provisions: Validation workshop feedback from Group 2, "Efficiency", 10 July 2014.

30 Interview with GoZ Ministry of Justice and GHR TG Focal Point, 27 June 2014: the respondent described in detail the process in which the Ministry prioritizes its activities and goals and subsequently reviews them with the UN GHRTG FP to develop implementation plans and budgets for their achievement.

31 For example, there was no GoZ representation in the GTG TG meeting on 4 July 2014. Fifty percent of the UN agencies interviewed (8 of the 16 agencies) stated that there was a need for GoZ to have greater ownership of the ZUNDAF process. Furthermore, it is not unusual for GoZ TG members to delegate their participation in meetings to junior staff. UN attendance at TG meetings is also variable, as evidenced by meeting minutes.

32 For example, the participants at the NGO focus group discussion were not well aware of how the ZUNDAF translates at the implementation level.

33 "Government's participation at the TG level was less than optimal both quantitatively and qualitatively. Reportedly, in many cases junior officials participated in the TG meetings.", 2007-2011 ZUNDAF Final Evaluation Report, p. 25

34 Meeting with OPC, 4 July 2014.



A Joint M&E Team, composed of TG Focal Points and UN and GoZ M&E experts, is responsible for providing oversight and support for monitoring and evaluation of the ZUNDAF. The UNRCO provides secretariat support to the Joint M&E Team, while joint M&E efforts are coordinated by the PMT.

M&E is undertaken primarily on a sectoral, TG basis. Three joint Planning Sessions, in 2012, 2013 and 2014, two joint Mid-Year Reviews and Annual Reviews, in 2012 and 2013, have been undertaken for the current ZUNDAF. The Annual Reviews are the means through which the ZUNDAF's aggregated progress towards results are communicated to the GoZ. There are joint reporting templates for Planning as well as for Mid-Year and Annual Reviews. There is also a standardized tool used by the TGs to report on the integration of Programming Principles in their area, as noted above, in 1.2, "Relevance".

Joint as well as integrated monitoring have been undertaken in some thematic areas, e.g. in the HIV Flagship Programme, e-MTCT was one of the initiatives reviewed as part of an integrated monitoring visit undertaken by multiple agencies<sup>35</sup>. However, some of the other TGs remarked on the lack of joint monitoring and the sharing of individual agency monitoring reports that would ensure that all TG implementing partners are aware of sector activities to avoid duplication<sup>36</sup>.

There is also a need for the ZUNDAF to harmonize with national reviews and systems. This would reduce the duplication of efforts as well as some transaction costs. In addition, there is not yet a common electronic platform for M&E that will provide real time implementation details to TGs and other UN and GoZ partners.

Although capacity building of the ZIMSTAT by the UN and other donors has resulted in an increase of data for programming, it is still insufficiently disaggregated. This has also limited the effectiveness of M&E efforts.

In interviews and at the Validation Workshop, both UN and GoZ partners stated their requirement for increased capacity building in M&E, particularly in qualitative measurement and impact measurement, in order to go beyond activity reporting and to be able to measure outcomes such as changes in perceptions and practice<sup>37</sup>. This will also necessitate the introduction of more qualitative indicators into the JIM.

### 2.2.5 Partnerships

As noted above (2.1 "Relevance"), the UNDG Guidelines envisage that the planning and design phases of an UNDAF will be participatory and inclusive of government and civil society partners, in order to ensure national ownership<sup>38</sup>. Partners in the ZUNDAF process include the UN, the GoZ, donors, NGOs, CSOs, the private sector and the media. Although partnership in the ZUNDAF is strong at the macro-level between the GoZ/OPC and the UNCT, the UN approach to partnering with other stakeholders, particularly with civil society and the private sector, could be improved.

Engagement of the private sector in the ZUNDAF has been minimal. Some UN respondents attributed this to macro-economic conditions, noting that businesses would not likely be capable of, or amenable to, partnering with development agencies at present, due to current widespread retrenchments and the absence of an enabling environment. However, participants in the NGO focus group discussion<sup>39</sup> noted partnerships that their organizations have already established with local and international private sector actors, including in the telecommunications and banking sectors<sup>40</sup>.

While some of these linkages may be the result of UN agency partners' facilitation, others are not<sup>41</sup> and the degree to which the latter are scalable could be an area for further exploration in the next ZUNDAF. Moreover, there is a small Global Compact Local Network in Harare<sup>42</sup> and, as such networks customarily serve as a forum for the UN to engage with the corporate sector, it may also be productive for the UN to explore this network.

**Engagement with CSOs** is good at the implementation level, particularly in the governance and gender thematic areas,

<sup>35</sup> HIV TG 2013 ARR, p. 5

<sup>36</sup> ALE TG 2013 ARR, p. 3

<sup>37</sup> Interview with GHR TG FP, 27 June.

<sup>38</sup> UNDG Guidelines 2010, Part 1, pp. 2-3; see also UNDG Technical Guidance 2010 Checklists, "Roadmap", pt 3.

<sup>39</sup> The NGO FGD held 24 June 2014 at UNDP

<sup>40</sup> These partnerships primarily involved in-kind contributions and discounted services, rather than cash contributions, which are considered below under 2.2.6, "Resource Mobilization".

<sup>41</sup> Both OXFAM and CARE, who participated in the ZUNDAF evaluation NGO FGD, have teams in their respective headquarters who are dedicated to engagement with the private sector; and both organizations have solid track records in developing community investment partnerships. OXFAM's commercial partners include Nokia, Unilever, Marks & Spenser, Accenture and KPMG. CARE's corporate partners include NIKE, Credit Suisse and Pfizer.

<sup>42</sup> The Zimbabwe Global Compact Local Network was established in 2010: United Nations Global Compact, Local Network Report 2011, New York, 2011, p. 15; Joint Partnership and Resource Mobilization Strategy, 2012, p. 12. See also Zimbabwe Global Compact Local Network webpage on the Global Compact site: [http://unglobalcompact.org/docs/networks\\_around\\_world\\_doc/communication/network\\_reports/2011/ZW\\_2011.pdf](http://unglobalcompact.org/docs/networks_around_world_doc/communication/network_reports/2011/ZW_2011.pdf)

where much of the success of advocacy on sensitive issues at the grassroots level depends on these organizations. However, as noted above (see 2.1, “Relevance”), the UN approach to CSO involvement in the ZUNDAF planning and design phases has been more consultative than participatory. Furthermore, there are currently no regularly scheduled, sector-wide meetings organized by the TGs with civil society partners through which CSOs could gain a greater understanding of, and participation in, the ZUNDAF processes.

Relationships between donors and the UN vary according to agency, particularly with regards to resource mobilization (see below, “2.2.6 Resource Mobilization”). For example, some of the UN participants at the Validation Workshop stated that donors should be more transparent and share information with other stakeholders in order to better inform programming.

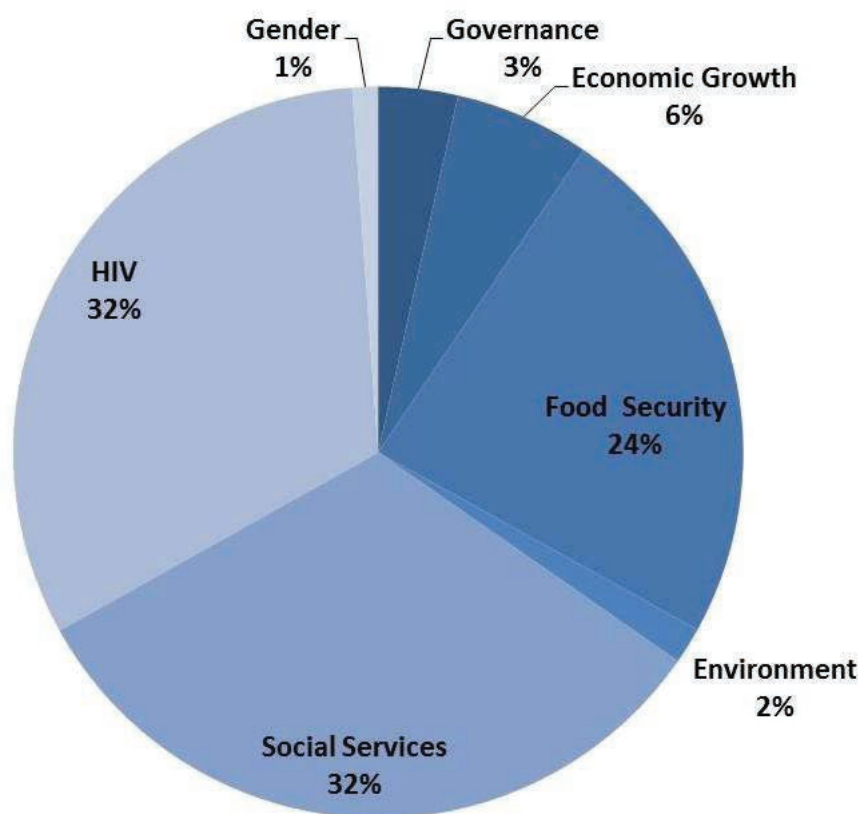
The local media’s relationship with the UN has at times been uneasy<sup>43</sup>. This relationship has improved since media representatives received training by the UNCG. Currently issues related to the MDGs and advocacy now receive greater coverage.

## 2.2.6 Resource Mobilization And Funding Modalities

- How effective has the ZUNDAF been as a platform for mobilizing resources?

