



NORWEGIAN PEOPLE'S AID (NPA) ZIMBABWE PROGRAMME MID TERM EVALUATION REPORT

BY



NEW DIMENSION CONSULTING (NEDICO)

SEPTEMBER 2010

Acknowledgements

The Mid Term Evaluation Team would like to thank all 13 NPA Zimbabwe Programme Implementing Partners. The Team further thanks various communities and Key Stakeholders in Bulawayo, Chinamhora, Chitungwiza, Gweru, Harare, Lupane, Mutoko, Nyanga, Shamva and Zvishavane who took time to reflect, share lessons learned, challenges and possible recommendations. It would not have been impossible to complete this evaluation without their participation, commitment, full co-operation, openness and candid responses.

The NPA Zimbabwe Programme Officers, Mabel Hwindingwi and Shingie Chimuriwo require special mention for their technical and logistical support to the evaluation team.

Special recognition goes to The NPA Zimbabwe Programme Manager, Perpertia Bganya for her unwavering support to ensure the team had necessary documents and for ensuring the process was well managed, effective and met its objectives. The evaluation team would like to recognize all the NPA staff that supported the team one way or the other and the contribution by Cleophas Makoni whose safe and committed driving ensured that the evaluation was completed without any mishaps.

The team believes the findings and recommendations presented in this report will contribute to the achievement of sustainable results and possibly improve program design, enhance deepen partnerships and networking further between NPA and Partners and within the partners funded by NPA, implementation and monitoring of the next 18 months and beyond of the NPA Zimbabwe Programme.

We take responsibility for any omissions, misinterpretations of facts and other errors in this Mid Term Evaluation Report except on Key Contextual Factors/Operating environment which includes additions provided by the NPA team.

New Dimension Consulting (Victoria James, Amos Milanzi, Nathan Mhungu and Tarisai Masamvu)

Table of Contents

Acknowledgements	i
Table of Contents	ii
List of Figures	v
List of Tables	vi
List of Acronyms	vii
Definition of Key Terms	viii
Executive Summary	ix
I. Introduction	I
1.1 Overview of the Norwegian People’s Aid (NPA) Programme	1
1.2 Current Scale and Scope of the NPA Programme.....	2
1.3 Background of the Mid Term Evaluation	4
1.4 Objectives of the Mid Term Evaluation	4
1.5 Mid Term Evaluation (MTE) Methodology.....	4
1.5.1 Inception Meeting.....	4
1.5.2 Inception workshop.....	4
1.5.3 Literature Review.....	4
1.5.4 Interviews.....	5
1.5.5 Focus group discussions	6
1.5.6 Site Visits and Observations	6
1.5.7 Most Significant Change and Case Studies	6
1.5.8 Data Analyses and Report Writing.....	6
1.5.9 Final Presentation.....	6
1.6 Limitations of the Mid Term Evaluation.....	6
1.7 Program Operating Environment.....	7
1.7.1 Socio-Political Environment.....	7
1.7.2 Socio-Economic Environment	8
1.7.3 Media Environment.....	9
1.7.4 Gender Environment.....	10
1.7.5 Informal Sector Environment	11
1.7.6 Youth Environment.....	12
2. Evaluation Findings	13
2.1 Effectiveness.....	13
2.1.1 Towards achievement of the global goal “to strengthen and promote people’s democratic rights, support organizations defending these rights, promote their participation and assist them in the struggle for an equitable distribution of resources”	13
2.1.2 Towards achievement of the long term NPA Zimbabwe development goal “A populace that defend democratic rights and the distribution of power and resources have contributed to improved socio-economic and political order in Zimbabwe”	14
2.1.3 Towards achievement of the immediate term development goal “Organized men and women in Civil Society mobilised to influence policies, decisions and practices that affect them”	19
2.2 Programme Design (Funding Modalities – Long Term and Responsive)	21
2.3 Partnerships.....	22

2.3.1	NPA Regional Office	22
2.3.2	Norwegian People’s Aid	23
2.3.3	Membership Organizations.....	24
2.3.4	Non Governmental Organizations	24
2.3.5	Community Based Organizations.....	25
2.3.5	Coalitions	25
2.4	Programme Relevance	25
2.4.1	Addressing Community needs.....	25
2.4.2	Addressing National Level Needs	26
2.5	Programme Monitoring and Evaluation (M and E)	27
2.6	Program Efficiency.....	28
2.7	Gender Mainstreaming/ Women’s Participation	29
2.8	NPA Zimbabwe Program Challenges.....	30
2.9	NPA Zimbabwe Programme Sustainability	31
2.9.1	Consistence with National and Local Government Policies.....	31
2.9.2	Stakeholder Participation and Program Ownership	31
2.9.3	Knowledge and Skills (Capacity Building and Capacity Gaps)	32
2.9.4	Collaboration with Central and Local Authorities.....	32
2.9.5	Funding Diversity.....	32
2.10	Implementation Modalities.....	33
3	Strengths Weaknesses Opportunities and Threats Analysis of the Norwegian People’s Aid Program	34
3.1	Strengths.....	34
3.1.1	Partnership Approach	34
3.1.2	Programme Implementation Time	34
3.1.3	Flexibility.....	34
3.1.4	Evidence Based Programming and Strong Stakeholder Participation.....	35
3.1.5	Linkages between CBOs and National NGOs.....	35
3.2	Weaknesses	35
3.2.1	Programme Scope, Scale and Budget.....	35
3.2.3	Un-harmonized Approaches.....	35
3.2.4	Lack of an Exit Strategy	35
3.3	Opportunities	36
3.3.1	Government of National Unit (GNU).....	36
3.3.2	Current Constitution Development Process.....	36
3.4	Threats	36
3.4.1	Possibility of Election in 2011	36
3.4.2	Cultural Practices, Gender Disparity.....	36
3.4.3	Political Unpredictability and Interferences	36
3.4.4	Civil Society Split.....	37
3.4.5	Global Economic Crisis.....	37
3.4.6	Emergence of a Politicized Civil Society Coalition	37
3.4.7	Changing Operating Environment	37

4	Key Conclusions and Lessons Learned	39
4.1.1	Programme Effectiveness	39
4.1.2	Programme Efficiency.....	39
4.1.3	Partnerships	39
4.1.4	Program Relevance.....	40
4.1.5	Sustainability	40
4.1.6	Monitoring and Evaluation	40
4.2	Lessons Learned	41
5	Key Recommendations for the next 18 Months (July 2010-December 2011)....	42
6.	Annexes	46
6.1	NPA Program Most Significant Changes.....	46
6.2	Case Studies	50
6.3	Terms of Reference	53
6.3	List of Participants Involved in the Mid Term Evaluation	59
6.4	Data Collection Tools.....	71
6.5	List of Documents Used – References.....	89

List of Figures

Figure 1 Breakdown of Core Funding Among NPA Zimbabwe Partners	3
Figure 2: Number of Interviews Conducted by Implementing Partners	5
Figure 3: NPA Partners by Type of Organisation	23
Figure 4: Programme Implementation Modalities	33
Figure 5: Changes in the USD to NOK Exchange Rate (2008-2010)	376

List of Tables

Table I: Current Scale and Scope of NPA Programme

2

List of Acronyms

AKCT	Association of Kubatana Community Trust
AIPPA	Access to Information and Protection of Privacy Act
CBO	Community Based Organization
CHIDA	Chitsanza Development Association
COPAC	Constitutional Select Committee
CSO	Civil Society Organization
DV	Domestic Violence
DVA	Domestic Violence Act
FGD	Focus Group Discussion
GAPWUZ	General Agriculture and Plantation Workers Union of Zimbabwe
GBV	Gender Based Violence
GDP	Gross Domestic Product
GNU	Government of National Unity
GPA	Global Political Agreement
ISL	Income Savings and Lending
IGAs	Income Generating Activities
M and E	Monitoring and Evaluation
MISA	Media Institute of Southern Africa
MOVCC	Make Our Vote Count Campaign
MTE	Mid Term Evaluation
NANGO	National Association of Non Governmental Organizations
NGO	Non Governmental Organizations
NGEWESAP	National Gender Equality and Women's Empowerment Strategic Plan
NORAD	Norwegian Agency for Development Co-Operation
NPA	Norwegian Peoples Aid
POSA	Public Order and Security Act
RBM	Results Based Management
SME	Small and Medium Enterprises
WCDDT	Wadzanai Community Development Trust
WOZA	Women of Zimbabwe Arise
YIDEZ	Youth Initiative for Democracy in Zimbabwe
YVN	Young Voices Network
ZCIEA	Zimbabwe Chamber of Informal Economy Associations
ZCTU	Zimbabwe Congress of Trade Unions
ZIMRIGHTS	Zimbabwe Human Rights Association
ZPP	Zimbabwe Peace Project
ZWLA	Zimbabwe Women Lawyers association

Definition of Key Terms

Term	Definition
Achievement of results	Refers to the extent to which outputs, outcomes or impacts (intended or unintended, positive and/or negative) were realized by a development intervention.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Evaluation	The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability.
Impacts	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
Internal Control System	Refer to documented quality assurance system that allows an organization to systematically guide operations by setting parameters on acceptable and unacceptable behavior. Internal control systems may be in the form of policies or regulations that are organization specific.
Lessons learned	Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.
Organization development	It is a planned, organization-wide effort to increase an organization's effectiveness and viability. It is a response to change, a complex strategy intended to change the beliefs, attitudes, values, and structure of organization so that they can better adapt to new technologies, challenges, and the rate of change.
Partner capacity	Refers to the extent to which development organizations in a partnership are able to execute programme or project activities in an efficient and cost effective manner.
Partnerships	Refer to a two-way donor-recipient relationship based upon shared rights and responsibilities. Each partner brings different, but complementary skills and experience to a common objective
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.
Solidarity	Refers to union or fellowship arising from common responsibilities and interests, as between members of a group or between classes. It may be organized around community feelings, purposes, responsibilities and interests.
Sustainability	The continuation of benefits from a development intervention after major development assistance has been completed.
Triangulation	The use of at least three theories, sources or types of information, or types of analysis to verify and substantiate an assessment.

Executive Summary

I. Introduction

Norwegian People's Aid (NPA) is the development organization of the labour movement in Norway. In Zimbabwe, NPA started working with civil society organizations in 1980. NPA supports the building and strengthening of people's organizations that is, strengthening organizations as a strategy for empowerment of people and communities as well as for their ability to influence the conditions under which they live¹. In addition, NPA also cooperates with human rights and advocacy organizations working to defend and promote the right to organize and access information, achieve gender equality and youth friendly policies. The current long term programme is supported through the NORAD Frame Agreement and is based on the strategy 2008-2011. In addition, NPA Zimbabwe received funding from the Norwegian Ministry of Foreign Affairs (MFA) for the Child Supplementary Feeding and Food Security Programme.

NPA continuously evaluates its work to achieve desired change. In view of this principle, NPA Zimbabwe carried out the Mid-term evaluation to establish progress made so far in the implementation, assess the direction and possibility of achieving the required impact and recommend ideas for making the projects more efficient and effective in doing so. This Mid-term evaluation follows the 2007 mid-term evaluation of the NPA programme during the 2004-2007 strategy and the implementation of the respective recommendations.

The specific objectives of this midterm review were to:-

- I. Review programme achievements, strengths and weaknesses as well as identify best strategies for achievement of impact;
- II. Reflect on the external environment within which the programme has been and is being implemented; and
- III. To use knowledge gained during the first 2 years of strategy implementation to validate plans and targets made at the beginning and adjust accordingly.

The programme is implemented through long and short term partnerships with local civic society organizations and CBOs. The NPA programme funding is made up of four main components namely:

- **Core Activities funding:** This is funding that partners receive based on yearly proposals and funds all planned activities. It further covers funding for annual financial audits for each partner.
- **Organizational Networking funding:** This is short term funding for addressing needs that arise within partners' work e.g. capacity building as well as responsive funding like the Zimbabwe Young Women Network for Peace Building and Young Women Africa Leadership Movement in 2010 along with the International Women's Day commemorations by Young Voices in 2009.

¹ Norwegian People's Aid Partnership Policy 02/2009

- **Documentation and Strategic Partnership funding:** Short term funding for specific projects. MISA was funded in 2008 and 2009 to do a short project using this funding;
- **Responding to Crises funding:** the only recipient of this funding has been GAPWUZ who received funding under this budget line in 2009 and 2010

The table below shows the level of funding for each component from 2008 to 2010.

NPA Grant Component	2008	2009	2010	Total
	NOK	NOK	NOK	NOK
Partner Core Activities Funding	2,827,208.00	3,090,860.00	2,840,101.00	8,758,169.00
Organizational Network	341,311.00	785,019.15	251,785.00	1,378,115.15
Documentation and Strategic Partnerships	82,500.00	64,860.00	-	147,360.00
Responding to Crises	10,862.00	199,367.00	130,600.00	340,829.00
Total	3,261,881.00	4,140,106.15	3,222,486.00	10,624,473.15

The NPA Zimbabwe Programme has been and continues to be implemented in a difficult operating environment especially for governance and democracy related programmes. There are key political, economic and social factors influencing programming.

1.1 Key Contextual Factors/Operating Environment²

1.2.1 Political Factors

The strategy under review came became operational in the middle of an economic and political crises that has had major social impact on development in Zimbabwe. The environment acknowledged in the NPA *Ingdall/Matsvai MTE Report for the Strategy 2004-2007* deteriorated further forcing SADC to get involved and appoint South Africa as mediator in the Zimbabwean political and economic crisis. The mediation was instrumental in pushing for a fairly free and fair election in March of 2008 which saw ZANU PF losing control of Parliament for the first time since 1980.