### Resource Mobilization Status as at 31 December 2013

As of June 2014, the total funding requirement for the 2012-2015 ZUNDAF is \$1,484,646,017<sup>44</sup>, of which \$798,439,999 has been mobilized by the end of 2013. Resource mobilization to close the \$695,311,062 funding gap is ongoing. The percentages of resources mobilized for the ZUNDAF in 2012-13 by NDP are summarized in the chart below:



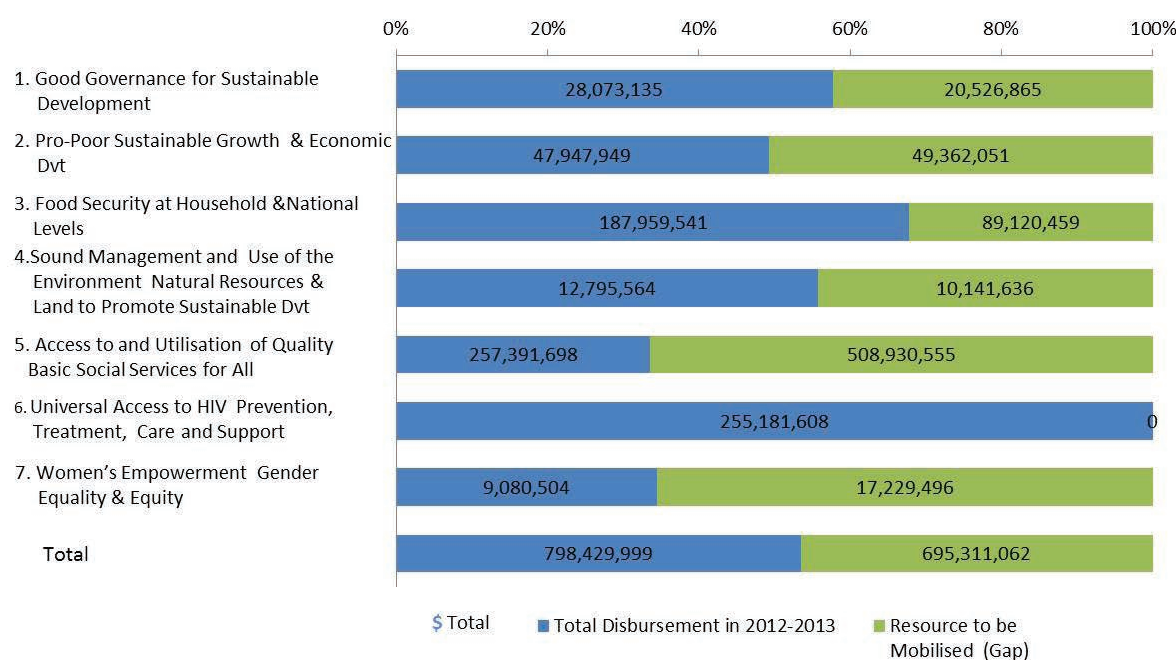
<sup>43</sup> E.g., during the COPAC, when there were allegations in the local press that the UN was being used as a conduit for external interference by donors in an inherently sovereign process

<sup>44</sup> 2012-2015 ZUNDAF Snapshot, June 2014 (Courtesy of UNRCO).



The graph below presents resources disbursed and funding gaps by NDP area through December 2013<sup>45</sup>:

### 2012-2015 ZUNDAF: Resources Disbursed and Gaps by National Development Priority Areas in 2012 and 2013



As illustrated in the graphs, in terms of total ZUNDAF disbursements for 2012-2013, the greatest were in PBSS and HIV, both at 32% with ALE following at 26%. EEP, GHR and Gender were at 6%, 3% and 1%, respectively. The HIV/AIDS sector has been largely funded and the greatest funding gap is in the Gender area. Not all TGs have multi-year funding and as noted above, (2.2 "Effectiveness"), insufficient resources has been cited by the TGs as a major constraint to implementation.

External factors related to these funding shortfalls include macro-economic instability, which has resulted in an overall reduction of DAC donor funding since 2008; local economic fragility, which has affected the level of GoZ contributions to ZUNDAF programmes and a reluctance by some donors to support development initiatives in Zimbabwe<sup>46</sup>. Given these constraints, the indicative resources presented for some of the interventions presented in the ZUNDAF document appear very optimistic.

Innovative approaches and new types of partnerships are needed to fill the funding gap. The country coherence/One Fund modality, in which un-earmarked funds are pooled which is used in DaO countries, has been shown to be effective in mobilizing resources for unfunded UNDAF activities. This approach could be adapted for the non-DaO Zimbabwe context, as pooled funds already support various ZUNDAF programmes and processes there.

There is also a great potential for exploration by the UN of additional partnerships and collaborations, particularly with the private sector, where corporate community investments could be directed to benefit populations in areas of ZUNDAF programme implementation, and through which the UN could leverage additional donor support<sup>47</sup>. Moreover, corporate allies could play a key role in strengthening ZUNDAF alignment with the Zim Asset Value Addition and Beneficiation cluster<sup>48</sup>.

A Joint Partnerships and Resource Mobilization Strategy was validated by the UNCT in 2012<sup>49</sup>, and there are expectations that UN agencies will jointly seek funding for joint programming activities. In this connection, the Joint Programme

<sup>45</sup> 2012-2015 ZUNDAF Snapshot, June, 2014 (courtesy of UNRCO)

<sup>46</sup> These and other factors are discussed in greater detail in the Joint Partnership and Resource Mobilization Strategy, pp. 3 – 5.

<sup>47</sup> For example, corporate allies could add value to ZUNDAF activities by providing increased on-the-job training, kinds of job creation. Some of these activities are already being carried out by international firms currently operating in Zimbabwe, e.g., there is an international mining firm operating in Umzingwane which invests in communities as part of its "License to Operate:" see Annette Ittig and Goodwell Kadzikano, Support to Peace Building and Increased Access to Sustainable Livelihoods Midterm Evaluation of the UNDP Zimbabwe Integrated Peace Building Programme, April 2014, n. 17

<sup>48</sup> See note 46, above.

<sup>49</sup> Joint Partnership and Resource Mobilization Strategy, 2012

for Gender Equality provides an example of a best practice, as funding for the ILO, UNDP and UN Women partners has successfully been jointly accessed.

Nonetheless, coordination and collaboration between agencies in this area could be improved and the competition between agencies for funds was noted by both donor and UN respondents<sup>50</sup>. It may be that larger agencies are more entrepreneurial, or have the means and staff to be more entrepreneurial, than smaller agencies.

As noted by one of the UN participants in the Validation Workshop:

***“(There should be) support to small agencies that will not necessarily have large core resource bases to support UNDAF implementation and therefore end up scrambling for resources where the bigger agencies have already been. Larger agencies can recruit resource mobilization specialists [therefore] already starting from a position of strength with large core resources to use as seed funding, leading to them implementing activities in areas which are covered by smaller, specialized agencies which have no resources”***

Competition between agencies for funding and activities is not unique to the UN system in Zimbabwe. It is common across the UNDAF country system globally. A recent survey of 75 UN Resident Coordinators found that 79% of them agree that there is competition between agencies for donor funding<sup>51</sup>. One of the drivers of agency competition for funding is the overall reduction in DAC donor funding, which has resulted in fewer resources for aid initiatives globally.

Although the 2012 Joint Partnership and Resource Mobilization Strategy includes a good preliminary mapping of potential corporate partners<sup>52</sup>, it seems to be underutilized, given the minimal engagement of the UN with the private sector to date (see above, 2.2.5 “Partnership”). Additionally, the mapping has not been updated since 2012, and it therefore does not include corporate entities that have more recently become operative in Zimbabwe.

In addition to the potential funding sources referenced in the 2012 Partnership and Resource Mobilization Strategy, there are other types of donors and partners which have been explored by other UN Country Teams and which could be appropriate for further consideration by the UN in Zimbabwe. For example, the 2014 Joint Partnership and Resource Mobilization Strategy developed by the UN team in Botswana<sup>53</sup>, presents a variety of strategies for approaching and engaging innovation hubs, corporate foundations, the private sector and others.

Beyond the mobilization of resources, UN respondents also observed that there is a need to use existing resources more efficiently<sup>54</sup>. While a cost benefit analysis of the ZUNDAF’s joint programmes is beyond the scope of this Evaluation, a CBA of selected sector outputs would help to identify where resources already available could be saved. A review of the JIM would also help identify duplication of activities and where cost reductions could be made in the next ZUNDAF.

### Transition Funds and Other Funding Modalities

Both donors and UN respondents raised questions over the continued use of transition funds, which were initially intended for interim support. It was also noted that most health and water/sanitation services, which constitute a large portion of the ZUNDAF activities, are supported through transition funds; and that is not sustainable.

As there is now a greater programming focus on development activities and therefore a requirement for longer term funding, it is timely to identify windows of opportunity in these interim funding modalities that could be expanded into SWAP type support.

At the Validation Workshop, it was again observed that the international donor community was working towards re-engagement with the GoZ, and that this would allow direct exchange and bilateral aid to Zimbabwe. Once this occurs, the Government would aim to establish a National Development Fund, with funds from multiple donors to be pooled for different programmes. The envisaged Fund would be managed by the Ministry of Finance.

<sup>50</sup> one donor interviewed for the evaluation remarked emphatically that the UN certainly does not present as a single institution when it comes to resource mobilization.

<sup>51</sup> See, for example, Paul Balogun, *The relevance, effectiveness and efficiency of the United Nations Development Assistance Framework (UNDAF): A report prepared for the United Nations Department of Economic and Social Affairs, May 2012, Table 8: Do UN agencies sometimes compete with each other for donor funding?*, p. 33. One reason for this is the decrease in DAC donor funding following the 2008 global economic contraction, which has resulted in greater competition for fewer resources. This point was also made by UNDOCO, 1 July 2014 interview (by Skype).

<sup>52</sup> Joint Partnership and Resource Mobilization Strategy, p. 13

<sup>53</sup> United Nations Botswana, *Joint Partnership and Resource Mobilization Strategy Botswana, January 2014*: [http://www.undg.org/content/knowledge\\_resources/undg\\_webinars/webinar\\_-\\_one\\_un\\_approach\\_to\\_resource\\_mobilization%3A\\_the\\_example\\_of\\_botswana](http://www.undg.org/content/knowledge_resources/undg_webinars/webinar_-_one_un_approach_to_resource_mobilization%3A_the_example_of_botswana)

<sup>54</sup> PMT meeting, 30 June 2014; also ZUNDAF Steering Committee meeting, 4 July 2014.

## 2.3 Efficiency

### Joint Programming and Transaction Costs

As noted above, in “2.2 Effectiveness”, the Flagship Programmes have been designed to showcase joint programming and agencies’ comparative advantages. Although it is premature to assess the outcomes of the Flagship Programmes, the integrated approach seen in the HIV and PBSS/Nutrition Flagships may be the most effective modality for these joint programmes. However, the various financial and administrative procedures followed by the different UN agencies increases administrative burdens and reduces efficiency; and it is a major constraint both for joint programmes and for joint programming. While common country level reporting formats have been introduced, harmonization of other reporting and programming procedures and processes will require corporate level changes:

“Only if the governance structures of UN funds and programmes are reformed, will the pilot experience with joint programming fully yield its intended benefits in terms of simplified reporting and programme implementation. In the meantime, interim solutions might be possible, such as inter-agency agreements to accept UNDAPs without the need for details of organization-specific contributions.”<sup>55</sup>

Horizontal integration also involves high transaction costs relating to both UN and GoZ partner staff time in meetings. The 2012 Global UNDAF Study found that the UNDAF has actually increased programme transaction costs for UN agencies in most instances, and that it is also not clear the extent to which it has reduced the transaction costs of government partners<sup>56</sup>. This supports observations by some UN Zimbabwe respondents on the higher programming costs involved in the Delivering as One approach<sup>57</sup>.

## 2.4 Sustainability

As the 2012-2015 ZUNDAF will not be completed until the end of next year, it is premature to offer a final assessment of its sustainability. Moreover, in some areas, such as governance and gender, there may be results which have not yet been fully achieved and which will only be evident over a longer term. Furthermore, the ZUNDAF document does not include any UN exit strategies.

Given these caveats, results achieved thus far through the current ZUNDAF be might be sustained after its completion, where those results closely align with national priorities and are integrated into national policies and frameworks. Furthermore, significant capacity building of national partners has been undertaken by the UN to increase the likelihood that results-to-date will be sustained. However, national and local stakeholders’ financial resources are limited. In the current constrained economic climate, the GoZ and local partners may require continued support for development work from the UN and other donors, over the short to medium term.

## 2.5 UN Comparative Advantage

- How valid are the stated comparative advantages of the UN System?

In Zimbabwe the UN has strategically used its comparative advantage to act as a facilitator between different development partners; to build institutional and human capacities through technical and policy support and to advocate for the MDGs’ achievement. These comparative advantages provide a basis for the outcomes and outputs of the ZUNDAF.

### As a Facilitator between GoZ and Donors

In the absence of direct bilateral aid to Zimbabwe, the UN is the major conduit through which the country receives ODA<sup>58</sup> and it is considered a trusted facilitator and partner by both the GoZ and donors. In this connection, the polarized GPA context (2009-2013) and the uneasy relationship between donors and the segments of the inclusive Government also impacted the UN’s role and further increased the imperative of protecting its neutrality and impartiality.

<sup>55</sup> United Nations, *Independent Evaluation of Delivering as One*, New York, June 2012, p. 49

<sup>56</sup> Balogun, *op. cit.*, p. viii; p. 56

<sup>57</sup> It was noted by more than one donor and UN respondent that sometimes implementation by an individual agency can be more efficient. In its ongoing efforts to reduce transaction costs, the UNDG has recently supported the development of the first UNDAF Joint UN/Government Work plan, which is for Mauritania, whereby a single annual planning instrument has been developed which replaces the specific work plans for each UN agency. Reviewing its process should inform the feasibility of developing a similar Joint Work plan in Zimbabwe.

<sup>58</sup> Interviews with DFID, 24 June 2014 and EU, 25 June 2014. DFID and the EU, two of the major donors, estimate that approximately 70% and 60% of their aid to Zimbabwe respectively is channeled through the UN. OECD figures for aid disbursement do not calculate funds disbursed to UN agencies separately.

It is anticipated that the current EU sanctions against Zimbabwe will be lifted on 1 November 2014<sup>59</sup>. This would allow for direct donor engagement with the GoZ. However, this would not likely immediately impact upon the UN's current role as the donor-preferred vehicle for funding aid in Zimbabwe.

Both UN and GoZ respondents noted various possibilities for engagement with non-DAC donors, although some non-DAC donors are unable to provide funding directly to the GoZ. There is therefore an expectation among several GoZ respondents that the UN could also facilitate those connections, particularly for South-South cooperation in technology transfer and trade, for example, by linkages with Chambers of Commerce and business associations<sup>60</sup>.

### **As a Bridge Between GoZ and the Private Sector**

Private sector partnership is referenced in several areas of the ZUNDAF. GoZ respondents observed that the UN has a comparative advantage as a broker with the private sector in other countries. In Zimbabwe, UNICEF and WFP are perceived to be more experienced in this regard. There is an expectation that the UN will facilitate partnerships, particularly infrastructure PPPs, between the private sector and GoZ actors. However, although infrastructure PPPs are referenced among the "Quick Wins" in the Zim Asset, their brokerage, design and management are usually handled by development actors other than the UN<sup>61</sup>.

### **Technical and policy support for institutional and individual capacity building**

Globally, the UN's technical expertise and skills base are well demonstrated in many sectors, including governance, health, education, agriculture, gender, economic development and others. During the 2012-2015 ZUNDAF, the UN has played a key role in supporting national capacity building on a wide range of topics in each of the thematic areas, ranging from support to the Constitution-making process to gender mainstreaming and revitalization of ZIMSTAT.

### **Advocacy for the Achievement of the MDGs**

The UN has also leveraged its comparative advantage to advocate for the achievement of the MDGs, as demonstrated through the successive Zimbabwe MDG progress reports and through consistent media as well as public outreach activities.

## **3. BEST PRACTICES, CONSTRAINTS AND LESSONS LEARNED**

### **Best Practices**

The 2012-2015 ZUNDAF presents several best practices for Delivering as One (DaO) in a non-DaO country. These include an outcome-based UNDAF which is flexible enough to respond to changes in a fluid country context, an operational plan with indicative budgets and an M&E framework; and PMT, OMT, VTPA and UNCG management tiers which support the ZUNDAF process and contribute to greater operational cohesion.

The UNCT endorsed Joint Partnership and Resource Mobilization Strategy, which was developed after the current ZUNDAF was formulated and not as an integral part of its conceptualization, is also a DaO best practice<sup>62</sup>. Given the integration of these DaO best practices into the ZUNDAF process, it may be possible to further strengthen ZUNDAF efforts and efficiencies, particularly in resource mobilization and joint programming, if Zimbabwe were to progress further towards self-starter DaO status, which was under consideration as early as 2008<sup>63</sup>.

<sup>59</sup> As long as there is no deterioration in the governance and human rights situation, the suspended appropriate measures will be lifted on that date.

<sup>60</sup> Interview with Brazilian Charge d'Affairs, 27 June 2014. Various kinds of Brazilian technological expertise could be transferred to Zimbabwe, e.g. in areas such as bio-ethanol production and improved crop production.

<sup>61</sup> In this connection, the African Development Bank's support towards the development of a legal framework for PPPs and towards the establishment of a PPP GoZ unit, is noteworthy: African Development Bank Zimbabwe: Country Brief 2013-2015, October 2013, Annex VII. See also World Bank, PPIAF assistance in Zimbabwe, Washington, DC, 2012.

<sup>62</sup> The successful joint access of funding for the Joint Programme for Gender Equality by UN Women, UNDP and ILO has been noted above, under 2.2.6, "Resource Mobilization".

<sup>63</sup> In that year, the UNCT Zimbabwe's UN Reform Design Oversight and Change Management Team produced a guidance note on "Delivering as One in Zimbabwe", including a proposed institutional framework and deliverables for the UN reform process there: UN REFORM INITIATIVES OUTSIDE THE "DELIVERING AS ONE" PILOTS: Summary of Results, 20 January 2010: [ftp://ftp.fao.org/TC/CPF/NMTPF&0UN/OneUNContext/ReformInitiatives.pdf](http://ftp.fao.org/TC/CPF/NMTPF&0UN/OneUNContext/ReformInitiatives.pdf) Other self-starter DaO countries in the region include Botswana, Lesotho, Malawi, Ghana and Nigeria.