The aftermath of these elections brought intense tension in the country driven by struggles to maintain control of the state by ZANU PF. This included delays in the declaration of the presidential election results, banning of civil society organisations' field work and in cases closing down NGO offices and violent retributive attacks on members of the community deemed to be opposition supporters. The participation of women which had seen an unprecedented positive growth in the March 2008 harmonised elections was met in this time with violent targeting that instilled fear in many and affected their participation negatively. The South African mediation brought about a negotiated settlement in the form of a Global Political Agreement which birthed the Government of National Unity and is seen as a transitional measure towards resolving the crisis. Despite this Zimbabwe remains politically polarized

² These are the views of The Consultant Team with additions provided by the NPA team

increasing challenges for democratization processes. The excessive emphases on party politics as well as the blurred distinction between ZANU-PF, state security arms and the militarization of state institutions also contributes to a deepening political crisis. Many disagreements remain in the GNU and the stability that has been achieved thus far is not firmly grounded. The engagement of civil society by SADC in their mediation has been very minimal but civil society has continued to plan and strategies on getting space at the table where Zimbabwean issues are being discussed.

While the MDC is part of the GNU, their influence is limited to central government level making it difficult to promote a democratic culture especially at grassroots level. The MDC's influence is minimal while ZANU-PF still wields excessive influence which is stifling informed citizen participation which is critical for democracy.

State sponsored and/or sanctioned political violence has characterized Zimbabwean politics since the turn of the century. Politically motivated violence characterized the 2008 election and there were calculated moves to target civil society workers especially those working around human rights and democracy. Although many workers within civil society organizations were harassed, threatened or detained, the clampdown on civil society workers was pronounced by the unlawful arrest and detention of Jestina Mukoko from the Zimbabwe Peace Project (ZPP). In addition to violence against civil society organizations, there was also violence at grassroots level meant to intimidate citizens from exercise democratic rights like voting or supporting their preferred political parties.

Given the violent nature of the 2008 elections, there are strong possibilities of recurrence if elections are to be held in 2011 as is being said by President Robert Mugabe and other key members within ZANU-PF and the MDC.

The location of political power in the country remains contested. For civil society organisations this presents a challenge of right of access to communities, political violence leading to work being done in highly polarized areas and the selective application of repressive laws such as POSA and AIPPA. The ZANU PF arm of the GNU remains heavily involved in the media as it controls public owned newspapers as well as the sole broadcaster. State controlled media openly support ZANU-PF in contravention of the Global Political Agreement (GPA) and citizens' access to information remains highly controlled. Opportunities however remain in the accessibility of new media through the internet as access is increasing at a faster rate on mobile phones.

1.1.2 Economic Factors

Although Zimbabwe had been in decline since the 1990s, the situation was acute in 2008 with hyperinflation estimated by the Central Statistics Office to be more than 231 million percent in 2008. A rigid exchange rate coupled with excessive central bank interventions combined to cripple operations of most civil society organizations. The global economic crisis which affected many developed economies in 2008 found Zimbabwe in already deep economic crises and only worsened the situation. Inflation increased to a record 231 million percent (CSO official figures) in July 2008. Access to cash from the banks was difficult and even civil society organisation who

had money in their accounts were forced to apply for its use to the Reserve Bank which also controlled foreign currency accounts even those held by commercial banks. Many organisations had funds frozen in their accounts and the actual money diverted to other uses by the Reserve Bank and are still to get refunds at the time of the review. Access to funds from banks has since improved but many challenges remain for civil society.

The GNU brought the introduction of the multi currency system in January 2009 which is being used in the country to date. Liquidity remains a major challenge as the economy is yet to recover in terms of production and export capacity. As a result unemployment remains dangerously high at an estimated 80+% and affecting women and youth more severely. The political crisis has led to national resources such as the diamonds discovered in Chiadzwa, being politicized and militarized and proceeds from such being corruptly distributed with little benefit to ordinary Zimbabweans. The costs of implementing programmes by NGOs in a dollarized economy have increased with high utility and service charges. The majority of the country who are within the informal economy struggle to survive making the organisation of these groups very important for engagement with authorities.

Since the inception of the GNU, major donors have refused to provide financial backing through government opting to channel it through civil society as this is still the only way it would reach beneficiaries in an efficient manner. The trend is likely to continue until a permanent political solution is found

1.1.3 Social Factors

Socially, there remains many gaps in the provision of critical basic services such as health and education delivery. 2008 saw the worst cholera epidemic in the country and HIV and AIDS remains a national problem affecting the young and productive. The effects of all the above stated problems on marginalised groups such as women, young women and youth in general are higher because of their location in the societal power structures. Their participation remains hampered at all levels as a result. The effects of unemployment, political violence and unequal distribution of resources as described above are highly felt by these groups. Civil society organisations remain critical for the resolution of these issues and a specific targeting has to be done to uplift these groups.

1.1.4 Gender, Women and Youths

Zimbabwe has always and still is a highly patriarchal society with structural male dominance at all levels. Women still perform unpaid jobs with 27% of women interviewed for the 2005-2006 Demographic and Health Survey confirming that they do not receive any form of payment for their work (Demographic and Health Survey, 2005-2006). Women have been victims of various government crackdowns like “Operation Murambatsvina” (drive out filth) which bulldozed illegal urban structures which were the hub of the informal economy. While men have been the chief beneficiaries of government supported empowerment interventions like the land Reform Program and Inputs Schemes, women have been largely marginalized. At the conclusion of the Land Reform Programme, only 18% of beneficiaries under the A1 model (peasant farmers) were female headed households while only 12% of those in the A2 model (commercial farmers) were females (ZWRCN, 2008).

Besides economic alienation, women face challenges especially with a patriarchal law enforcement system which is yet to fully implement progressive laws like the Domestic Violence Act which seeks to curb intimate partner violence. The government has not moved from representation towards ensuring access to and control of resources. Politically motivated violence mostly affected women with men constituting the majority of perpetrators who reportedly raped and tortured women and girls. This highlights a trend where women are targets and their importance to the political process is only as sources of votes.

It is under the conditions above that the Mid Term Evaluation of the NPA 2008-2011 strategy was done following are the key findings:

2. Key Findings

2.1 Effectiveness

The NPA Zimbabwe is on track to achieving the goal of strengthening and promoting people's democratic rights, support organizations defending these rights, promote their participation and assist them in the struggle for equitable distribution of resources. The NPA Zimbabwe programme has managed to strengthen citizen participation in local governance through community advocacy and lobbying meetings and workshops. ZCIEA's lobby efforts forced the Ministry of Small and Medium Enterprises (SMEs) to consult and get their input into the SMEs bill. Communities for example in Chitungwiza, reported increased capacity to engage local authorities and constituency representatives on human rights, democracy and governance issues. Furthermore, the programme was reported to have facilitated increased awareness on human rights, governance, rule of law and democracy issues in marginalized communities such as Binga and Lupane.

Participation of civil society was enhanced through Non Governmental Organization Expos as well as broad civil society consultative and strategic planning meetings/conferences at national and regional levels (i.e. Harare, Masvingo, Gweru, Bulawayo and Mutare). This enabled the civil society to discuss and strategize on policy, democratization and collective strategic advocacy. Civil society meetings increased coordination and consensus by CSOs in different sectors and parts of the country. The programme contributed to the mobilization of civil society in a nationwide campaign called "Make Our Vote Count (MOVCC)" to protest against the delayed release of March 29, 2008 election results. Civil society further demanded accountability from the Zimbabwe Election Commission (ZEC). Furthermore, the programme supported the "Wither Zimbabwe Conference" where the broad civil society agreed that only a negotiated political settlement that results in the establishment of a transitional authority would break the 2008 political impasse. The broad and united civil society movement lobbied for an end to violence and a reversal of a directive banning NGOs from conducting field. In order to facilitate networking and enhance linkages among CBOs, the programme supported formation of the Zimbabwe Community Based Organization Network system and developed the network's capacity to coordinate and strengthen CBO efforts in the country.

Several civil society advocacy efforts at local, national, regional and international level were supported by the programme. Notable activities included lobbying against targeted arrests of

civil society activists from organisations like the Zimbabwe Congress of Trade Union (ZCTU), Zimbabwe Peace Project (ZPP), ZimRights, NANGO and Women of Zimbabwe Arise (WOZA) to mention a few.

In addition, the programme resulted in civil society engagement with relevant national level ministries, institutions as well as political parties. There were constructive engagements with the Ministry of Labour and Social Welfare, the Zimbabwe Revenue Authority (ZIMRA) and the Reserve Bank of Zimbabwe (RBZ). At local level, there was reported engagement with provincial governors and councillors to address challenges regarding the need for an enabling operating environment to address the political, economic and social crisis threatening people's livelihoods. At regional and international level, the programme advocated for Zimbabwe civil society positions to be considered and included in policy efforts for example at the Southern Africa Development Community (SADC) Poverty Forum in Mauritius (2008), Civicus World Assembly, Africa Social Accountability Conference and SADC-CNGO preparatory meeting for the SADC summit in 2008. In addition organisations like Crisis have regional offices to feed into the regional platform. The NPA regional office also works with organisations working at regional level like Youth for Solidarity Movement (Y4SM) and the Khanya College Political education winter school.

Communities in Kariba, Karoi, Mhangura, Madziva, Bindura and Muzarabani successfully lobbied their local authorities that they do not want politicians to impose the Kariba Draft Constitution on them. Resultantly politicians who were pushing the Kariba draft have stopped.

People in Madziva wrote a petition to the officer in charge of police about people known to have committed crimes but were moving freely. Resultantly, two people were arrested and jailed.

In Victoria Falls, the programme led to the formation of a residents association that looks at issues affecting residents at local level.

The programme strengthened the representation of informal sector workers through ZCIEA by supporting the development of a manual articulating the rights of informal economy workers in Zimbabwe. An observed strength within ZCIEA was a shift from demonstrations towards strategic lobbying where they develop informed positions to engage with local authorities. Significant progress was reported in child rights awareness at community level especially among marginalized communities. Knowledge on child rights, especially the girl child was said to have led to reduced child abuse, low early marriage rates and a reduction in practices like appeasing of avenging spirits in areas like Mutoko and Zvishavane.

Given the importance of the media in information dissemination, and promoting informed citizen participation, the programme contributed towards informing media practitioners on gender mainstreaming in the newsroom. Through the programme, a journal providing a detailed analysis of the media coverage of gender in Zimbabwe was developed. The analysis revealed significant bias towards males with lesser prominence given to females who are featured as news subjects and sources. The journal is a critical reference point and decision making tool in addressing gender inequalities within the media.

Significant progress has been made towards ending violence against women (i.e. domestic violence). Awareness raising campaigns have been conducted at community level through sensitization and awareness workshops as well as during the 16 days of activism against Gender

Based Violence (GBV). Beneficiary communities of Nyanga, Mutoko and Zvishavane together with their community leaders reported openly speaking out against all forms of violence. The use of community peer educators by ZWLA in communities such as Norton, Chegutu and Epworth has aided in the raising of awareness and the education of women on the Domestic Violence Act along with instruments that are in place to protect them from abuse. Community Based Organizations (CBOs)³ highlighted that their capacity to utilise the DVA improved especially on effectively dealing with domestic violence cases as well as completing protection order forms on behalf of victims.

Women participation in debate sessions has also increased as a result of the programme. According to the Bulawayo Agenda, Local Voices Project Annual report (2009:4), there were 37% female participants in leadership forums and 50% female participation in ward consultative meetings held in Binga, Hwange, Lupane and Victoria Falls. This is a notable achievement given the patriarchal nature of marginalized communities where the programme is implemented.

Youths have benefitted from the programme through capacity strengthening in project planning, basic corporate governance, gender mainstreaming, financial management and resource mobilization. The programme brought more solidarity and facilitated adoption of common positions for example through the “Go Out and Vote Campaign”. The programme provided an alternative and non-violent platform for young people’s participation.

Before the programme, there was one female student in the Student Representative Council at Mutare Teachers’ College which increased to five after the programme intervention in young women leadership and empowerment training

Young people involvement in the National healing and reconciliation process in Hatcliffe

Bringing students and unemployed youths in rural and urban areas together has given the programme recognition as supporting real participation for young people in Zimbabwe’s political and electoral processes. Furthermore, young women in tertiary institutions have been capacitated in leadership and empowerment. A Sisters for Solidarity Movement has been created under the name Domborevasikana “Rock of Sisterhood” to promote women empowerment and gender equality. Young women who received training highlighted that previously, they thought a boyfriend who beat them had a right to “discipline them but after training they are able to point out and even seek redress for any abusive behaviour. There is still a gap in genuine youth participation especially young women in the broader programme as reported by young women in FGDs who indicated the existence of intimate partner violence by boyfriends even after receiving training.

Given the difficult operating environment, progress has been made in terms of equitable distribution of resources. In Mutoko, for example, communities are now questioning the presence of granite miners who make no contributions to community development. The point should be that the community are questioning the presence of granite miners who make no contributions to the development of the communities. The Chinamhora (through Wadzanai Community Development Association) community managed to improve their livelihoods through income generation by selling their products at competitive markets. There has been an increased proportion of fruits and vegetable produce sold as processed (from almost nil before

³ AKCT-Mutoko, Kajiwa, Chitsanza Development Association, and Wadzanai Community Trust

start of programme to 5% to date) in Nyanga, Mutoko and Chinamhora. However, there are limited market linkages constraining the extent to which communities are benefitting. The programme supported self reliance at community level in Mutoko through Income and Savings Lending (ISL) while training has been provided to ISL members under AKCT. In addition, more than 30 groups of mostly women have been formed to encourage ISL and anecdotal evidence show an indirect link with a reduction in economic related gender based violence. Through the programme, women are venturing into formerly male dominated areas like carpentry in Chinamhora under WCDT.