## Constraints

The operating environment for the 2012-2015 ZUNDAF remains fluid and challenging. There are various constraints that have affected the implementation of the ZUNDAF and that may also hinder the sustainability of its results. Major constraints include:

- Macro-economic instability, which has resulted in an overall reduction of DAC donor funding.
- Local economic fragility, which has affected the level of GoZ contributions to ZUNDAF programmes.
- Inadequate resources for some TG activities and NDPs since not all TGs have multi-year programme funding. Although the current level of funding for the ZUNDAF is commendable, resources are skewed towards certain sectors; and other areas, such as those related to gender, human rights or resettlement issues and which are considered to be sensitive, are under-funded.
- The absence of a formalized GoZ Aid Coordination Committee, resulting in the information on aid financing, coordination, accountability being divided among different GoZ entities. Consequently, the GoZ does not have full leadership in aid coordination, including bilateral aid coordination, to facilitate rationalization of resources.
- Inconsistency in GoZ engagement and representation in the ZUNDAF at the TG level.
- Alignment with the Zim Asset is constrained by the absence of a complementary document outlining the major challenges to its implementation and a roadmap showing how the GoZ will address them.
- A lack of harmonization of business processes: Multiple reporting requirements and formats used by UN agencies have undermined the implementation of a fully coordinated approach and that increases transaction costs. Although innovative ways to harmonize these processes have been explored, particularly by the OMT (in the application of the HACT), these have not always provided the desired solutions<sup>64</sup>.
- An absence of UN exit strategies and risk management strategies for business continuity in the ZUNDAF.

## Lessons Learned

- There are several key lessons learned from the current ZUNDAF which can inform its remaining implementation and the formulation of the 2016-2020 ZUNDAF. These include:
- Coordination: Effective coordination requires investments of time, funding and commitment. Transactions costs, particularly in the establishment of joint programming initiatives can be high, although some costs can be reduced through the use of national systems for reviews and reporting. However, most UN respondents agreed that higher transaction costs for coordination were outweighed by the benefits that the ZUNDAF provides for the UN to present as a unified entity for advocacy and outreach and for engagement with Government.
- Effectiveness: The reduction of transaction costs through, for example, joint work plans, may not always be as effective as envisaged due to bottlenecks in agency headquarters.
- Ownership: Greater commitment and ownership of the ZUNDAF process by meso-level GoZ partners requires greater incentives and motivation, including workplace recognition, as well as training and orientation on ZUNDAF processes and their value added.
- Capacity building: Capacity building is a longer term process, and the results of current capacity building efforts may not be realized within the course of this ZUNDAF. Capacity building requires ongoing efforts at all levels of implementation, as well as coordination at the management level to reduce duplication of efforts within the ZUNDAF. Opportunities for synergies with various capacity building initiatives supported by donors outside of the ZUNDAF offer additional possibilities for reducing costs and duplication of efforts, for example, the African Development Fund's capacity strengthening of the Zimbabwe Institute for Public Administration (ZIPAM), which also seeks to build GoZ ministries' capacities<sup>65</sup>.
- Monitoring and reporting: Joint monitoring and reporting, as well as sharing of individual agency monitoring reports within TGs, is key to ensuring that all implementing partners are aware of activities to avoid duplication

<sup>64</sup> As mentioned above, in footnote 32, the HACT is not working as well as it could be in Zimbabwe, as the country is not yet compliant with all of its provisions: Feedback from Group 2 "Efficiency", validation workshop, 10 July 2014.

<sup>65</sup> African Development Fund, an entity of the African Development Bank, Governance and Institutional Strengthening Project, November 2013, p. 14..

and reduce transaction costs.

- **Sustainability:** Exit and sustainability strategies must be built into programmes from their design stage to ensure the sustainability of their results after interventions are wound down and donor funding ceases. The assumption that outcomes will be sustained because projects are implemented by local counterparts and are aligned with national priorities may not always be well-founded as they do not take into account, for example, the extent to which national and local partners' resources may be limited.
- **Gender:** Incomplete gender mainstreaming and the lack of a deliberate focus on gender equality will not only hinder progress towards ZUNDAF outcome 7.1<sup>66</sup>; but also the achievement of ZUNDAF outcomes overall. Complete integration of gender equality and equity into initiatives under the ZUNDAF is essential in order to meet its envisaged targets.
- **CSO Partnerships:** Formalizing engagement with civil society through a committee or TG that meets on a regular basis ensures that engagement is structured and that civil society is a more participatory partner in the ZUNDAF planning and design processes<sup>67</sup>.
- **Flagship Programmes:** A multi-sectoral approach can address development challenges in an integrated manner, e.g. the HIV/AIDS e-MTCT Flagship Programme.
- **Resource Mobilization:** Current resource mobilization strategies, which focus upon individual agencies and TGs raising funds for specific interventions have been more successful for some TGs than for others. Additional strategies that improve resource mobilization for unfunded National Development Priorities are needed. Country coherence funds/One Funds in DaO countries, which are pooled and un-earmarked, have been shown to be effective tools for mobilizing resources for unfunded UNDAF activities and could be adapted for the non-DaO Zimbabwe context, where pooled funds already support various ZUNDAF programmes and processes.

## 4. RECOMMENDATIONS

At midpoint in the 2012-2015 ZUNDAF, there are evident emerging results, best practices and lessons learned which should inform both its remaining implementation as well as the formulation of the 2016-2020 ZUNDAF. The following are recommendations towards these objectives:

### 4.1 Relevance of the ZUNDAF

- Retain an outcome-based framework for the next ZUNDAF, as this format has demonstrated its flexibility in the fluid Zimbabwe context.
- Retain the JIM as the operational plan for the next ZUNDAF. However, reduce the number of its outputs in order to manage stakeholder expectations about which development priorities the UN will and will not support.
- In the next ZUNDAF, increase alignment with the Zim Asset at both the results and structural levels. In this connection, support a workshop that specifically outlines the structural processes of the Zim Asset to which the next ZUNDAF should align, including planning cycles and reviews. At the results level, integrate additional cross-cutting issues which support Zim Asset strategies, outputs and Quick Wins, such as ICT and Green Economy.
- Reference and integrate the issues arising from the Post-2015 Development Agenda discussions, as well as the SDGs, in the outcome levels of the next ZUNDAF.
- Continue to build capacity on Programming Principles to strengthen their actual integration. For example, although Gender TG members are designated to attend other TG meetings to provide guidance on gender equality, in order to increase the understanding and integration of this Principle into the work of other sectors, there is still a need to ensure active participation in other thematic areas and to bring information forward.

66 "Laws and Policies Established, Reviewed and Implemented to Ensure Gender Equality and Empowerment of Women and Girls".

67 Notes on Civil Society Advisory Committees, 2006, p. 6. See also UNDG, *Dialogues on the Implementation of the Post-2015 Development Agenda*, in which two of the six thematic areas focus on partnerships with civil society and other actors and partnerships with the private sector: <http://post2015.iisd.org/new/undg-announces-dialogues-on-implementation>.

- Conduct a ZUNDAF-wide assessment of the results to date of institutional and individual capacity building, including technical as well as cross-cutting issues, to better inform these efforts in the 2016-2020 ZUNDAF in order to reduce duplication and to increase collaborations with other development partners' capacity development initiatives.

## 4.2 Coordination

- To strengthen coordination at the meso-level, place the ZUNDAF on the agenda at Permanent Secretaries' meetings, and review information sharing procedures to ensure that the Permanent Secretaries receive TG meeting minutes. This will also serve as a risk management/business continuity measure to reduce the possibility of the loss of work outputs and processes, in the event of changes in GoZ leadership at the Minister, Permanent Secretary or Director level.
- To increase TG commitment and consequently group members' participation and internal coordination, encourage the GoZ to add ZUNDAF-related duties into the job descriptions of ministry staff working on ZUNDAF activities. Further strengthen ownership and understanding of the ZUNDAF and its related mechanisms at the TG and implementation levels through an annual orientation and training session on ZUNDAF processes and their value added. UN and GoZ TG Focal Points and Chairs should be included in these sessions.

## Monitoring and Evaluation

- Strengthen joint monitoring, as well as integrated, multi-partner monitoring of multiple projects, for increased information sharing and to reduce duplication and transaction costs. The integrated monitoring conducted for the HIV TG Flagship Programme e-MTCT provides a best practice.
- Align ZUNDAF M&E processes with national reviews and systems.
- To better inform programming and reporting of results, support ZIMSTAT to hold a forum to orient stakeholders on available data and how to access it. Designate a DfD WG member to attend all TG meetings to advise on and provide DfD support to them.
- Develop a common electronic platform for M&E that will provide real time implementation details to both UN and GoZ partners. A recommended platform is Teamworks, which is already used as the intranet platform by the UN system in Zimbabwe
- Strengthen the M&E capacities of GoZ TG partners, particularly in qualitative measurement, e.g. measuring the impact of capacity building trainings, and include guidance on M&E methodologies in review exercises. Including more qualitative indicators in the JIM/M&E framework in the next ZUNDAF.

## Partnership

- CSO and NGO Partnerships: Formalize UN-CSO engagement through a regularly scheduled committee or sector wide meeting to ensure engagement is structured and that civil society has both participation and voice in the ZUNDAF planning and review processes.
- Non-DAC Donor Partnerships: Build on the UN's comparative advantages in partnership brokerage to expand donor collaborations, particularly with non-DAC donors for South-South cooperation in trade facilitation and technology transfer, e.g. in the green industry sector.
- Private Sector Partnerships: Ensure ZUNDAF representation at meetings of the Zimbabwe Global Compact Local Network in order to use this forum to inform and engage with local and international businesses.

## Resource Mobilization

- To strengthen joint resource mobilization efforts, update the 2012 Joint Partnership and Resource Mobilization Strategy mapping of private sector partners to identify additional potential corporate allies' and conduct a workshop to advise agencies on how this information can be used effectively.
- Review innovative resource mobilization strategies developed by other UNCTs, such as UN Botswana's 2014 Joint Partnership and Resource Mobilization Strategy, with the aim of broadening current resource mobilization strategies, for example, approaching innovation hubs and corporate foundations which would be appropriate and feasible in the Zimbabwe context.
- For improved resource mobilization for unfunded NDPs, review country coherence fund/One Fund modalities to determine how this type of pooled, un-earmarked funding could best be adapted to the Zimbabwe context.



- Undertake a cost benefit analysis (CBA) of selected sector outputs, to identify where resources already available could be saved. An initial CBA could be undertaken on one of the Flagship Programmes.

### 4.3 Efficiency of the ZUNDAF

- For greater joint programming efficiencies, Flagship Programmes in the 2016-2020 ZUNDAF should be more focused on integrated and cross-sector approaches.
- Follow the implementation and review of the new HACT framework, which is still in the pilot stage, to determine which of its components could be adapted to the constrained fiscal context of Zimbabwe.
- Reduce transaction costs through the use of national systems for reviews and reporting (see also “Monitoring and Evaluation”, above).
- Explore the possibilities for additional strengthening of development efforts and efficiencies under the ZUNDAF, particularly in resource mobilization and joint programming, if Zimbabwe were to progress to self-starter DaO status. In this connection, revisit the 2008 discussions and research by the UNCT on self-starter DaO status for Zimbabwe.

### 4.4 Sustainability

- The next ZUNDAF should include more details on sustainability risks and assumptions as well as on UN exit strategies, to further ensure that results are sustained after its completion, for example, how to manage the risk of lost work outputs and processes following changes in GoZ leadership such as Ministers, Permanent Secretaries and Directors. (See above, “Coordination”).

### 4.5 Priority Intervention Areas

- Institutional and Human Capacity Building: As noted above, while extensive institutional and human capacity building has been conducted by the UN under both the current and the previous ZUNDAF, these efforts have been project-specific and their results to date have not yet been assessed. A priority for the 2016-2020 ZUNDAF should be to evaluate the current outcomes of these efforts across all TGs and based on that assessment, to develop a ZUNDAF-wide strategy for institutional capacity building and human capital development at both the national and subnational levels, in order to increase possibilities for the sustainability of ZUNDAF outcomes. This strategy should be aligned with the efforts of other development partners to reduce duplication and transaction costs. It should also reference and incorporate, where possible, regional initiatives in this area, such as those under the ACBF.
- Economic Governance: This is a theme which is highly relevant to the GoZ’s economic priorities and in which the UN has demonstrated advantage. It builds upon the UN’s work to date on SEZs, natural resource management and other activities. This area has strong linkages with ZUNDAF outcomes in agriculture, livelihoods and conflict management as well as with Zim Asset strategies and Quick Wins.
- Resilience-building: This area encompasses a wide range of preparedness, recovery and development activities. Looking forward, as there are strong signs of donor re-engagement with the GoZ, the UN system must focus on more systematic efforts to shift from recovery programmes and transitional funding modalities and to prepare the GoZ to assume and manage longer term development assistance. Towards this objective, resources should be channelled into more cross-sector approaches which integrate resilience and sustainability, for example, in integrated DRR, livelihoods and food security interventions.

## 5. CONCLUSION AND WAY FORWARD

The 2012-2015 ZUNDAF has been successful in providing a structured process through which UN agencies can communicate collectively. It has also been successful as a platform through which the UN can present as a coherent, unified entity for advocacy and outreach and for engagement with Government. Through the ZUNDAF, the UN has been able to leverage its comparative advantage as a convener between the GoZ and donors in the mobilization of nearly USD \$800 million in support of the achievement of Zimbabwe's NDPs. The UN has also used its comparative advantage as a provider of a wide range of technical expertise to strengthen the capacity of national institutions and individuals towards sustaining the development outcomes realized through the ZUNDAF. The integration of ZUNDAF outcomes into national policies and frameworks to further ensure their sustainability is ongoing. Furthermore, the UN leveraged its comparative advantage to advocate for the achievement of the Millennium Development Goals (MDGs), as demonstrated through the 2012 Zimbabwe MDG Progress Report.

Although the UNCT/GoZ partnership functions well at the highest level, coordination, commitment and ownership at the TG and grassroots levels could be improved; and there is a need for a more outward-oriented approach to partnerships to better include all those envisaged by the ZUNDAF, such as civil society and the private sector, in its formulation. In addition, while there is a UNCT-validated resource mobilization strategy, agencies continue to compete for funding and larger agencies are in a more advantageous position to mobilize funds.

There is little evidence that the ZUNDAF has lowered transaction costs for either the UN or the GoZ, and staff time and a lack of harmonized business processes are likely to be the greatest drivers of these costs. Nonetheless, most UN respondents agreed that higher transaction costs for coordination were outweighed by the benefits that the ZUNDAF provides for the UN to present as a coherent entity to engage with the highest levels of Government. Finally, the coordination and coherence mechanisms which support the ZUNDAF include several best practices for Delivering as One (DaO) in a non-DaO country and the possibilities for additional strengthening of development efforts and efficiencies under the ZUNDAF, particularly in resource mobilization and joint programming if Zimbabwe were to progress to self-starter DaO status, need to be further explored.

Many of the challenges that the 2012-2015 ZUNDAF has faced are common to UNDAFs elsewhere, and the current ZUNDAF provides several lessons for the design and implementation of the 2016-2020 ZUNDAF. With a greater UN/GoZ focus on recovery and development interventions, and in anticipation of donor re-engagement with Zimbabwe, it is now timely for the UN system in Zimbabwe to consider how it can move from being a provider of services to the Government to becoming an enabler and facilitator of greater national management in development processes. It is also timely for the UN to again consider if that might be better accomplished if Zimbabwe were to progress to a DaO self-starter status.

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# ANNEXES

## Annex 1

### Evaluation Terms of Reference

#### Background

The 2012-2015 Zimbabwe United Nations Development Assistance Framework (ZUNDAF) is the United Nations' strategic programme framework to support the implementation of National Development Priorities and the achievement of the Millennium Development Goals (MDGs) by 2015.

The 2012-2015 ZUNDAF incorporates principles of recovery and development through 7 National Development Priority areas which are:

- Good governance for sustainable development;
- Pro-poor sustainable growth and economic development;
- Food security at household and national levels;
- Sound management and use of environment
- Access and utilisation of quality basic social services for all;
- Universal access to HIV prevention, treatment, care and support;
- Women's empowerment, gender equality and equity.

The ZUNDAF elaboration process, jointly led by the Government of Zimbabwe (GoZ) and the United Nations Country Team (UNCT) with active participation of other partners, promotes national ownership and inclusiveness. Increased effectiveness through UN coherence, a robust M&E framework and the fostering of strong partnerships are key underlying principles of ZUNDAF implementation.

In going forward, the Government of Zimbabwe has developed a new economic blue print, the 2013-2018 Zimbabwe Agenda for Socio-Economic Transformation (Zim Asset). The objective of the Zim Asset is to provide an enabling environment for sustainable economic empowerment and social transformation. Accordingly, the GoZ and UNCT, through the 2013 ZUNDAF Annual Review and 2014 ZUNDAF Planning Process, have worked to ensure that the ZUNDAF remains aligned to National Development Priorities as stated in the Zim Asset.

In line with the 2014 UNCT Annual Work Plan, the UN Resident Coordinator's Office (UNRCO) will engage an international consultant to conduct the 2012-2015 ZUNDAF evaluation. The evaluation will cover the first two and half years of the implementation of the ZUNDAF (January 2012 - June 2014). The consultancy will provide valuable analytical inputs by drawing key lessons learned from the implementation of the 2012-2015 ZUNDAF into the ongoing UN programmes and the formulation of the next ZUNDAF.

#### Duties and Responsibilities

The purpose of the 2012-2015 ZUNDAF Evaluation is to assess the relevance of the ZUNDAF, as well as achievements and progress made against planned results. This exercise will assess progress made, challenges encountered and provide lessons learned as well as concrete recommendations in going forward. The analysis and the assessment and recommendations from the evaluation will provide guidance for the UNCT in the implementation of the 2012-2015 ZUNDAF for the remaining period and ensure that it responds to emerging and evolving National Development Priorities and make recommendations to achieve a greater development impact in Zimbabwe.

In addition, the results of the 2012-2015 ZUNDAF Evaluation will substantially inform the design of the next ZUNDAF to ensure that the UN continually enhances its support for the achievement of National Development Priorities articulated under the Zim Asset and to internationally agreed development objectives.