2.2 Programme Design

The NPA Programme design adopted both long term and responsive funding which strengthened programme effectiveness and relevance within the unpredictable Zimbabwean operating environment. The major design strength of the programme is evidence based programming through baseline studies as well as the Rights Based Strategy Mid Term Review (2004-2007). The NPA programme design ensures flexibility and implementing partners conceptualise, design, implement and evaluate programmes to address needs of marginalized communities. Flexibility has also been crucial given the fragile and unpredictable operating environment. In addition, NPA's approach is collaborative rather than prescriptive and partners are allowed to relate with their beneficiaries in a way that is independent of NPA. The partnership approach within the programme has removed the donor-recipient relationship often characterised by suspicion, unequal engagement as well as ineffective programme management and implementation modalities.

The responsive fund component managed to address emerging marginalized community needs such as assistance to Victims of Political Violence (VPV), the continuation of Women of Zimbabwe Arise (WOZA) while its leadership was in jail and programmes responding to displaced farm workers needs (GAPWUZ). Furthermore, support to 16 days of activism specifically to CBOs helped in raising community awareness and is very important for bringing a global process to a local level with relevance.

The mix of national level and community based organizations facilitates achievement of both national and community level results whilst strengthening the effectiveness of CBOs. The design allows for linkages and cross learning among and between national partners and CBOs. Partner visits and annual partner meetings provide platforms for sharing experiences, best practices, challenges and coping strategies. The programme design was flexible, allowed for mutual accountability within the partnership and aided achievement of objectives.

2.3 Partnerships

NPA Zimbabwe has done exceptionally well in managing diverse partnership needs of implementing partners whilst ensuring effective programme implementation. NPA Zimbabwe programme partners acknowledged that their partnership with NPA is two way and open. Identified partner capacity gaps were reportedly addressed and trainings have been provided on financial management and results based management (RBM). Openness is evidenced by the fact that NPA Zimbabwe allows programme partners to meet and address NPA international

leadership/Norwegian government visitors when they visit the country. A number of partners have also visited the NPA Head Office on their own.

Solidarity has been the bedrock of the NPA Zimbabwe programme, given the unpredictable political environment characterised by political violence. NPA has the responsive funding budget line to address crises such as political violence and in 2008 the programme provided blankets and food to victims of political violence.

NPA Zimbabwe is one of the few donors that directly provide funding to CBOs in promoting democracy, respect for human rights and equitable distribution of resources at community level. The programme has improved CBO visibility within communities. National and regional networks of CBOs have been created and capacitated. The importance of CBO linkages with national NGOs bearing more programming experience and reach cannot be overemphasized. The programme has facilitated exchange visits and cross learning among CBOs, strengthening their operations and networks e.g. ZWLA and AKCT work together to provide free legal aid to women affected by domestic violence in Mutoko.

NPA Zimbabwe still has mutual relationships with CBOs irrespective of their capacity challenges and funding gaps. NPA is patient when dealing with CBOs which facilitates quick, easy learning and strengthened community self belief as well as programme ownership. Funding 16 days of activism is critical in eventually reducing domestic violence in Zimbabwe. NPA Zimbabwe go beyond financial relationships and former programme partners still have contact and work closely with the country programme for example Kajiwa in Mutoko.

In general, NPA Zimbabwe has, managed to implement the programme in line with the NPA partnership policy. However, partners feel that at times, though rarely, there are elements of donor-partner relationship which is inconsistent with the partnership policy. The challenges may have been borne out of partners' failure at times to follow set and agreed guidelines like submitting acceptable annual audit and programme reports on time. Partners need improved capacity on meeting contractual obligations as failure to do so negatively affects the partnership.

2.4 Programme Relevance

The NPA programme is and continues to be relevant to the Zimbabwe community context where according to the UN Joint Work plan For Gender (2007) an estimated one in three (1:3) Zimbabwean women is living in an abusive intimate relationship while one in four (1:4) have experienced some form of domestic violence. Disinheritance of widows is still rampant in Zimbabwean communities especially in marginalized rural areas. Poverty levels are still very high with the majority of the population living below US\$1/day and unemployment rates above 80%. Economic resources are firmly under the control of a few men and there is limited youth participation in all development processes. The political environment remains highly polarized to the extent that most marginalized rural areas are not easily accessible to NGOs doing democracy work and youth participation is viewed as male and political. This has made implementation of programmes that have a political connection difficult. Gender equality and women's empowerment is no exception. Laws such as the Access to Information and

Protection of Privacy Act (AIPPA) and the Public Order Security Act (POSA) continue to make the operating environment difficult.

As evidence of relevance to local and national needs, the evaluation noted that through the programme there has been an increased number of women with knowledge on substantive and procedural law who are able to represent themselves in court. There is also improved knowledge and understanding of the Domestic Violence Act (DVA) and its Regulations by the judiciary which will positively affect people who intend to use it. CBOs have been capacitated to implement the DVA especially on effectively dealing with domestic violence cases and completing protection order forms on behalf of victims. Economic empowerment projects through incomes, savings and lending (ISL) have helped reduce economic GBV as women do not always have to rely on spouse for money. Youth participation especially young women have improved while rural community of poor rural communities of Nyanga, Chinamhora and Mutoko livelihoods have been enhanced.

Community capacity has been strengthened and communities are better equipped to engage local authorities and constituency representatives on human rights, democracy and governance issues. In Chitungwiza for example, informal sector workers managed to engage the local authority through the ZCIEA programme. In addition; civil society is getting recognition from the government as a key player in policy and development. Space was created for civil society to engage with COPAC on the constitutional outreach process as one of the monitoring mechanisms.

The strategies used by NPA implementing partners are relevant to the context. For example, conducting awareness meetings inside houses and working through CBOs on democracy and governance issues in highly polarized communities has been useful in Lupane, Shamva and Mvurwi. During harsh economic periods such as in 2008, partners opened offshore accounts to cushion themselves against the exchange control regulations which would erode away funding. Other partners created regional links and offices in order to advocate for changes within the country from outside (for example Crisis has an office in South Africa).

2.5 Monitoring and Evaluation

NPA Zimbabwe

The NPA programme M and E system is on the right track as the whole programme is informed by the baseline study conducted in July 2007. The revised Zimbabwe Country Programme provides some output level results and indicators. Programme Officers conduct partner visits and communicate to check on progress in line with agreed goals and objectives. Where programme activities are not satisfactory, corrective action is immediately taken with full participation of implementing partners. Partners submit half yearly and annual programme and audited financial reports to NPA Zimbabwe in line with NPA reporting format. NPA Zimbabwe produces quarterly and annual country reports for NPA head office. NPA Zimbabwe also produces annual reports for sharing with implementing partners. Mandatory annual financial audits are a good tool to monitor effective resource utilization by partners. The ongoing results based management training and subsequent implementation is a positive step towards

strengthening the NPA Zimbabwe M and E system. Evaluations are critical and allow the programme to reflect on progress made as well as take corrective action.

Besides significant progress made on M and E through the NPA Zimbabwe multi-annual plan which has planned outputs/results and Indicators (not disaggregated by output, outcome and impact level indicators), there are areas that need strengthening. The programme lacks a comprehensive M and E framework/plan with indicators at all levels i.e. output, outcomes and impact level indicators in line with goals, objectives and activities, Baseline and Target values for indicators, Definitions of indicators, Data sources, Data Collection/Indicator Collection Frequency, Responsibility for Indicator (s) Data Collection, Budget (cost of collecting each data source/indicator). The M and E framework/plan should be developed and widely shared with all implementing partners for effective data collection, monitoring, evaluation and reporting of programme achievements. Partner feedback mechanism through sharing annual programme reports and baseline study findings need strengthening.

There is no M and E focal officer at NPA Zimbabwe level and adding M and E functions to an already overwhelmed programme officer has greatly contributed the above M and E challenges within the programme

Implementing Partners

NPA partners especially CBOs lack basic M and E skills and do not have M and E systems in place. They respond to funding partners needs whilst there is limited internal analysis and use of programme data and results. Although NPA emphasizes the need for baseline studies, partners do not consistently conduct baseline studies. Some partners conducted baseline studies before programme inception whilst some are in the process of conducting baseline studies mid way into the programme. Though NPA has done well in capacitating partners in results based management (RBM), based on documents up to the 2009 annual reports the conclusion is that partners are still struggling to understand and effectively implement their programmes and report in a results based manner. However, NPA indicated that there is a marked improvement in the quality of reporting because of the 2010 RBM training. NPA Zimbabwe contracts with partners are clear on timelines for submission of annual programme and financial audit reports but partners still submit acceptable reports late affecting disbursements and programme implementation. This can be attributed to general lack of M, E and reporting skills by implementing partners. Lack of or limited resources dedicated to M&E at partner organisation level have further compounded the situation.

2.6 Efficiency

The NPA programme has largely been efficient given low levels of funding, unfavourable socio-political, hyperinflationary environment and unfavourable Reserve Bank policies in 2008. Achievements have been significant at both national and community level. The mix of both national level and grassroots level organizations has enhanced the programme's ability to achieve sustained results from limited budgets. Mandatory annual financial audits have minimized

resource spillages and ensured that financial resources are used for intended purposes at both national and community levels.

NPA Zimbabwe's finance and administration processes are robust and efficient. NPA uses a custom-made integrated financial management system called AGRASSO which is web based. All financial information from the partners is loaded into the system, uploaded and stored at the NPA Head Office. This ensures integrity of the information and security of their programme data. There is evidence of good communication between the NPA finance officer and the partner finance officers, with the NPA finance officer frequently responding to partner queries and assisting with financial reports (e.g. the NPA finance officer assisted the Wadzanai finance officer with the mid-year report for 2010).

It is evident that all partners have a good understanding of the NPA contractual and reporting procedures and requirements. NPA's consistency throughout the partnership meant that partners have had sufficient time to understand NPA's requirements. Partners also praised NPA's open door policy in regards to moving funds between budget lines (virementing of funds). Bookkeeping procedures were observed to be sound for most partners with evidence of payment request forms/vouchers being used for all project expenses with different authorisation levels to ensure transparency. There was also evidence that reconciliation of budget and actual expenses were done regularly in Excel, with variance reports produced at mid-year as required by NPA. In addition, all of the partners used Pastel as their accounting package.

Efficiency has however been constrained by low levels of funding and stretching of the few financial resources across the country and among several partners rather than focusing on a few programme areas and partners with higher funding levels. Focusing the funds will have more sustained impact and will be easy to manage for the NPA programme team. Late disbursement of funds from NPA as a result of partners delay in sending annual financial audit and programme reports has led to delaying of activities. As a result work plans are pushed out with reduced implementation time. Furthermore, funding allocation for programme administration is reportedly inadequate to cover basic programme administration and partner programme staff costs.

2.8 Programme Challenges

The programme has largely been effective and efficient, but it has faced a number of challenges both within the programme and external. These include:

- Partner organizations failing to understand and utilize the partnership concept. People still expected to be told what to do time after time. There may be need to revisit the contracts with all programme partners to ensure agreement on all partners' contractual obligations.
- Low level of funding for the programme for both national and community based organizations constrained programme effectiveness. While the evaluation acknowledges the absorptive capacity of CBOs was poor at design stage, the low funds to CBOs was a major design challenge.

- Changing operating environment; the programme started in 2008 at the height of the political and socio economic crisis and strategies were consistent with the situation obtaining then. However, a shift in the operating environment and the fact that the MDC (which was a key ally of civil society) is now part of government required a shift in strategies and approaches. Pre GNU approaches were largely confrontational but the current situation may require identifying new platforms and approaches to engage with government.
- Late disbursement of funds due to partners not complying with the contract agreement. There may be need to jointly develop (as partners) mechanisms that ensure all partners read and understand contracts and obligations they have in order to facilitate disbursements. Organisations delayed in submitting reports leading to delays in the audit process which is a pre requisite for new funding.
- Lack of documentation of programme activities i.e. best practices and success stories. There is no documentation strategy and the evaluation team was told of innovative programmes which were not supported by any documentation (e.g. ZCIEA's strategic lobbying with the Chitungwiza local authority may be replicated across the country if properly documented.
- Participation in Zimbabwe is characterized with exclusion on the basis of gender, political affiliation and class. Consequently, it is difficult to bring issues of marginalized communities into the mainstream as there are no platforms to do so.

2.9 Sustainability

The evaluation examined sustainability in the context of consistency with national and local government policies, stakeholder participation and programme ownership, knowledge and skills, collaboration with central and local authorities, funding diversity and governance organizational structures. At national policy level, the evaluation found the programme consistent with the GPA and government policies which seek to democratize the political space, and the current constitutional outreach programme.

Economic empowerment programmes complement STERP I and II in terms of poverty reduction among the poor and marginalized communities. It is also aligned to the MDGs especially goal 1 (Eradicate extreme hunger and poverty) and goal 3 (Promote gender equality and Empower Women). As a result, the NPA programme goals and objectives still remain part of national development programmes in Zimbabwe beyond the 2008-2011 funding period hence it is sustainable. Implementing partners across the programme have directly and indirectly increased their engagement with policy makers⁴. Stakeholder participation at all levels from NPA Zimbabwe, implementing partners and

⁴ Civil society is part of the constitutional outreach committee (constituting 6.6%) and is recognized as key in the country's socio-economic and political development. Programme partners engaged with the National Youth Council and were part of advocacy efforts to revise the national youth policy in line with African Youth Charter. Women in Land, another Programme partner engaged with the government for equitable distribution of land between men and women. Civil Society has also been critical in the Chiadzwa diamond processes where there are advocacy efforts to promote fairness, accountability and equitable distribution of revenue accrued from mining activities.

beneficiary communities has been high within the programme. Stakeholders also participated in the programme design as they were consulted in the 2007 baseline survey that informed the programme strategy. Consultations continued during implementation through technical monitoring visits and during evaluation. More importantly, participation of local communities in planning and implementation fostered programme ownership at community level.