#### Specific Objectives

- Assess the effectiveness of the ZUNDAF in terms of progress towards agreed ZUNDAF outcomes. To the extent possible, assess the impact of the ZUNDAF on the lives of intended beneficiaries, i.e. determine whether any major changes in the development landscape can reasonably be attributed to the ZUNDAF. Did the UNCT respond and adapt to major national changes effectively through the ZUNDAF;
- Assess the role and relevance of the 2012-2015 ZUNDAF: first, in relation to the identified issues within the 2010 Country Analysis and the underlying causes and challenges; second, as a reflection of internationally agreed goals, norms and standards guiding the work of UN agencies and adopted by Zimbabwe, with a focus on those relating to the normative

programming principles;

- Assess the effectiveness of the ZUNDAF as a coordination and partnership framework. To the extent possible, assess the efficiency of the ZUNDAF as a mechanism to mobilise resources and minimize transaction costs for UN agencies, the GoZ and Donors. Appraise the extent of stakeholders' participation in the ZUNDAF process;
- Analyse the sustainability of ZUNDAF supported results and strategies as a contribution to national development and in terms of the added value of ZUNDAF for cooperation among individual UN agencies, including risk and mitigation approaches;
- Determine to what extent cross-cutting issues (poverty, environmental sustainability, human rights, gender equality and empowerment of women, and HIV/AIDS) were systematically incorporated in the ZUNDAF reviews, UN agency assessments and evaluation processes in order to assess whether they were mainstreamed in all relevant outcomes;
- Assess the validity and relevance of the stated collective comparative advantage of the UN System. Determine the relevance of these comparative advantages in going forward and how these can best be capitalized on.;
- Identify best practices and lessons learned from ZUNDAF assessments and reports to inform the implementation of the ZUNDAF. This should include the design and implementation of programmes and projects and provide substantive recommendations for the successful completion of the 2012-2015 ZUNDAF cycle, taking a Human Rights Based Approach into consideration;
- Appraise the ZUNDAF M&E process, programming and decisions making, and propose methods to enhance the integration of ZUNDAF Programming Principles and their overall strategies within projects and programmes. How effective were UN agencies in using the ZUNDAF process for their programme delivery and internal M&E process;
- Based on the current development landscape, national development priorities, policies and strategies, as well as the major outcomes of the 2012-2015 ZUNDAF Evaluation, provide substantive and practical recommendations for the design of the next ZUNDAF. These recommendations should also be informed by the latest UN Development Group (UNDG) guidance and best practices observed in other UN programme countries.

### Timeframe and main deliverables

The place of assignment is Harare. The consultant will have a temporary office in the UNRCO with frequent visits to UN

agencies. The duration of the assignment will be six weeks, from 2 June to 11 July 2014. The Evaluation will be developed, presenting the findings of the assessment, in line with the scope as detailed in these terms of reference.

- First week: Meetings and communication with the UNRCO, ZUNDAF Steering Committee and ZUNDAF Thematic Group technical leads, and collection of required documents, as well as an annotated outline of the Evaluation agreed to;
- Third week: Analysis of assessment and evaluation documents with interim reporting to the UNRCO/ZUNDAF Steering Committee;
- Fourth week: Feedback from ZUNDAF Steering Committee and Government et al on preliminary findings of the review of and analysis of assessment and evaluation reports;
- Fifth week: Completion of the report and presentation of review findings to the UNRCO/ZUNDAF Steering Committee/ UNCT;
- Sixth week: Preparation and execution of a stakeholders validation workshop.

### Methodology

The 2012-2015 ZUNDAF Evaluation will be wide-ranging, participatory, and inclusive, entailing a combination of 2012-2015 ZUNDAF and UN agency specific reviews, analyses and interviews. While interviews are a key instrument, all analyses must be based on observed facts to ensure that the evaluation is sound and objective.

UN agencies, ZUNDAF Thematic Groups, and GoZ counterparts will provide the necessary information, data, support and guidance required to carry out planned activities and prepare the ZUNDAF Evaluation. The Evaluation will be reviewed firstly, by the ZUNDAF Steering Committee and the GoZ before it is presented for validation at an all stakeholders workshop.

The Evaluation is commissioned by the UNCT and overseen by the ZUNDAF Steering Committee and the Office of the President and the Cabinet (OPC) at the design, implementation, reporting and finalization stages. Day-to-day management of this exercise at technical level will be supported by the UNRCO.

The UNDG Guidelines for UNDAF Evaluations should be closely understood and adhered to. Based on the guiding documents and in consultation with the GoZ and the UNCT, the consultant will develop a tailored methodology for this specific exercise.



Data collection methods and process shall consider all Programming Principles identified in the 2012-2015 ZUNDAF (Capacity Development, Environmental Sustainability, Gender Equality, Human Rights-Based Approach (HRBA)<sup>[1]</sup> and Result-Based Management (RBM), as well as other cross-cutting issues as appropriate.

#### Key Reference Documents

- 2012 Zimbabwe Millennium Development Goals Report (MDGR);
- 2012 and 2013 ZUNDAF Review Reports;
- 2012-2015 Joint Implementation Matrix and UN Flagship programmes;
- Health and Education Transition Funds Evaluation Reports;
- Country Program Document (CPD) and Country Programme Action Plan of UN agencies;
- End-of-programme evaluation reports of all UN agencies that participated in the ZUNDAF Process;
- UN Evaluation Group Guidance Note on Application of Programming Principles to the UNDAF (2010);
- Any other relevant documents and guidelines provided by the UNRCO and UN agencies.

#### Competencies

- Excellent knowledge of the UN system and UN joint country programming processes (CCA/UNDAF);
- Good knowledge and experience with the national development frameworks, especially Millennium Development Goals (MDGs), PRSP, SWAP, key legislation, etc.;
- Specialised technical knowledge, including in data collection and analytical skills, mainstreaming the HRBA to programming and gender equality and women's empowerment considerations;
- Excellent communication, interpersonal skills, teamwork and adept at working with people of diverse cultural and social backgrounds;
- An understanding of and ability to abide by the core values of the United Nations.



## Annex 2

### Evaluation Timetable

#### Monday 9 June - 11 July 2014

Date	Time	Name/Group/Institution	Location	Persons Met
Monday, 9 June	14:30	UNRCO team orientation meeting with consultant	RCO	Mr. Paul Farran, Mr. Sirak Gebrehiwot, Ms. Ingrid Sandnæs
Tuesday, 10 June	09:30		RCO	Mr. RezaHossaini RC a.i., UNICEF Representative and Co-Chair PBSS, Acting UNRC; Mr. Paul Farran
	10:00		UNDP	Mr. Martim Maya, UNDP Deputy Country Director – Programmes
	13:00	Security Briefing	UNDSS	Mr.Andrzej Chlebowski, Deputy Security Advisor;
Wednesday, 11 June	11:00	Introduction and briefing on evaluation to UNCT	FAO	UNCT members
Thursday, 12 June	08:15		UNDP	Ms. Verity Nyagah, Country Director
	10:00		RCO	Ms.Natalia y Prez
	12:30		UNAIDS	Mr. Michael Bartos, UNAIDS Country Director and HIV Co-Chair
	14:00		UNDP	Mr. Amarakoon Bandara (VTPA Convener)
	15:00		UNOCHA	Mr. Modibo Traore, Head of OCHA; Ms. Thandie Mwape Humanitarian Affairs Officer
Friday, 13 June	09:00		UNAIDS	HIV TG: Mr. Michael Gboun (UNAIDS)
	10:00		UNFPA	Dr. Basil Tambashe, UNFPA Representative, Data for Development, Mr. Yu Yu Deputy Representative;PiasonMlambo (DfD Technical Lead)
	12:00		UNICEF	PBSS TG: Robert Ndamobissi (UNICEF)
	14:00		NANGO	Mr. CephasZinumwe, CEO, NANGO
	15:30		ACBF	Prof. Emmanuel Nnadozie, Executive Secretary, ACBF; Ms. Grace Kaimila-Kanjo, Chief Operating Officer
Monday 16 June	09:00		WFP	Mr. SoryOuane, WFP Country Director and Representative, (Food and Nutrition Flagship Programme), Ms. Ahmareen-Karim Head of Programme, Dona Favorito, Chair of OMT (WFP)
	10:00		FAO	Mr. David Phiri, FAO Representative and ALE Co-Chair; Barbara Mathemera, Policy Coordination Officer

	11:00		UNHCR	Ms. Millicent Mutuli, UNHCR Representative
	14:30		WHO	Dr. David Okello, WHO Representative; Dr. Stanley Midzi, WHO PMT Member; Mr. Lincoln Charamani; Dr. Christine Chakanyuki
	16:00		IOM	Mr. Knowledge Nareyanadzo, IOM, Mr. Sam Grundy, IOM
Tuesday 17 June	09:00		UNIDO	Mr. Tich Mushayandebu, UNIDO Head of Operations
	10:00		UNDP	GHR TG: Mr. Wadzanai Madombwe (UNDP)
	11:00		RCO	Meeting with RCO
	14:30		Ministry of Finance and Economic Development	Mr. V. Nyaguse, Director, Ministry of Finance
Wednesday, 18 June	11:00hrs		ITU	Ms. Anne Rita Ssemboga, ITU Programme Officer
	12:00		ILO	Ms. Hopelang Phorore, ILO Director a.i. and Co-Chair of EEP, Mr. Adolphus Chinomwe, (ILO) EEP TG focal point for ZUNDAF, Ms. Maria Mutandwa (ILO) , UNCG Co-chair
	16:30		UNESCO	Prof. Luc Rukingama, UNESCO Director & Representative,
Thursday 19 June	09:00		RCO	RCO Team
	11:00		Ministry of Health	Dr Mugurungi, HIV TG Focal Point Ministry of Health
	14:30		OPC	Dr Ray bNdhlukula, Deputy Chief Secretary, OPC; Mr. Musavaya Reza, Director; , Mr. Solomon Mhlanga Senior Principal Director
	16:00		AfDB	Ms. Mary Manneko Monyau, Chief Regional Economist; Ms Eyerusalem Fasika, Principal Country Program Officer
Monday 23 June	08:30		UNWOMEN	Revai Makanje, Officer-In-Charge, UNWOMen (PMT Chair)
	11:30		ZIMSTAT	Director General, Mr M Dzinotizei, ZIMSTAT and DfD WG Co-Chair  Mrs. Mungate, ZIMSTAT, and ZUNDAF DfD WG Focal Point
	15:00		UPU	Ms. Gladys Mutyavaviri, UPU Regional Adviser.
Tuesday 24 June	08:30		DFID	Mr. Phil Johnston; Mr. Robin Milton – DFID