Community based paralegal volunteers/peer educators that have been established in communities will ensure knowledge sustainability beyond programme assistance. High levels of beneficiary participation along with the support of local and traditional leaders enhanced programme ownership and sustainability.

Implementing partners have gained additional knowledge and skills from the NPA Zimbabwe programme. This is more pronounced among CBOs and youth organizations. The programme “*laid a foundation on which other donors can lay bricks*” to quote one stakeholder. Capacity building initiatives focused on project planning and management, resource mobilization, financial management, gender, HIV and AIDS awareness, corporate governance and results based management. Advocacy skills gained through the programme will be useful beyond this programme for example residents associations that have been formed in Victoria Falls and Hatcliffe will continue demanding their rights while the informal sector workers are represented through ZCIEA.

Regular annual partner meetings held by NPA Zimbabwe have allowed partners to share experiences, best practices; challenges and coping strategies hence enhance the programme’s capacity to achieve sustainable impact on a small budget.

Implementing NGOs have been working well with local government structures at district and community levels especially within anti gender based violence, incomes, savings and lending (i.e. economic empowerment), women’s empowerment and youth empowerment activities. This is sustainable in the long run as central and local authorities such as the victim friendly units, councillors and traditional leaders (headman and chiefs) will always be there to further programme activities even after the programme end. However, the situation is different for democracy related activities where most local authorities in rural and marginalized areas are not open enough as this is seen as furthering the interests of former opposition parties rather than the partisan interests of the authorities.

Diversification of funding among programme partners has two faces that is, national NGOs and CBOs. National NGOs have diversified funding sources and on average funding from NPA constitutes 10% which means they are sustainable and will be able to continue carrying their funded activities though at a reduced scale. On the other hand, CBOs rely entirely on funding from NPA (100%), this is not sustainable if the programme funding ends, and it may literally mean the end of current community level interventions assuming all other factors are constant. CBOs have minimum resource mobilization skills and networks which further narrow sustainability options.

The NPA has done well in ensuring programme sustainability. However lack of a well documented exit strategy will compromise sustainability and may reverse some of the impacts.. A programme *Exit Strategy* is a plan describing how the NPA Zimbabwe programme intends to withdraw its resources while ensuring that achievement of the programme goals is not jeopardized and that progress towards these goals will continue. *Exit strategies*, when planned with partners in advance of close-out, ensure better programme outcomes and encourage commitment to programme sustainability. In addition, good *Exit Strategies* can help NPA Zimbabwe resolve tension that may arise between the withdrawal of assistance and commitment to achieve programme outcomes. Conversely, without Exit Strategies, programme transitions and exits are likely to be more haphazard and unsustainable.

4.2 NPA Zimbabwe Programme Lessons Learned

- It is important to never leave out important stakeholders in implementation of programmes. Identifying and working with all relevant stakeholders within a programme determines the quality of results obtained. Organizations that did not have access to or left out/ignored important stakeholders such as district administrators, councilors, chiefs and headman have had difficulties in penetrating polarized communities e.g. ZimRights;
- The mix of national level and community based organizations has ensured that the programme achieves both national level and community level results whilst strengthening the effectiveness capacity of CBOs for example ZWLA and AKCT on domestic violence, MISA with WCDT, CHIDA, ZCIEA and AKCT on production of newsletters;
- Informal discussion platforms are effective in harsh political situations to push for the achieving of programme goals and objectives. Organizations like Bulawayo Agenda, Crisis in Zimbabwe Coalition have employed tactics of conducting closed door meetings with communities such as in Lupane and Mashonaland West , and this has resulted in improved communities awareness on their rights as well as access to information;
- There is resistance to women's participation and approaches that are used. Events based approaches to gender do not achieve desired results;
- Economically empowering women can foster self reliance which is critical in ensuring women cope with Domestic Violence and other abuses which stem from economic disempowerment;
- The work of National NGOs in politically polarized communities can be enhanced by establishing strategic links with CBOs already operating on the ground and building on established relationships with key stakeholders;
- Using livelihoods programmes and working with CBOs as entry points to polarized and difficult to enter communities can be an effective strategy to reach marginalized communities on rights, democracy and governance issues;
- Women's participation in leadership and as beneficiaries of Income Savings and Lending (ISL) initiatives has strengthened their voices at community level;
- There should be mechanisms in place to protect human rights and democracy activists from politically motivated violence;

Legal support to organizations working on Human rights is a necessity in the Zimbabwean volatile and unpredictable political environment context.

5. Key Recommendations for the next 18 Months (July 2010-December 2010)

Stakeholder	Recommendation	Timeframe
NPA Zimbabwe	i. Facilitate more exchange visits for CBOs with other Zimbabwean CBOs and possibly regional and international exchange visits to widen the horizon of CBOs.	April 2011
	ii. Increase collaboration with likeminded donors (such as UNDP, UNIFEM, US Embassy, British Embassy, European Commission, Progressio, Swedish International Development Agency, Canadian International Development Agency) funding the same partners for programme harmonization and linkages	April 2011
	iii. Increase support towards initiatives that advocate for gender sensitive and equitable distribution of natural resources ⁵ (e.g. land where women can get their own land and inputs and minerals where women can have access to mining claims.	April 2011
	iv. Increase support towards youth participation (especially young women) in the broader programme	April 2011
	v. Assist partners in diversifying their funding e.g. through consortium bidding for various funding opportunities like the Programme of Support (Orphans and Other Vulnerable children) and Expanded Support Programme (HIV and AIDS)	June 2011
	vi. Continue supporting current programmes and continue supporting the civil society in line with the achievement of the global goal “to strengthen and promote people's democratic rights, support organizations defending these rights, promote their participation and assist them in the struggle for an equitable distribution of resources”	December 2010- December 2011
	vii. Continue mobilizing additional funding from other sources of funding to boost current funding from NORAD	December 2010- December 2011
	viii. Focus support on few implementing partners, less geographical coverage with increased funding per partner and geographical area	January 2012 and beyond
Programme Recommendations	i. Develop and share widely with implementing partners a comprehensive programme monitoring and evaluation framework that Describes Goals, Objectives, Indicators (output/impact/outcome) in line with goals, objectives and activities, Baseline and Target values for indicators, Definitions of indicators, Data sources,	February 2011

⁵ NPA International Strategy (2008-2011) refers to natural resources as land, water, minerals and petroleum resources.

Stakeholder	Recommendation	Timeframe
	Data Collection/Indicator Collection Frequency, Responsibility for Indicator (s) Data Collection, Budget (cost of collecting each data source/indicator). NPA Zimbabwe should engage an M and E officer as this is a critical gap	
	ii. Develop country level gender policy given the specific gender needs of Zimbabwe	April 2011
	iii. Develop a comprehensive (developed, shared and agreed with partners) programme exit strategy to enhance sustainability of programme achievements	April 2011
	iv. Develop a programme wide documentation strategy for best cases, lessons learnt and challenges to be shared with partners, regional and international stakeholders.	April 2011
	v. Continue supporting partner to partner capacity building along the lines of training provided by MISA and ZWLA to develop CBO capacities in producing their own newsletters and in anti GBV activities respectively	December 2010- December 2011
	vi. Strengthen the feedback and publicity of NPA Zimbabwe programme achievements through website and annual reports to promote continuous dialogue on Zimbabwe	November 2010- February 2011
	vii. Continue strengthening partner capacity and engaging partners on submission of midyear and annual programme reports to minimize late disbursement of funds from NPA	December 2010
Administration Recommendations (NPA Zimbabwe)	i. Provide more capacity strengthening for implementing partners in financial management i.e. production of acceptable financial and audit reports in line with the contractual obligations	October 2010- January 2011
	ii. Increase formalised monitoring and evaluation of financial and administration processes for implementing partners. Site checks should be done half yearly and annually by the NPA finance officer to ensure all processes are being carried out correctly and to address any concerns.	January 2011
	iii. Increase salary allowances for CBO staff to a more market related level especially as they were solely dependent on NPA for funding to reduce staff turnover and maintain continuity within the communities the CBOs are reaching	January 2011
	iv. NPA should provide funding for smaller NGOs and CBOs to pay for software licenses e.g. annual Pastel licenses and Microsoft Office to ensure they are using the most up to date software and versions.	January 2011
Administration (Partners) Recommendations	i. Understand and show more commitment to contractual obligations with NPA in terms of financial reporting and audit reports. This is a critical stage in the funds	December 2010

Stakeholder	Recommendation	Timeframe
(Implementing Partners)	disbursement cycle and enough time should be allocated to ensure it is completed in time	
	ii. Have a more realistic understanding of the funding that they will have available for activities based on previous years' funding. It was observed that the differences in proposal amounts and actual budget amounts were quite vast, indicating that the partner did not assess the funding trends and 'overshot the mark'. Partners should aim low and build in activities when negotiating with the programme coordinators. This will help to manage expectations	December 2010
	iii. Develop, update and finalize finance and administration policies and procedures	April 2011
NPA Zimbabwe Programme Partners	i. Appreciate and reciprocate the partnership approach which is the bedrock of this programme. There is need for consistent senior management involvement and commitment in this programme	December 2010- December 2011
	ii. Submit acceptable and on time half year and annual programme reports as per the contractual obligations and agreed reporting format	January 2011
	iii. Have Strategies beyond the crisis mode in line with the NPA global strategy	April 2011
	iv. Strengthen capacity in Monitoring and Evaluation. Internal capacity to analyse and utilize programme information needs strengthening rather than doing reports as per the NPA requirements and ending there. Consider engaging M and E officers as programme achievements can easily be lost or under reported due to lack of functional M and E systems	June 2011

I. Introduction

I.1 Overview of the Norwegian People's Aid (NPA) Programme

Norwegian People's Aid (NPA) is the development organization of the labour movement in Norway. In Zimbabwe, NPA started working with civil society organizations in 1980. NPA supports the building and strengthening of people's organizations that is, strengthening organizations as a strategy for empowerment of people and communities as well as for their ability to influence the conditions under which they live⁶. In addition, NPA also cooperates with human rights and advocacy organizations working to defend and promote the right to organize and access information, achieve gender equality and youth friendly policies. The current long term programme is supported through the NORAD Frame Agreement and is based on the strategy 2008-2011. In addition, NPA Zimbabwe received funding from the Norwegian Ministry of Foreign Affairs (MFA) for the Child Supplementary Feeding and Food Security Programme.

The programme is implemented through long and short term partnerships with local civic society organizations and CBOs. The NPA programme funding is made up of four main components namely:

- **Core Activities funding:** This is the funding partners receive based on their yearly proposals and it funds all planned activities for the year. This also covers funding for annual financial audits for each partner.
- **Organizational Networking funding:** This is short term funding for addressing needs that arise within partners' work e.g. capacity building as well as short term responsive funding like the Zimbabwe Young Women Network for Peace Building and Young Women Africa Leadership Movement in 2010 and the International Women's Day commemorations by Young Voices in 2009.
- **Documentation and Strategic Partnership funding:** Short term funding for specific projects. MISA was funded in 2008 and 2009 to do a short project using this funding;
- **Responding to Crises funding:** the only recipient of this funding has been GAPWUZ who received funding under this budget line in 2009 and 2010

The table below shows the level of funding for each component from 2008 to 2010.

NPA Grant Component	2008	2009	2010	Total
	NOK	NOK	NOK	NOK
Partner Core Activities Funding	2,827,208.00	3,090,860.00	2,840,101.00	8,758,169.00
Organizational Network	341,311.00	785,019.15	251,785.00	1,378,115.15
Documentation and Strategic Partnerships	82,500.00	64,860.00	-	147,360.00
Responding to Crises	10,862.00	199,367.00	130,600.00	340,829.00
Total	3,261,881.00	4,140,106.15	3,222,486.00	10,624,473.15

⁶ Norwegian People's Aid Partnership Policy 02/2009

I.2 Current Scale and Scope of the NPA Programme

The NPA Program is national in scope and supports both national and community based organizations as shown in table I below.

Table I: Current Scale and Scope of the NPA Programme

Name of Organization (Type)	Project Title	Geographic Location
Association of Kubatana Community Trust (CBO)	Promote gender equality and equity, provide and disseminate information on aspects of development and build capacities on micro-enterprises development among the community membership in Mutoko	Mutoko
Bulawayo Agenda (National NGO)	Local Voices Project	Hwange, Victoria Falls, Binga and Lupane
Chitsanza Development Association (CBO)	Social Organization for socio economic and political control and human development.	Nyanga
Churches in Bulawayo	Emergency Relief Aid for the Internally Displaced	Bulawayo
Crisis in Zimbabwe Coalition (Coalition)	Enhancing Democratic Consolidation in Zimbabwe's Transition	Harare
GAPWUZ (National Labour Union)	Action on fresh invasions and challenges faced by farm workers in Zimbabwe	Chegututu and Mutare
Kajiwa Development Coordinating Association	Promoting and facilitating the social, economic, educational and cultural advancement of disadvantaged women, men and youths of Mutoko and Mudzi Districts	Mutoko and Mudzi
Media Institute of Southern Africa (NGO)	Enhancing access to information through Community Media	Hwange, Kwekwe, Mutare, Harare, Masvingo, Gwanda, Gweru and Bulawayo
Musasa project (National NGO)	Zero Tolerance to Domestic Violence in Zvishavane District	Chiweshe, Zvishavane Rural and Urban
National Association of Non-Governmental Organizations (National NGO) – NANGO	Enhancing CSO Participation in Development Processes Towards a participatory reform agenda during the transitional period	National
The Women's Trust (National NGO)	Long term: Promoting Women's Participation in Decision Making through leadership development and empowerment Short term: 1. Women Can Do It, 2. Repatriation Activities in Post Election period	(Mashonaland East, West and Central, Manicaland, Masvingo, Midlands, Bulawayo, Harare) National
Wadzanai Community Development Association(CBO)	Social Organization for socio economic and political control and human development	Chinamhora Communal Lands

Name of Organization (Type)	Project Title	Geographic Location
Women and Land in Zimbabwe (NGO)	Transitional Period in Zimbabwe: Enhancing Women's Participation	Hwedza
Young Voices Network Zimbabwe (Membership)	Youth participation and democracy	National
Youth Initiative for Democracy in Zimbabwe (YIDEZ) Programme	Promoting Participatory Transitional Democracy: Setting a Socio Economic Youth Agenda	National
Zimbabwe Chamber of Informal Economy Associations (ZCIEA) (Membership)	Public Policy and Advocacy Programme	National
Zimbabwe Community Development Trust (National NGOs)	Repatriation of Displaced Victims of Political Violence	All provinces except Harare, Matabeleland South and North and Bulawayo
Zimbabwe Human Rights Association (National NGO)	Citizen Empowerment through Human Rights Education, Advocacy and Legal Advice	Mashonaland West and Central
Zimbabwe Women Lawyers Association (National NGO)	Ending Violence Against Women	National

Core activities funding formed the largest proportion of the grant and was varied over the years. The amount of funding increased by 8% to NOK 3,090,860 in 2009 from NOK 2,827,208 and then went back down to NOK2, 840,101 in 2010.

Figure I below illustrates the distribution of funding across implementing partners.

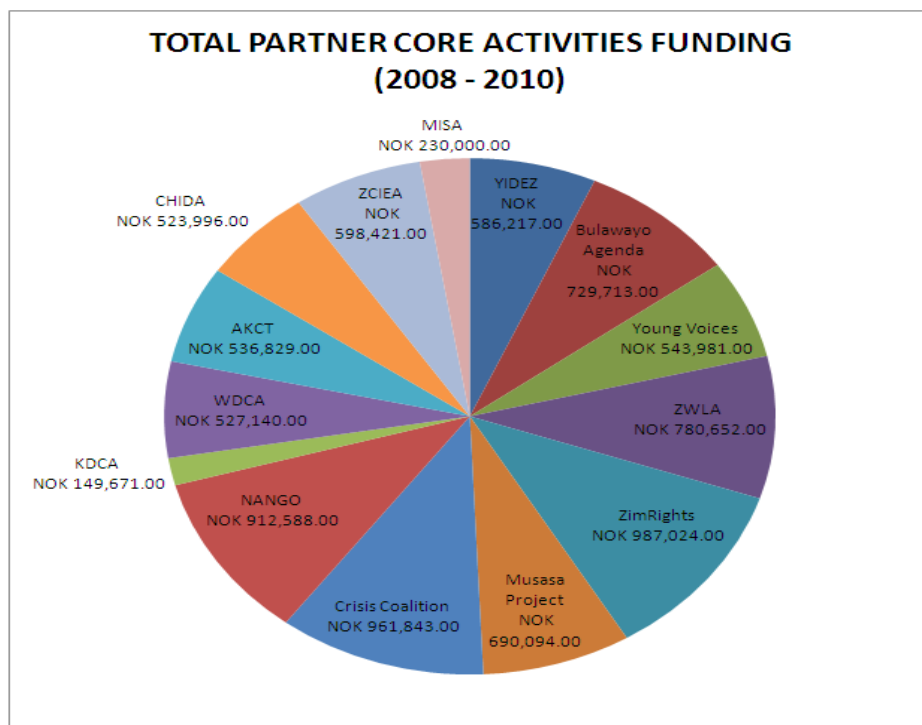


Figure I Breakdown of Core Funding Among NPA Zimbabwe Partners

I.3 Background of the Mid Term Evaluation

In order to put the NPA solidarity and partnership strategy into practice, NPA needs continuous evaluation of who it should work with to promote the desired change⁷. In view of this principle, NPA Zimbabwe carried out Mid-term evaluation to establish progress made so far in the implementation, assess the direction and possibility of achieving the required impact and recommend ideas for making the projects more efficient and effective in doing so. This Mid-term evaluation follows the 2007 mid-term evaluation of the NPA programme during the 2004-2007 strategy and the implementation of the respective recommendations.

I.4 Objectives of the Mid Term Evaluation

This evaluation established progress made in implementation, assessing direction and possibility of achieving required impact and recommend ideas for making projects more efficient and effective. The MTE focused on partnership, relevance, achievement of results, sustainability, lessons learned, partner capacity, internal systems and organizational development. Gender equality and an assessment of importance given to gender related factors within NPA's implementation of the programme were part of the MTE.

The specific objectives of this midterm review were to:-

- I. Review programme achievements, strengths and weaknesses as well as identify best strategies for achievement of impact;
- II. Reflect on the external environment within which the programme has been and is being implemented; and
- III. Use knowledge gained during the first 2 years of strategy implementation to validate plans and targets made at the beginning and adjust accordingly.

I.5 Mid Term Evaluation (MTE) Methodology

I.5.1 Inception Meeting

An inception meeting between NPA and NEDICO was held on the 15th of July 2010 at NPA Zimbabwe office. This meeting discussed evaluation objectives, work plan, delivery dates as well as administrative and logistical issues.

I.5.2 Inception workshop

A half day inception meeting was held at St Lucia Park on the 4th of August 2010 with NPA and all implementing partners to introduce the evaluation as well as ensure buy in from all partners. Due to the qualitative nature of information required to effectively complete this MTE, it was critical to ensure all implementing understood and appreciated the importance of their cooperation towards success of the evaluation.

I.5.3 Literature Review

A phased literature review was conducted to ensure all information relevant to the evaluation was captured. Initial literature review was conducted upon commencement of the evaluation.

⁷ Norwegian People's Aid Partnership Policy 02/2009

The review provided the consulting team with an appreciation of the programme and further informed development of data collection tools. Key documents for initial review included the Country programme plan (2008-2011), partner project proposals, partner project reports, the NPA International Strategy 2008-2011 as well as the NPA Global Partnership Policy. An in-depth literature review was conducted throughout the evaluation process. This was used to triangulate information from other data collection methods as well as in strengthening recommendations. Key literature reviewed include documents on the Zimbabwe Civil Society sector, programme reports, the 2004-2007 programme midterm evaluation reports as well as various agreements between NPA and implementing partners (See Annex 6.5 for a detailed list of documents reviewed).

1.5.4 Interviews

Unstructured and semi-structured interview guides were used to collect information (See Annex 6.4). Interview guides were developed in collaboration with NPA staff and questions were designed to gather information that fulfills the OECD DAC criteria of relevance, efficiency, effectiveness, impact and sustainability. Interview guides were designed to allow respondents to provide as much information as possible without feeling restricted. Figure 2 below illustrates the number of interviews conducted by implementing partner.

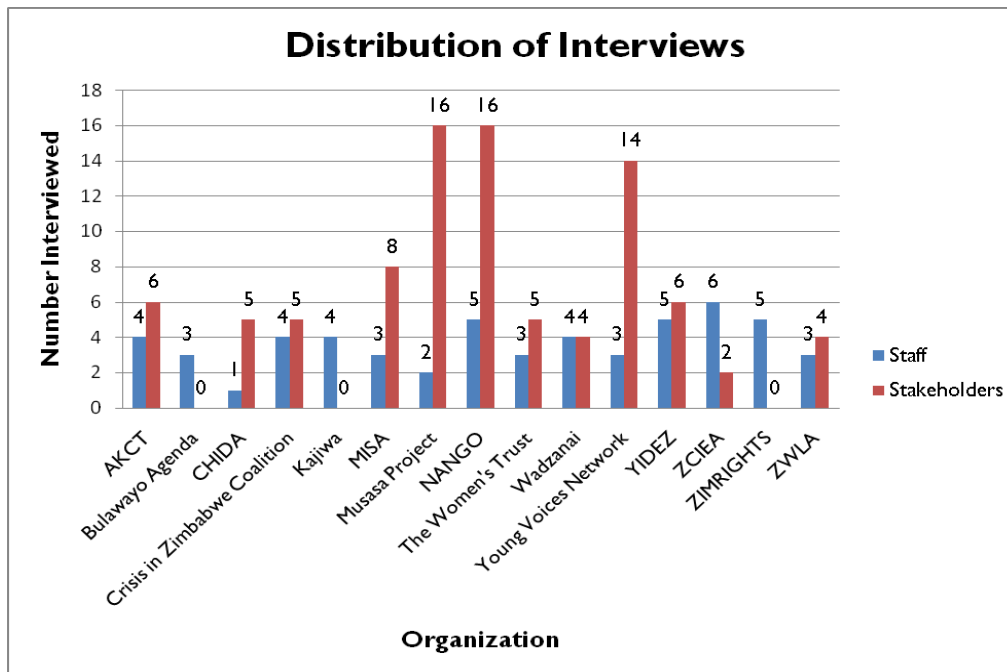


Figure 2: Number of Interviews Conducted by Implementing Partners

Key Informant Interviews were conducted with selected key informants that include 4 from the NPA Country Programme Team; 63 staff members of the 13 implementing partners, 4 Responsive fund implementing partners and 1 phased out organization (Kajiwa). Sixty-three relevant key stakeholders within communities where implementation is taking place were interviewed either as key informants or as part of FGDs. (See Annex 6.3 for a detailed list of evaluation key informants).

1.5.5 Focus Group Discussions

A focus group discussion (FGD) guide was developed in close consultation with NPA. A total of 17 FGDs were held with programme beneficiaries and stakeholders who had been mobilized for the process. Focus group discussion participants consisted of selected CSO staff that benefitted from organizational development initiatives. In addition, discussions were held with members of the Zimbabwe Chamber of Informal Economy Association (ZCIEA) to assess the extent to which the association has improved organizations capacity and strategies for their members to access quality support services and integration into the country's mainstream economy. Focus group discussions mainly consisted of between 6-15⁸ participants with equal representation between men and women.

1.5.6 Site Visits and Observations

Site visits and observations were conducted in Chinamhora, Chitungwiza (2sites), Harare, Lupane, Nyanga (4 sites), Mutoko (1 site), Shamva and Zvishavane where programmes are being implemented. Key Informant Interviews and FGDs were conducted at the same time as sites visits. Site visits provided first hand assessment of programme implementation as well as opportunities to verify information obtained from other data collection methods.

1.5.7 Most Significant Change and Case Studies

The MTE evaluation documented two case studies and Most Significant Change (See Annex 6.1) in terms of key successes, lessons learnt and challenges within the programme.

1.5.8 Data Analyses and Report Writing

Data was analyzed using content analyses due to the qualitative nature of the evaluation. Based on findings from the literature review, and interviews, the MTE report was developed. The report comprises of an executive summary, introduction, evaluated interventions, findings, conclusions, lessons learnt, recommendations and annexes.

1.5.9 Final Presentation

A PowerPoint presentation was developed and presented by the consulting team during a final presentation workshop. The PowerPoint provided an overview of the evaluation with focus on findings, conclusions, lessons learnt and recommendations.

1.6 Limitations of the Mid Term Evaluation

The midterm evaluation was well timed, during the dry winter season and also fairly stable though unpredictable political environment which made travelling to rural areas and other difficult to access areas possible. In general, the team was satisfied that the evaluation methodology was participatory as well as independent, although the following limitations were met:

- i. Failure to meet relevant implementing partners stakeholders and beneficiaries due to poor mobilization by partners for example Bulawayo Agenda and ZimRights;

⁸ The only exception is Musasa Project beneficiaries FGD in Zvishavane which had about 83 participants

- ii. Political polarization and failure to get police clearance to meet some key programme beneficiaries (*In Lupane FGDs had to be done indoors for fear of being arrested by police*); and
- iii. Perception of civil society organizations (CSOs) as extensions of political parties made engaging other community stakeholders difficult.

I.7 Program Operating Environment

I.7.1 Socio-Political Environment

Zimbabwe has been politically polarized since the late 1990s when the Movement for Democratic Change (MDC) emerged to challenge Zimbabwe African National Union-Patriotic Front's (ZANU-PF) parliamentary and political hegemony since independence in 1980. Failed promises of independence, unsuccessful Economic Structural Adjustment Programmes (ESAP 1991-1995) and the failed socioeconomic stabilization in the mid 1990s led to increased support for the opposition movement, especially among the middle-class and trade unionists agitated by high inflation. The government was able to buy the loyalty of war veterans and used them to spearhead farm invasions while intimidating the opposition. With the perception that white commercial farmers were funding the MDC, farm invasions were designed to destroy the opposition's perceived funding base and did not serve the officially outlined purpose of empowering formerly marginalized rural settlers.

Contested elections in 2000, 2002, 2005 and 2008 resulted in increased support for the opposition, a shift of ZANU-PF's power into state institutions like the army and police, closure of civic spaces as well as growth of a more vibrant but constrained civil society. The United States of America instituted targeted sanctions on most ZANU-PF leaders while the European Union, Canada and Australia followed suit. This led to further resentment of western nations by ZANU-PF and labeling of the MDC as an imperialist project. Donors began to work more with Non Governmental Organizations (NGOs) leading to increased ZANU-PF resentment towards civil society.