Tuesday 24 June	10:00		RCO	NGO Focus Group discussion with representatives from NANGO, IFRC, CARE, OXFAM, Mercy Corps, Practical Action and Musasa Project
	16:15		UNICEF	Mr. Reza Hossaini, UNICEF Representative; Ms. Jane Muiji, Mr. Sidney Nhamo, Mr. Sam Muradzikwa
Wednesday 25 June	16:00		EU	H.E. Mr Aldo Dell' Ariccia, EU Ambassador, and Mr Jorge Pereiro Pinon
Thursday 26 June	10:30		RCO	Ms. Natalia y Prez
	15:30-16:30		RCO	Special PMT ppt debrief on interim report
Friday 27 June	10:00		Embassy of Brazil	Mr. Igor Da Silva Barbosa, Chargé d' Affaires
	12:30		UNDP	Mr. Wadzanai Madombe, UNFP on COPAC case study
Monday, 30 June	11:30		Ministry of Justice	Mrs. Msika, Director, Ministry of Justice, Legal and Parliamentary Affairs and GHR TG Focal Point
Monday, 30 June	15:30		UNDP	Mr. Mfaro Moyo and Mr. Wadzanai Madombe re COPAC
Tuesday, 1 July	15:00		Skype with DOCO, NYC	Mr. Frederik Matthys, Regional Liaison Advisor, UN Development Operations Coordination Office, NY
Thursday, 3 July	14:30	RCO Draft report due		Mr. Sirak Gebrehiwot, Ms. Ingrid Ingrid Sandnæs
Friday, 4 July	11.00 – 12.00	ZUNDAF Steering Committee Meeting presentation of draft report		RCO Conference Room
	14:00 - 15.00	Presentation of draft report to OPC		OPC

## Annex 3

### List of Respondents

Institution	Name	Title
<b>Government</b>		
OPC	Dr. Ray Ndhlukula	Deputy Chief Secretary
OPC	Mr. Solomon Mhlanga	Senior Principle Director
OPC	Mr. Musavaya Reza	Director
Ministry of Justice, Legal & Parliamentary Affairs	M. Msika	Director and Ministry Focal Point for GHR TG
Ministry of Health and Child Care	Dr. O. Mugurungi	HIV TG FP
Ministry of Finance & Economic Development	Mr. Nyaguse	Director of Economic Policy
ZIMSTAT	Mr. M. Dzinotizei	Director General and DfD WG Co-Chair
ZIMSTAT	M. Mungate	DfD WG FP
<b>UN Agencies</b>		
UNRC	Mr. RezaHossaini	RC a.i. / UNICEF Representative
UNAIDS	Mr. Michael Bartos	Country Coordinator
UNAIDS	Mr. Michael Gboun	Senior Strategic Information Advisor
FAO	Mr. David Phiri	Country Representative
FAO	Ms. Barbara Mathemera	Policy Coordination Officer
ILO	Mr. Adolphus Chinomwe	Programme Officer
ILO	Ms. Maria Mutandwa	Communications
ILO	Ms. Hopelang Phorore	Director a.i.
IOM	Mr. Sam Gundy	Emergency and Reintegration Unit Coordinator
IOM	Mr. Knowledge Mareyanadzo	Policy and Liasion Officer
ITU	Ms. Anne Rita Ssemboga	Programme Officer
UNDP	Ms. Verity Nyagah	Country Director
UNDP	Mr. Martim Faria e Maya	Deputy Country Director - Programmes
UNDP	Mr. Wadzanai Madombwe	ProgrammeAnalyst
UNDP	Mr. Amarakoon Bandara	EconomicAdviser
UNDP	Mr. Mfaro Moyo	ARR – Governance and Gender
UNFPA	Mr. Basile Tambasha	Representative
UNFPA	Mr. Yu Yu	Deputy Representative
UNFPA	Ms. Abbigail Msemburi	Assistant Representative
UNFPA	Mr. Piason Mlambo	Programme Specialist
UNESCO	Prof. Luc Rukingama	Director and Representative
UNHCR	Ms. Millicent Mutuli	Representative
UNICEF	Ms. Jane Muita	Deputy Representative
UNICEF	Mr. Sydney Nhamo	Planning and Monitoring Specialist
UNICEF	Mr. Sam Muradzikwa	Chief of Social Policy
UNIDO	Mr. Tich Mushayandebvu	Head of Operations
UNOCHA	Mr. Modibo Traore	Head of Office
UNOCHA	Ms. Thandie Mwape	Humanitarian Affairs Officer
UNWOMEN	Ms. Revai Makanje Aalbaek	Representative a.i.
UNWOMEN	Ms. Jelda Nhliziyo	Coordination Adviser
UPU	Ms. Gladys Mutyavaviri	Director General

UPU	Ms. Erica Beta	
WFP	Ms. Ahmareen Karim	Head of Programmes
WFP	Ms. Donna Favorito	Head of Finance and Administration
WFP	Mr. Sory Ouane	Representative and Country Director
WHO	Dr. David Okello	Representative
WHO	Dr. Stanley Midzi	MPN Officer
WHO	Mr. Lincoln Charimari	Programme Officer
WHO	Dr. Christine Chakanyuka	HIV Programme Officer
UNRCO	Mr. Paul Farran	UN Planning Specialist, Head of UNRCO
UNRCO	Mr. Sirak Gebrehiwot	UN Communications Specialist
UNRCO	Ms. Ingrid Sandnæs	UN Coordination Officer
UNRCO	Ms. Natalia Perez	Transition and Recovery Specialist
<b>National and International NGOs</b>		
Musasa Project	Ms. Vimbainashe Njovana	Programme Officer
NANGO	Dr. Cephas Zinhumwe	Chief Executive Officer
NANGO	Ms. Tatenda Makanza	Human Rights and Governance
Practical Action	Mr. Ernest Mupunga	Regional Director
Practical Action	Mr. Joseph Hwani	Energy Projects Coordinator
CARE	Ms. Heather Van Sice	Assistant Country Director – Programmes
Mercy Corps	Ms. Jennifer Mayer	
OXFAM	Mr. Kevin Zakariah Ndemera	Deputy Country Director
IFRC	Mr. Noon Pwani	Water and Sanitation Delegate
<b>Donors</b>		
ADB	Mary Manneko Monyau	Chief Regional Economist
ADB	Ms. Eyerusalem Fasika	Principal Country Program Officer
DFID	Dr. Robin Milton	Deputy Head, DfID Zimbabwe
DFID	Mr. S. Harvey	Education Adviser
DFID	Mr. Phil Johnston	
EU Delegation	Mr. Aldo Dell’Ariccia	Ambassador and Head of Delegation
EU Delegation	Mr. Jorge Pereiro-Pinon	Head of Section
<b>Regional Organizations</b>		
ACBF	Prof. Emmanuel Nnadozie	Executive Secretary
ACBF	Ms. Grace Kaimila-Kanjo	Chief Operating Officer
<b>Others</b>		
Embassy of Brazil	Mr. Igor Da Silva Barbosa	Charge d’Affaires



## Annex 4

### Evaluation Matrix\*

Objective	Key Questions	Means of Verification
<b>Relevance</b>	<ul style="list-style-type: none"> <li>Was the design of the ZUNDAF adequate to properly address the issues envisaged in the formulation of the programme?</li> <li>Has it remained relevant?</li> <li>How responsive has the ZUNDAF been to issues which have emerged since its launch?</li> <li>Has the Results Matrix been flexible enough to incorporate these emerging issues?</li> <li>How well is the ZUNDAF aligned to international goals and treaties?</li> </ul>	<p>Document review, including 2012-2015 ZUNDAF; annual reviews of ZUNDAF and TGs; ZIM Asset; Zimbabwe MDG report; CEDAW; CRC</p> <p>Interviews with UNCT; donors; GoZ partners</p>
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>To what extent has there been progress towards the achievement of ZUNDAF outcomes?</li> <li>How well has ZUNDAF supported national development priorities?</li> <li>How well have national capacities been strengthened?</li> <li>How could these be further improved?</li> <li>How effectively has the ZUNDAF been managed?</li> <li>How effectively has the ZUNDAF been managed from an operational perspective?</li> <li>How can the effectiveness of the support to the ZUNDAF programme be strengthened going forward?</li> <li>How effective is the ZUNDAF as a coordination and partnership framework?</li> <li>How effective were UN agencies in using the ZUNDAF process as a mechanism for mobilizing resources and for minimizing transaction costs for UN, GoZ and donor partners?</li> <li>To what extent have crosscutting issues been integrated into ZUNDAF reviews, UN agency assessments and evaluation processes?</li> </ul>	<p>Document review, including 2012-2015 ZUNDAF; annual reviews of ZUNDAF and TGs; ZIM Asset; JIM; RCO Annual Reports</p> <p>Interviews with UN TGs; Focal Points; donors; GoZ stakeholders</p>
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>Were the agency supported programmes mutually reinforcing towards realization of ZUNDAF outcomes?</li> <li>Has ZUNDAF promoted joint programming by UN agencies?</li> </ul>	<p>Interviews with UN TGs; Focal Points; donors; GoZ stakeholders; annual reviews</p>
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>How sustainable are ZUNDAF-supported results and strategies as a contribution to national development?</li> </ul>	<p>Interviews and discussions with GoZ stakeholders, agencies</p>
<b>Partnerships</b>	<ul style="list-style-type: none"> <li>Have relationships with key partners functioned as planned and intended?</li> <li>Were resources mobilisation efforts sufficient to meet ZUNDAF activities' requirements?</li> <li>How can partnerships be enhanced to provide the best possible support to the ZUNDAF?</li> <li>How valid is the stated collective advantage of the UN System in regard to partnership brokerage and maintenance?</li> </ul>	<p>Interviews and discussions with UNCT, UNRCO, TG Chairs and Focal Points, GoZ stakeholders, donors; UN agency, UNRCO reports and reviews</p>