Hostility towards NGOs culminated in the passing of an NGO bill in 2004 with provision banning funding for Human Rights activities. The bill was however not signed by the president into law. NGO field operations were suspended on 4 June 2008, a few weeks before the presidential run-off election with ZANU-PF accusing NGOs of supporting the opposition Movement for Democratic Change (MDC). The suspension was lifted on 29 August 2008. A pro ZANU PF Civil Society Coalition (CSC) was allegedly formed in August 2010 and the Zimbabwe Federation of NGOs formed in 2006 to counter the civil society voices in Zimbabwe. ZANU-PF has openly declared that it will not accept a NANGO nominated Kimberly Process Local Point Person preferring the director of CSC. Recently, the government announced plans to force all non-governmental organizations to reveal where they were working as well as the amounts of aid they were committing. Although this seemed like an honest attempt to foster aid harmonization, it has been viewed as another government attempt to close the already shrinking civic space by policing civil society activities.

Harmonized presidential, parliamentary and senatorial elections in 2008 produced a parliamentary majority for the MDC while results of the presidential election took over a month to be announced with the MDC candidate Morgan Tsvangirai garnering more votes (48

percent) than ZANU-PF's Robert Mugabe (43 percent) but without a necessary majority (50 percent + 1 vote) to be declared a winner. This necessitated a presidential election run-off that was characterized by ZANU-PF violence resulting in the MDC pulling out and Robert Mugabe winning. Although the "win" gave Mugabe and ZANU-PF legality, it did not give them legitimacy with the regional and international community refusing to acknowledge the election run-off result. The lack of legitimacy led to SADC brokered power sharing negotiations between ZANU-PF and the MDC which culminated in the formation of a Government of National Unity with Mugabe as president and Tsvangirai as prime minister in February in 2009.

Despite the Government of National Unity, there remains tension and uneasiness with ZANU-PF still condoning farm invasions while there is still selective persecution and prosecution of opposition members. Outstanding issues within the GNU have not been resolved with the MDC nominee for Deputy Minister of Agriculture yet to be sworn in even after being acquitted of terrorism charges leveled against him. As per provisions of the GNU, a new constitution is supposed to be drafted and the outreach process is in progress. However, the process has been politicized and there have been reports of violence leading to suspension of meetings⁹.

This has ultimately led to politically polarized communities which has made programme implementation more challenging.

1.7.2 Socio-Economic Environment

The Global Financial Crisis led to fiscal adjustments and bailouts for developed countries.

The economic crisis in Zimbabwe was characterized by hyperinflation (More than 231 million percent in July of 2008, Central Statistical Office 2008) shortages of basic commodities and a growing commodity and foreign currency parallel market. Due to the underperforming economy resulting from low productivity in agriculture, mining and tourism, the government had no sources of foreign currency and in his mid year monetary policy statement in October 2007, the Reserve Bank of Zimbabwe (RBZ) governor declared that all NGOs would maintain "mirror" foreign currency accounts (FCA) with their banks while the actual money was kept at the RBZ. The arrangement meant NGOs had to seek clearance from the RBZ to access their money. Consequently, clearances took long to be processed and some NGOs never recovered their money despite "mirror" accounts reflecting that they had money. The current minister of finance, in his 2010 mid term fiscal review acknowledged RBZ debts and indicated that the government was working on a debt repayment mechanism to repay those owed.

The formation of the GNU coincided with the suspension of the Zimbabwe Dollar and an introduction of the multicurrency system dominated by the US dollar along with the South African Rand. Although this was critical in addressing rampant inflation synonymous with the Zimbabwe dollar, poverty levels remain high with low wages, high levels of unemployment and slow economic growth. In addition the costs of implementing programmes by NGOs in a dollarized economy have increased especially with high utility and service charges which were cheaper in Zimbabwe dollars. Since the inception of the GNU, major donors have refrained

⁹ The Herald Newspaper of Tuesday 21 September 2010 reported that the COPAC had suspended constitutional outreach meetings in Harare and Bulawayo due to violence.

from providing financial backing through government opting to channel it through civil society as this is still seen as the only way it would reach beneficiaries in an efficient manner. The trend is likely to continue until a permanent political solution is found. The discovery, mining and sale of diamonds in the Chiadzwa area of Manicaland province has provided fresh hopes for economic recovery although there are reports of human rights abuses with displaced people still to be provided with proper relocation facilities.

1.7.3 Media Environment

The Zimbabwean Media environment has largely been dominated by the ZANU-PF arm of government through restrictive legislation like the AIPPA and POSA. The blurred distinction between the party and the state created by ZANU-PF has left a legacy where civil servants working in the public media are openly biased towards ZANU-PF. State controlled media openly support ZANU-PF and although the Global Political Agreement (GPA) from which the GNU came, emphasize the need to depoliticize public media, the trend has not changed. Currently, there are ZANU-PF jingles on radio and TV proclaiming Robert Mugabe as the “supreme leader” which undermines the spirit of inclusivity as outlined in the agreement.

State interference in the media has resulted in narrowing of the public sphere and an impoverishment of democracy. Freedom of Information is a core principle of good governance as it enables citizens to understand and participate in public affairs and also hold those in public office accountable for their decisions, actions or non- actions. The advancement of Zimbabweans has been affected by lack of access to vital information that relates to their rights. Under the GNU, a Media Commission has been instituted and four privately owned newspapers have been licensed and one is already publishing. However, the Commission has still to register new players in the electronic media where one state run player is monopolizing space; the pace of registering new players to the industry has been slow and reflects an unwillingness to have a plural media environment by some parts of government.

Political polarization is reflected in the media with the state media advancing ZANU-PF rhetoric. The public media still maintain the ZANU-PF stance that Zimbabwe’s problems are a result of “illegal” sanctions and there has not been any objective analysis into the failed policies that triggered the country’s socioeconomic and political decline. The sanctions are tactfully linked with the MDC and civil society organizations that are viewed as an extension of the former opposition. Recently, the government announced plans to force all non-governmental organizations to reveal where they were working as well as the amounts of aid they were committing. Although this seemed like an honest attempt to foster aid harmonization, it has been viewed as an attempt to close already shrinking civic space. Coverage of the constitution making process has reflected the depth of polarization as well as an unhealthy interest in politics within the media.

The practice of journalism is severely constrained especially with AIPPA and POSA which have often been used to prosecute journalists who criticize government. However, there are opportunities for democratization through new media as well as progressive and innovative civil society led initiatives. The internet, although still inaccessible to many, has been a major source of alternative voices and e-newsletters like Kubatana have filled the information gap. In addition, organizations like Zimbabwe Lawyers for Human Rights have newsletters often provided for

free in the streets. Organizations like MISA have been instrumental in advocating for the opening up of airwaves as well as the need for a plural media environment. A Voluntary Media Council of Zimbabwe (VMCZ) was formed and is spearheading efforts towards self regulation in the media. There are also further opportunities for promoting a plural media in the new constitution.

1.7.4 Gender Environment

Zimbabwe has always and still is a highly patriarchal society with structural male dominance at all levels. Men have dominated the political and socio-economic spheres from pre-colonial through to colonial and post colonial eras. The political and social changes in the country have altered dimensions of household incomes, expenditure and savings with women becoming more and more involved in activities to sustain families. However, their involvement has been limited to the informal and often low income activities. Women's participation in the media is still low at ownership, management and operation level – the patriarchal culture of business e.g. information sharing meetings at night in bars excludes women from participating reflecting the structural gender inequalities in the country. Women still perform unpaid jobs with 27% of women interviewed for the 2005-2006 Demographic and Health Survey confirming that they do not receive any form of payment for their work (Demographic and Health Survey, 2005-2006:p242).

In the first two parliaments after independence women constituted fewer than 10% of members of parliament. In the third parliament (1990-1995), there was an improvement in female representation to 14%, but this declined to 12% in 2000. In 2005-2008, 16% and 36% of women were in the lower house of assembly and senate respectively. This implies that over the past 15 to 18 years there has been an improvement of only 2%. It also appears that women are participating less and less in politics because of fear of politically motivated violence. The 2000 election was one of the most violent in the country and witnessed a drop in the number of women elected into parliament. In the 2008 harmonised national elections, a total of 20 women were elected into the Senate while 30 were elected into the House of assembly. This represents 33% and 14% of the total number of parliamentarians in Senate and the House of Assembly respectively. This represents a decline of 3% and 2% in the number of women parliamentarians in the two legislative chambers respectively. This shows erosion on previous gains made in promoting the ascendancy of women into power. Violence is most likely to have played a major part in the decline in the number of women parliamentarians as potential contestants likely pulled out for fear of physical violence.

Women have been particular victims of various government crackdowns like “Operation Murambatsvina” (drive out filth) which bulldozed illegal urban structures which were the hub of the informal economy. While men have been the chief beneficiaries of government supported empowerment interventions like the land Reform Program and Inputs Schemes, women have been largely marginalized. At the conclusion of the Land Reform Programme, only 18% of beneficiaries under the A1 model (peasant farmers) were female headed households while only 12% of those in the A2 model (commercial farmers) were females (ZWRN, 2008). Besides economic alienation, women face challenges especially with a patriarchal law enforcement system which is yet to fully implement progressive laws like the Domestic Violence Act which

seeks to curb intimate partner violence. Women were also subject to high levels of abuse during the 2008 election violence with reports of women being victimized and sexually abused during this period.

Zimbabwe's adult HIV prevalence rate is still in double digits (13.7 percent. National HIV Estimates 2009) and women carry a 'triple jeopardy' as people infected with HIV, mothers of infected children, and as carers for partners, parents or orphans with AIDS (Paxton and Welbourn 2004). The Zimbabwe National HIV Estimates (2009) reported that 55 percent of all People Living with HIV in Zimbabwe are women. When women care for others their labour is lost, which has a major impact on their own well-being and on that of the household. The constitution making process has been dominated by men and women have been highly marginalized with all three political parties involved in the process assigning males as co-chairpersons to the constitutional parliamentary committee (COPAC). The informal sector and community based initiatives have provided women with opportunities for socio economic empowerment although there are funding challenges for women's NGOs.

1.7.5 Informal Sector Environment

With formal unemployment levels estimated to be above 80% in Zimbabwe, the informal sector has emerged as a source of livelihood for an increasing number of Zimbabweans. Once perceived as a domain of the uneducated, the informal sector now consists of university graduates driven away from the formal sector by lack of opportunities as well as poor salaries and working conditions. The rise of the informal sector coincided with economic decline in Zimbabwe. The sector accounted for less than 10% of the labour force in 1980 and this rose to an estimated 20% by 1986/7 and to about 40% by 2004 (Living on the Margins Report, 2006).

Despite increased significance in the country's socio-economic well-being, the informal sector is affected by limited access to organized markets; relevant training; public services and amenities and no support or legal recognition (e.g. the Small Medium Enterprise Bill formerly did not recognize the informal sector as SMEs). Players in the sector are often compelled by circumstances to operate outside the framework of the law in the absence of social protection and suitable infrastructure. Informal sector gains made during the post independence decade were wiped away when the government engaged in Operation Murambatsvina (Restore Order) where, according to the United Nations an estimated that 700,000 people lost their homes and livelihoods or both.

With cross border trade constituting a significant percentage of the informal sector, taxes on imports are still prohibitive for traders while they cannot access capital to grow their businesses. In addition, traders of second hand clothing at Mbare's Mupedzanhamo (Harare) market for example are often harassed by customs officials while stalls in the market are owned by powerful politicians who rent them out to traders at high prices. The government has developed Indigenization Regulations targeting 51 percent stakes in all foreign owned companies. The new regulation excludes informal sector players who have neither legal status nor financial means to meaningfully benefit from any indigenization initiative.

Although there has been collective representation of informal traders through ZCIEA and the Zimbabwe Cross Border Traders Association, there are gaps ranging from legal status to access

to capital and skills. Ensuring training and access to capital may lead to growth within the informal sector while further opportunities for growth are found in community based initiatives that use local skills and resources. These have potential to foster wider community development as membership will be localized and activities are often organized around common community development needs.

I.7.6 Youth Environment

Unstable socio-economic environment coupled with hyperinflationary environment, political violence, high formal unemployment rates (over 80%) and political polarization has made youth development in Zimbabwe very difficult. The economic recession that characterized Zimbabwe (1998-2008) coupled with the near collapse of the education sector and high levels of unemployment, have affected young people more severely. Resultantly, youths have increasingly become vulnerable to abuse by politicians and other people wielding any form of power. Overall, there is lack of genuine participation and empowerment of young people in the mainstream socio-economic and political development on Zimbabwe.

2. Evaluation Findings

2.1 Effectiveness

This midterm evaluation measured effectiveness as the extent to which the NPA programme's development intervention objectives were achieved, or are expected to be achieved, taking into account their relative importance. There were three interrelated levels to which effectiveness was measured in this evaluation namely:

- Towards achievements of the global goal;
- Towards achievement of the long term NPA Zimbabwe development goal; and
- Towards achievement of the immediate term development goal.

2.1.1 Towards achievement of the global goal “to strengthen and promote people's democratic rights, support organizations defending these rights, promote their participation and assist them in the struggle for an equitable distribution of resources”

There is substantial evidence that the NPA programme is moving towards achieving the goal of strengthening and promoting people's democratic rights, support organizations defending these rights, promote their participation and assist them in the struggle for an equitable distribution of resources.

The programme strengthened citizen participation in local governance through community advocacy and lobbying meetings and workshops. Community capacity has been strengthened to the extent that communities can approach local authorities and their constituency representatives on human rights, democracy and governance issues. There is increased awareness of human rights, governance, rule of law and democracy issues in marginalized communities of Zimbabwe. For example in Lupane, programme beneficiaries reported that they are now informed and are participating more in the current constitution development process. The programme engaged marginalized citizens to enhance their participation in policy formulation and lobbying for alternative policies. Progress has been made in child rights awareness issues among marginalized communities while women's participation has reportedly increased as a result of the programme especially in marginalized rural patriarchal communities.

There is increased civil society participation in policy, democratization, and development processes in Zimbabwe. Regionally and internationally, the programme advocated for Zimbabwe civil society positions to be considered and included in policy efforts. The programme has strengthened the voice of underrepresented groups in the community such as informal workers through the Zimbabwe Chamber of Informal Economy Association (ZCIEA) and mobile and migrant groups.

The programme made strides towards informing media practitioners on gender mainstreaming in the newsroom. Significant progress has also been made towards ending violence against women (i.e. domestic violence) coupled with improved knowledge and understanding of the Domestic Violence Act (DVA).

Youths have benefitted from the programme through capacity strengthening initiatives in project planning, basic understanding of corporate governance, gender mainstreaming, financial management and resource mobilization. Resultantly, levels of youth participation have improved in socio-political and economic spheres.

However, not much has been towards equitable distribution of resources among marginalized communities. This may have been due to limited resources within communities or the socio political power relations that often underlie resource distribution within most Zimbabwean communities.

Overall, there is substantial evidence the NPA programme is moving towards achieving the global goal of *“A populace that defend democratic rights and the distribution of power and resources have contributed to improved socio-economic and political order in Zimbabwe”*. However, there is still a gap in genuine youth participation especially young women in the broader programme and more still needs to be done to ensure an equitable distribution of resources in the country. Scale of the programme and funding has provided challenges in having more sustained and significant impacts given huge needs at grassroots level.

2.1.2 Towards achievement of the long term NPA Zimbabwe development goal *“A populace that defend democratic rights and the distribution of power and resources have contributed to improved socio-economic and political order in Zimbabwe”*

The NPA Zimbabwe programme has managed to strengthen citizen participation in local governance through community advocacy and lobbying meetings and workshops. ZCIEA successfully lobbied to ensure that the SME incorporated informal traders. Communities reported increased capacity to engage local authorities and constituency representatives on human rights, democracy and governance issues. Disadvantaged women and children reported having access to free legal services as supported by remarks from a female community member given below remarking that:

Communities in Kariba, Karoi, Mhangura, Madziva, Bindura and Muzarabani successfully lobbied their local authorities that they do not want politicians to impose the Kariba Draft Constitution on them. Resultantly politicians who were pushing the Kariba draft have stopped.

People in Madziva wrote a petition to the officer in charge of police about people known to have committed crimes but were moving freely. Resultantly, two people were arrested and jailed.

In Victoria Falls, the programme led to the formation of a residents association that looks at issues affecting residents at local level.

“I now know where to go when in need of any help in terms of rights violation” (FGD)

Furthermore, the programme was reported to have facilitated increased awareness on human rights, governance, rule of law and democracy in marginalized communities such as Binga and Lupane. Beneficiaries indicated that they are now informed on current political and socio economic trends such as the constitution development process and the Global Political Agreement (GPA) implementation. In addition to increased knowledge on trends, ordinary people indicated that they are participating more in the current constitution development process. The programme further engaged marginalized citizens through public meetings, district

consultative meetings and thematic area think tanks around education, youth, lands, agriculture and local government. This engagement sought to enhance participation of marginalised citizens in policy formulation and lobbying for alternative policies.

The programme reportedly resulted in increased civil society participation in policy processes, democratization, and development processes. Coordination of CSO increased and they indicated achieving consensus on advocacy and lobbying positions irrespective of different sectors and geographic locations. Civil society mobilized and protested against delayed release of the March 29, 2008 harmonized election results through the Make Our Vote Count Campaign (MOVCC). The MOVCC built and strengthened basis for building trust between different CSOs enabling better coordination of efforts to address the protracted political, economic and social crisis in the interests of the people.

In addition, the programme resulted in civil society engagement with relevant national level ministries, institutions as well as political parties. Constructive consultations were reported to have been held with the Ministry Labour and Social Welfare, the Zimbabwe Revenue Authority (ZIMRA) and the Reserve Bank of Zimbabwe (RBZ). At local level, there was reported engagement with provincial governors and councillors to address challenges regarding the need for an enabling operating environment to address the political, economic and social crisis threatening people's livelihoods. At regional and international level, the programme advocated for Zimbabwe civil society positions to be considered and included in policy efforts for example at the Southern Africa Development Community (SADC) Poverty Forum in Mauritius (2008), Civicus World Assembly, Africa Social Accountability Conference and SADC-CNGO preparatory meeting for the SADC summit in 2008. In addition organisations like Crisis have offices in South Africa to feed into the regional platform. The NPA regional office also works with organisations working at regional level like Youth for Solidarity Movement (Y4SM) and the Kanhya College Political education winter school.

The programme strengthened the representation of informal sector workers through the Zimbabwe Chamber of Informal Economy Association (ZCIEA) by supporting the development of a manual articulating the rights of informal economy workers in Zimbabwe. An observed strength within ZCIEA was a shift from demonstrations towards strategic lobbying where they develop informed positions to engage with local authorities. In addition, there was an observed shift in attitude by mobile and migrant populations towards participating in public dialogue meetings. They indicated that they now feel appreciated as citizens and that their opinions add value to process of democratization.

Empowered informal sector workers in Kariba effected citizen arrest on a police man who was wrongly harassing the informal traders outside confines of the law.

Vendors in Gweru also resisted eviction from the market area legally allocated to them.

Significant progress was reported in child rights awareness at community level especially among marginalized communities. Knowledge on child rights especially the girl child was said to have led to reduced child abuse, early marriages and appeasing of avenging spirits in areas like Mutoko and Zvishavane. FGD participants in these two communities also reported an increase in primary school enrolment especially for girls.

Given the importance of the media in information dissemination, the programme contributed towards informing media practitioners on gender mainstreaming in the newsroom. The programme developed a journal providing a detailed analysis of the media coverage of gender related issues in the country. The analysis revealed significant bias towards males with lesser prominence being given to females who are viewed as news subjects and sources. The journal is a critical reference point and decision making tool in addressing the gender inequalities within the media.

Significant progress has been made towards ending violence against women (i.e. domestic violence). Awareness raising campaigns have been conducted at community level through sensitization and awareness workshops as well as during the 16 days of activism against Gender Based violence (GBV). Beneficiary communities of Nyanga, Mutoko and Zvishavane together with their community leaders reported openly speaking out against all forms of violence. The use of community peer educators by ZWLA in communities such as Norton, Chegutu and Epworth has aided in the raising of awareness and the education of women on the Domestic Violence Act and the instruments that are in place to protect them from abuse.

Before the programme, “I used to preside over more than 30 cases of Domestic Violence per fortnight” in my chieftdom but now, “am no longer busy as there are less than five cases per month” (Community Leader/Chief)

“Tavakuziva chinonzi (we now know what is) DV in depth. We have been educated even to report on behalf of other people” (FGD, Female Participant)

“Nekuda kwekuziva kodzero dzangu ndava kugona kuudzawo baba kuti nhasi ndakaneta handidi zvepabonde”(because I now know my rights I can negotiate with my husband when I don't feel like having sex) (FGD, Female Participant)

There has been a notable increase in access to legal representation by women with 258 women assisted through the programme in 2009. In addition, an increased number of women was said to have developed knowledge on substantive and procedural law and are able to represent themselves in court. There is also improved knowledge and understanding of the Domestic Violence Act (DVA) and its Regulations by the judiciary which will result in gender sensitive application of the law. Community Based Organizations (CBOs)¹⁰ and faith based organizations highlighted that their capacity to utilise the DVA improved especially on effectively dealing with domestic violence cases as well as completing protection order forms on behalf of victims. Remarks below were given by one of the respondents and relate to the impact of the programme on domestic violence especially inheritance issues:

“Pane next door yangu yakaburitsirwa zvinhu mumba, imba yatengeswa vasingazive but takafambira nyaya iyi kusvikira zvanaka. Nanhasi varimo mumba mavo” (My neighbour was evicted unlawfully and the house was illegally sold but we used the law to address this situation and she got the house back.. Up to this day she still owns the house and there have not been any problems.) (Paralegal officer in Chitungwiza)

¹⁰ AKCT-Mutoko, Kajiwa, New Dawn of Hope, Rugare Orphan Care Organization, Chitsanza Development Association, and Wadzanai Community Trust

“There is now a peaceful and violence free environment prevailing in homes and communities. Now we had to deal with development issues” (Chief Shiku, Hombe ward in Mutoko)

Women participation in debate sessions has also increased as a result of the programme. According to the Bulawayo Agenda, Local Voices Project Annual report (2009:4), there were 37% female participants in leadership forums and 50% female participation in ward consultative meetings held in Binga, Hwange, Lupane and Victoria Falls. This is a notable achievement given the patriarchal nature of marginalized communities where the programme is implemented. There was also increased participation of marginalized communities in public affairs through the programme’s approach of bringing dialogue to rural communities with limited access to information.

Youths have benefitted from the programme through capacity strengthening initiatives in project planning, basic corporate governance, gender mainstreaming, financial management and resource mobilization. The programme brought more solidarity and facilitated adoption of common positions for example through the “Go Out and Vote Campaign”. The programme provided an alternative and non-violent platform for young people’s participation. Bringing students and unemployed youths in rural and urban areas together has given the programme recognition as supporting real participation for young people in Zimbabwe’s political and electoral processes. Furthermore, young women in tertiary institutions have been capacitated in leadership and empowerment. Although youth participation has improved, there are still gaps in ensuring participation beyond tokenism. Although the programme focuses on empowering young women, female representation at NPA partner organisation level is still low. Out of five members of the YIDEZ secretariat, two are women while two of the three members of Young Voices Network are male. There is also a marked lack of youth participation in the larger NGOs and at the community level with no programming in place to engage them in the process.

Before the programme, there was one female student in the Student Representative Council at Mutare Teachers’ College which increased to five after the programme intervention in young women leadership and empowerment training through The Women’s Trust

Young people have been involved in the National healing and reconciliation process in Hatcliffe through YVN

On the other hand, little has been achieved in terms of equitable distribution of resources. In Mutoko, community members successfully lobbied and advocated with companies mining black granite in their area to provide food, transport and machinery. The Chinamhora community managed to improve their livelihoods through income generation by selling their products at competitive markets. There has been an increased proportion of fruits and vegetable produce sold as processed (from almost nil before start of programme to 5% to date). However, there are limited linkages between communities and markets making it difficult for organisations to effectively benefit. The programme may assist in creating linkages with national markets as well as agricultural production capital providers like the Small to Medium Enterprises Development Corporation to facilitate sustainability. The programme supported self reliance at Mutoko community level through Income and Savings Lending (ISL) while training has been provided to ISL members. In addition, more than 30 groups of mostly women have been formed to

encourage and anecdotal evidence show an indirect link with reduced economic related gender based violence. Through the programme, women are venturing into formerly male dominated areas like carpentry in Chinamhora although socio cultural and political barriers still hinder attainment of economic independence. The quote below came from a woman who benefitted from the programme:

“Baba ndava kutotiwo oyi mari yekudoro kubva pane yangu yandinenge ndashandira. Handichanetsana navo nokuti ndinokwanisa kubhadhara dibha neschool fees pachangu. Uyezve ndave kupfeka hembe dzandinoda” (I can now give my husband some money from my earnings. We don’t fight over finances anymore as I can buy myself clothes, pay school fees for my children and run the household) (Women FGD Participant in Nyanga)

Overall, significant progress was made towards the NPA Zimbabwe programme long term goal of *“A populace that defend democratic rights and the distribution of power and resources have contributed to improved socio-economic and political order in Zimbabwe”*.

2.1.3 Towards achievement of the immediate term development goal “Organized men and women in Civil Society mobilised to influence policies, decisions and practices that affect them”

The programme made commendable progress towards the immediate term goal given the background of a difficult operating environment for civil society due to repressive legislation such as the Public Order and Security Act (POSA) and the Access to Information and Protection of Privacy (AIPPA) which limit freedom of expression and assembly.

Participation of civil society was enhanced through holding of regular Non Governmental Organization Expos, broad civil society consultative and strategic planning meetings/conferences at national and regional levels (i.e. Harare, Masvingo, Gweru, Bulawayo and Mutare). This enabled the civil society to discuss and strategize on policy, democratization and other development issues. Civil society meetings increased coordination and consensus by CSOs in different sectors and parts of the country. There was engagement with marginalized citizens through public meetings, district consultative meetings and thematic area think tanks around education, youth, lands and agriculture as well as local government. The programme contributed to the mobilization of civil society in a nationwide campaign called “Make Our Vote Count (MOVCC)” to protest against the delayed release of March 29, 2008 election results. Civil society further demanded accountability from the Zimbabwe Election Commission (ZEC). Furthermore, the programme supported the “Wither Zimbabwe Conference” where the broad civil society agreed that only a negotiated political settlement that results in the establishment of a transitional authority would break the 2008 political impasse. An end to violence and lifting of the suspension of Non Governmental Organization (NGO) field operations were among the preconditions put forward by civil society. With programme support, civil society called for constitutional reform, creation of an enabling environment for free and fair elections, media pluralism, framework for economic recovery, transitional justice and resuscitation of the social service delivery system.

The programme supported formation of the Zimbabwe Community Based Organization Network system and developed the network’s capacity build to coordinate and strengthen CBO efforts in the country.

Several broad civil society advocacy efforts at local, national, regional and international levels were supported by the programme. For example the suspension of NGO field operations was lifted due to mounting pressure from civil society (including NPA programme support). There was also support for lobbying against targeted arrests of civil society activists such as Jestina Mukoko, the Zimbabwe Congress of Trade Union (ZCTU), NANGO, ZimRights, Zimbabwe Peace Project (ZPP) and Women of Zimbabwe Arise (WOZA) to mention a few.