\*From Consultant's ZUNDAF Evaluation Inception Report

## Annex 5

### Framework for Interview Questionnaires

Respondents include the UNCT, Non-resident Agencies, ZUNDAF TG Co-Chairs and Focal Points and representatives from LNGO, INGO and CSO partners. Questions will be tailored to respondent type.

1. Were you involved in the current ZUNDAF design phase? If not, for how long have you been with the UN in Zimbabwe?
2. How well does the timing of the formulation and implementation of the ZUNDAF cycle align with your planning cycle (CPD and CPAP for ex comm. agencies; Strategic Plan, etc. for other agencies) (implications for having to retrofit the JIM).
3. How well do you see the ZUNDAF aligning with the GoZ strategies and plans? Given the contextual changes since the current ZUNDAF formulation, including the 2013 elections, the constitutional referendum, the replacement of the MTP by the Zim Asset, as well as Government's intent to focus more on development rather than humanitarian activities (note integration of those in DRP, DRM and other resilience initiatives) to what extent do you think the ZUNDAF has been flexible in responding to those? For example, in moving from the MTP to aligning with the NDPs expressed in the ZIMASSET? Looking forward, how would you suggest that the alignment be strengthened?
4. How well would you say that the ZUNDAF has served as a platform for UN positioning? Are there any UN agencies/programmes/sectors where this works better than others? If so, how could this be adjusted in the ZUNDAF?
5. How well do you think the ZUNDAF has encouraged/contributed to greater policy and programming consistency? An improved "common voice" for the UN through the UNCG efforts? Are there any sectors/programmes in which this has worked better than in others? If so, how could this be adjusted in the ZUNDAF?
6. There a number of stated UN comparative advantages, e.g. permanent presence in Zimbabwe; wide range and depth of technical expertise; its role as a trusted convener and honest broker of partnerships - How well does the ZUNDAF serve as a tool to both enhance and promote these CAs? What might be improved?
7. What would you say are the key programmes from other donors/government in Zimbabwe which are relevant to your TG? What are your linkages with those programmes? Are those reflected in the ZUNDAF/JIM?
8. What – if any – are the other national level coordination mechanisms for your area of activities?
9. How well do you feel that the ZUNDAF projects a unified, coherent UN – at the policy level? At the operational level?
10. What have been the particular challenges with regards to stakeholder expectations?
11. How would you describe the functionality of your TG/FP in terms of coordination and effectiveness? What percentage of UN members usually attend TG meetings? What percentage of GoZ members? Are the attendees the actual members or are they delegates?
12. What have been TG/FP major achievements, best practices?
13. Does your TG/FP have any non-DAC donors? If yes, who and how do they support your activities?
14. Are there any NRAs in your TG? If yes, how has their expertise/data been integrated?
15. To date, to what extent has the FP improved coordination between UN partners? What could be improved?
16. To what extent do you expect your TG targets to be met by the completion of this ZUNDAF ? If they will not be met, why not? How could that be improved?
17. How well do the JIM and ZUNDAF outcomes align for your TG? How could they be improved?
18. For your TG/FP UN staff members, is their work on the TG/FP noted on their staff appraisals (an incentive)
19. How much buy in to your TG/FP is there from national partners?

20. How would you describe the level of collaboration with national partners in your TG? With national partners overall? Out of your relationship with national stakeholders what has gone well and what could be improved? With CBOs and other community groups?
21. Do you have any private sector partners? If yes, who are the key PSPs and how do they support TG activities? If no, what are your strategies to engage PSPs?
22. Who are your TG/FP primary NGO/CSO IPs?
23. How do you think that the recent GoZ approval of an Aid Coordination Committee will impact on the UN system, e.g. the UN's CA as a bridge between the GoZ and donors?
24. What would be your recommendations for the next ZUNDAF cycle, e.g. on relevance of current themes; other themes; coordination, South-South cooperation; resource mobilization and other kinds of support, private sector partnerships/PPPs, others?

## Annex 6

### Participants list

Institution	Name	Title
<b>Government</b>		
OPC	Dr. Ray Ndhlukula	Deputy Chief Secretary
OPC	Mr. Solomon Mhlanga	Senior Principle Director
OPC	Mr. Musavaya Reza	Director
OPC	Mr. Causemore Maringa	Director
Mo Justice, Legal & Parliamentary Affairs	V. Mabhiza	Permanent Secretary, GHR Chair
Mo Justice, Legal & Parliamentary Affairs	M. Msika	
Mo Home Affairs	Mr. M. Matshiya	Permanent Secretary, GHR Alt Chair
Mo Home Affairs	A.D. Matongo	Director
Mo Home Affairs	M.W. Makonese	Director
Mo Public Service, Labour & Social Welfare	E.C. Gapara	Director
Mo Public Service, Labour & Social Welfare	Mr N. Manyika	Chief of Planning & Policy
Mo Agriculature, Mechanisation & Irrigation	W. Makotose	Deputy Director
Ministry of Women Affair, Gender & Community Development	S. Nyaruwata	Director
Ministry of ICT	R.P. Nguwo	Prin. Admin Officer
Mo Environment, Water & Climate	Mr. T. Mundoga	Director, ALE Gov Focal Point
Presidents Department	S.N. Chivasa	S.O.
President's Department	P.R . Mutasa	Deputy Director
ZIMSTAT	W.T. Mapeza	Population Census Survey Director
ZIMSTAT	M. Dzinotizei	Director General
<b>UN Agencies</b>		
UNRCO	Reza Hossaini	RC a.i. / UNICEF Representative
FAO	David Mfote	Head of Programmes
ILO	Adolphus Chinomwe	Programme Officer
ILO	Maria Mutandwa	Communications
IOM	Rangarirayi Tigere	M&E Officer
IOM	Knowledge Mareyanadzo	Policy and Liasion Officer
UNDP	Verity Nyagah	Country Director
UNDP	Sammy Mwiti	Communications Specialist
UNDP	Wadzanai Madombwe	Programme Analyst
UNDP	Udo Etukudo	Economic Adviser
UNFPA	Yu Yu	Deputy Representative
UNFPA	Abbigail Msemburi	Assistant Representative
UNFPA	Piason Mlambo	Programme Specialist
UNFPA	Farai Guvakuva	Head of Operations
UNFPA	Tamisayi Chinhengo	Programme Specialist

UNESCO	Lucas Halimani	Programme Officer
UNHCR	Millicent Mutuli	Representative
UNIC	Tafadzwa Mwale	National Information Officer
UNICEF	Jane Muita	Deputy Representative
UNICEF	Priscilla Idele	Chief of Monitoring and Evaluation
UNICEF	Elisabeth Mupfumira	Communication
UNIDO	Tich Mushayandebvu	Head of Operations
UNOCHA	Paul Thomas	Deputy Head
UNWOMEN	Revai Makanje Aalbaek	Representative a.i.
UNWOMEN	Jelda Nhliziyo	Coordination Adviser
UPU	Abigail Kufarimani	Admin Assistant
WFP	Ahmareen Karim	Head of Programmes
WFP	Donna Favorito	Head of Finance and Administration
WHO	Dr. David Okello	Representative
World Bank	Seedwell Hove	Economist
UNRCO	Sirak Gebrehiwot	UN Communications Specialist/UNRCO OiC
UNRCO	Godfrey Bvute	UN Coordination Analyst
UNRCO	Ingrid Sandnæs	UN Coordination Officer
UNRCO	Ola Mohajer	UN Coordination Support Officer
UNRCO	Phumuzile Khumalo	UN Coordination Associate
UNRCO/UNDP	Anesu Freddy	Communications Assistant
<b>Civil Society</b>		
Musasa Project	Vimbainashe Njovana	Programme Officer
Oxfam	Kevin Zakariah Ndemera	Deputy Country Director
<b>Donors</b>		
ADB	E. Hlatshwayo	Operations Assistant
AusAid	Peter Lindenmayer	Counsellor
DFID	S. Harvey	Education Adviser
EU Delegation	Jorge Pereiro-Pinon	Head of Section
JICA	Yuko Mizuno	Resident Representative
Norway	Inger Tveit	Charge d'Affaires