Case Study: Successful lobby against the amendment of the PVO Act and Deeds Act (2004, NGO Bill)

In May 2009, with support from NPA a draft Memorandum was submitted to the Cabinet Committee on Legislation by the Ministry of Justice and Legal Affairs and the Ministry of Labour and Social Services. The following advocacy steps were taken to lobby against the intended amendment.

Consensus building workshops were held in the regions (Harare, Bulawayo, Masvingo, Mutare and Gweru) and thematic sectors to identify and agree on the nature of the problem—the desire to stifle NGO operations particularly Trusts. The supported broad civil society body (NANGO) continuously mobilized its members to approach relevant ministries. Churches were also roped in because of their influence. Civil society approached relevant ministries and members of parliament to dialogue and lobby against the bill. Both the mass and electronic media such as emails and websites were used to distribute information. In the end, the government facing onslaught from united civil society shelved the proposed amendments on the registration of trusts.

The programme has also strengthened the voice of vulnerable groups in the community such as informal sector workers through the Zimbabwe Chamber of Informal Economy Association (ZCIEA). The strengthened ZCIEA has had meetings with different local authorities like in Chitungwiza, Gweru and Bulawayo resulting in allocation of more working space and residential stands for members.

ZCIEA Achievements as a result of NPA Programme Support

- Election of 4 councillors and 2 senators from ZCIEA structures
- Building of a fence for Jambanja market in Chitungwiza
- Allocation of flea market spaces in Bulawayo
- Allocation of residential stands for low income housing in Gweru and Bulawayo

Civil society has finally gotten recognition from government as a key player in policy and development. The government now consults civil society on key policy and development issues such as the proposed individuals to sit in the thematic commissions of which twenty four have so far been accepted. About 6.6% of the names officially accepted for the constitutional outreach programme came from civil society. However, there is a trend where people within civil society are joining government especially through the MDC. Although there may not be problems arising from this trend, it has somehow blurred the distinction between civil society and opposition politics. It may also make civil society less critical of government.

Young people within civil society had their capacity strengthened so that they meaningfully contribute to the development process. Capacity building was provided in project planning and management, resource mobilization, financial management, gender, Human Immuno-deficiency Virus (HIV) and Acquired Immuno Deficiency Syndrome (AIDS) awareness, and corporate governance. Through young people advocacy efforts, 21 youth organizations came together to develop “ten vital demands” that young people made to policy makers. A “Sisters for Solidarity Movement” was formed under the theme “Domborevasikana-Rock of Sisterhood”. The strengthened youth network has held various advocacy meetings with the Ministry of Youth on issues such as the need to review the national youth policy, popularizing the African Youth Charter and relocating the National Youth Council from the Ministry of Youth to a more independent location. The evaluation noted that some programme partners are overly hostile and confrontational in engaging with government. Although this may be a result of government

hostility towards civil society, it may be critical for programme partners to focus on strategies that are less confrontational and that are likely to result in tangible results. A shift in strategies by ZCIEA from demonstrations to strategic lobbying provides an example of how positive engagement may be beneficial.

At regional and international level, the programme supported advocacy efforts for Zimbabwe civil society positions to be considered and included in policy efforts for example at the Southern Africa Development Community (SADC) Poverty Forum in Mauritius (2008), Civicus World Assembly, Africa Social Accountability Conference and SADC-CNGO preparatory meeting for the SADC summit in 2008.

2.2 Programme Design (Funding Modalities – Long Term and Responsive)

The NPA Programme design adopted both long term funding and short term responsive funding. This strengthened the effectiveness and relevance of the programme within the unpredictable Zimbabwean operating environment. The major design strength of the programme is evidence based programming through baseline studies and the Rights Based Strategy Mid Term Review (2004-2007). The programme was preceded by baseline surveys conducted through strong community and local government participation. Community and local government involvement was done throughout the whole programme cycle from design, implementation and monitoring and evaluation. The Programme also worked with and through existing community based organization so that capacity and training have full local participation and where outputs will be sustained through local structures. This resulted in programme ownership by beneficiary communities and also enhanced programme sustainability well after the programme ends.

Flexibility is the other design strength where implementing partners are given the opportunity to write their own ideas to address marginalized community needs. NPA does not prescribe to its partners how to engage with its beneficiaries e.g. Crisis Coalition recognised that to reach a diverse community, creative methods would need to be used to reach its beneficiaries and used community theatre and road shows to educate and inform people about the constitution. Programmes are not imposed by NPA but only guided which brings the strength of partnerships where the relationship is not that of a donor-implementing partner but of equal partners which has enhanced programme effectiveness. NPA recognizes that partnerships are context specific and must adapt to local conditions with respect to values, economic, social, cultural and political conditions and the strength of civil society. Partnerships are subject to dynamic interactions, changes, and external factors, calling for continuous analysis of the context and the relationship. This flexibility in partnership has improved effectiveness especially in the fast changing Zimbabwean operating environment.

Through the responsive fund, the programme managed to address emerging marginalized community needs such as the political violence victims, the continuation of a woman's pressure group organization when its leadership was in jail and displaced farm workers needs. Support to the 16 days of activism helped achievement of programme NPA global goal, NPA Zimbabwe long term and immediate term goals.

The mix of national level and community based organizations has ensured that the programme achieves both national level and community level results whilst strengthening the effectiveness of CBOs. The design allows for linkages and strong cross learning among partners i.e. among national partners, CBOs, and between national and community based partners through partner visits and regular annual partner meetings. Meetings allowed partners to share experiences, best practices, challenges faced and coping strategies hence enhanced the programme's capacity to achieve sustainable impact on a small budget.

Results based management (RBM) is beginning to bring positive results in terms of results focused programming though it came in the middle of the programming period. If RBM is done systematically with adequate resources provided by NPA, more results could be achieved and documented. However, this needs to start at NPA level, flowing down to implementing partners as currently there is no clear country level results based monitoring and evaluation framework.

However, the low level of funding for the programme for both national and community based organizations constrained their effectiveness. While the evaluation acknowledges the absorptive capacity of CBOs was poor at design stage, the low funds to CBOs was a major design weakness. Another design weakness is lack of a country level gender policy given the specific gender needs of Zimbabwe; it is difficult to use an old international policy which may not be largely relevant to the local context. Lastly the programme does not have a clear exit strategy and this may compromise overall programme sustainability.

2.3 Partnerships

NPA sees partnership as a two way cooperative relationship, sharing the complementary resources of various partners in terms of finance, skills, technology, information, knowledge of particular realities and thus power-in order to fulfil their objectives related to oppressed social groups (Norwegian People's Aid Partnership Policy, 2009).

2.3.1 NPA Regional Office

The NPA regional office is crucial in ensuring harmonisation of programmes especially those with regional impact. The regional office also focuses on regional level advocacy which also compliment country level efforts to promote democracy. A key example is lobbying needed at SADC level for example on the need for SADC to be more decisive in dealing with the leadership challenges in Zimbabwe. The SARP MTE succinctly noted that, "The pressure and space within SADC needs to be used more cohesively and strategically by civil society." The regional office then provides a platform through which this space can be used cohesively. The regional office and NPA Zimbabwe meet three (3) to four (4) times annually to discuss and share information and issues. In addition, some national level partnerships are also replicated at regional level making collaboration more effective. An example is that Crisis in Zimbabwe Coalition, which is partnering NPA Zimbabwe feeds into the Crises Regional office which has linkages with the SARP

2.3.2 Norwegian People's Aid

NPA Zimbabwe has done well in managing diverse partnership needs of implementing partners whilst ensuring effective programme implementation. NPA Zimbabwe programme partners acknowledged that their partnership with NPA is two way and open. When NPA observes that a partner has a capacity gap, they do not stop supporting the partner but instead built their organizational capacity for example financial management and results based management trainings have been offered to all programme partners. The programme has created partnership and knowledge sharing. Openness is evidenced by NPA Zimbabwe giving programme partners the opportunity to meet and address NPA international leadership/Norwegian government visitors when they visit the country. A number of partners have also visited the NPA Head Office on their own. This is a strong sign of an open and mutual relationship.

Figure 3 below shows NPA partners by type of organisation.

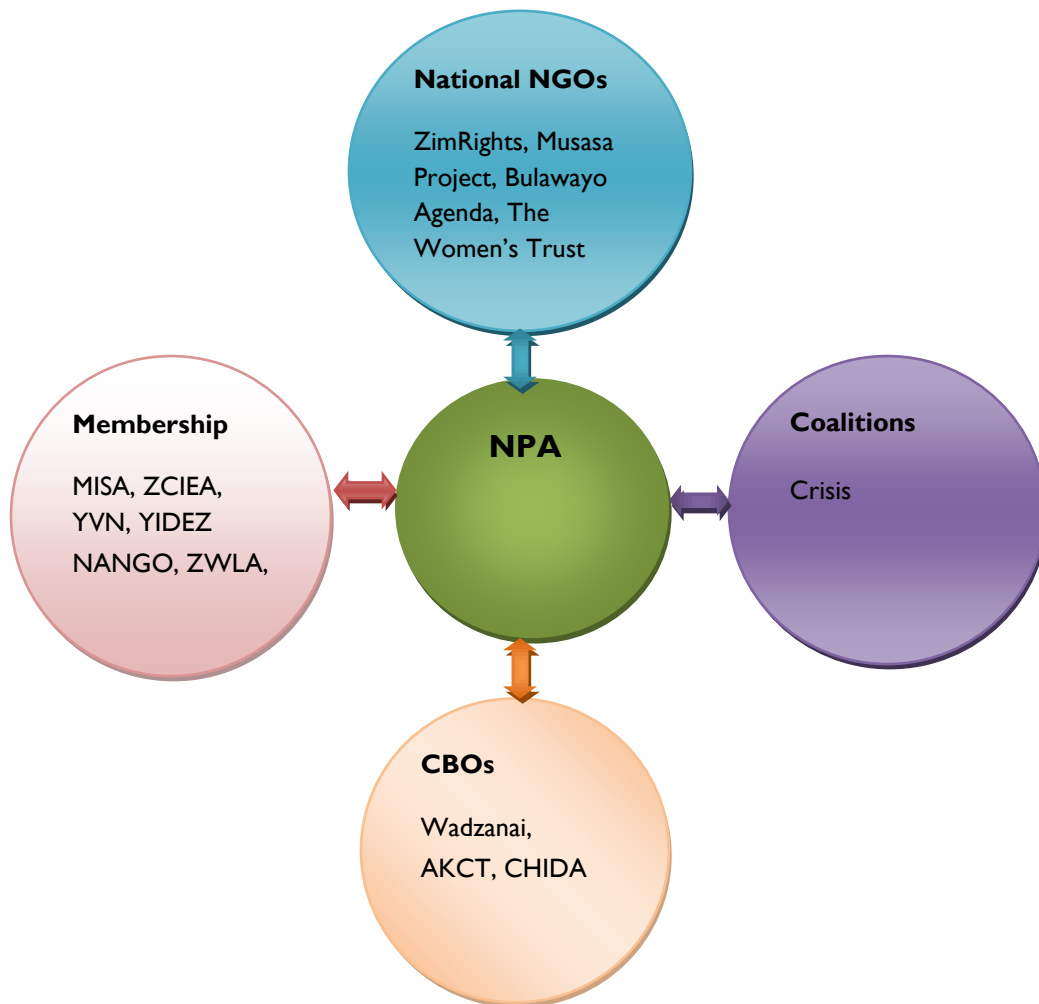


Figure 3: NPA Partners by Type of Organisation

Solidarity has been bedrock of the NPA Zimbabwe programme, given the operating environment of unpredictable political environment coupled with political violence. NPA has

the responsive funding budget line to address crisis such as political violence for example in 2008 through the Women's Trust the programme provided blankets and food to victims of political violence. NPA Zimbabwe is one of the few donors that directly provide funding to Community Based Organizations in their quest for democratic rights, defending these rights, and the struggle for an equitable distribution of resources at community level. Funding 16 days of activism is strong solidarity in reducing domestic violence in Zimbabwe. NPA Zimbabwe go beyond financial relationships as even those partners that the programme is no longer funding still have contact and work closely with the country office for example Kajiwa in Mutoko.

However, partners feel that at times though rarely, there are some elements of donor-partner relationship as they feel that at times NPA Zimbabwe actions do not depict equal partnership. This can be attributed to partners not following set and agreed guidelines like submitting acceptable annual audit and programme reports on time. Partners need to be trained more on meeting their contractual obligations as not doing this negatively affects the partnership approach which the NPA programme its foundation on.

2.3.3 Membership Organizations

NPA Partnerships with membership organizations has been a success as NPA Zimbabwe provides enough room for creativity, and allows them to drive their own agenda. NPA Zimbabwe has an open door policy where partners can come in and discuss issues affecting their programmes and are offered advice. Institutional capacity development and policy development capacity has strengthened membership organizations. They feel that the relationship goes beyond money, as it encompasses mutual exchange of ideas and advisory knowledge exchange. Access to international platforms has allowed membership organizations to lobby and advocate at international and regional fora.

The fundamental shift from conducting meetings in towns to rural areas has resulted in membership organizations reaching marginalized communities. This has seen growing membership especially among marginalized communities and has also provided an opportunity to address rights of these communities. However, low funding levels have limited the reach of membership organizations as their membership is across the country and reaching rural communities and addressing their democratic needs requires more financial resources.

2.3.4 Non Governmental Organizations

Partnership with NGOs has been mutual and was characterized by constant communication, partner exchange and synergies. NPA Zimbabwe has an open door policy and NPA programme officers take time to visit partner offices and the field to discuss issues and map strategies. The programme has greatly supported coordination of civil society through support to the National Association of Non Governmental Organizations (NANGO). Institutional capacity strengthening has been provided to NGOs especially in civil society coordination and speaking with one voice. Annual partners meetings have strengthened relationships among NGOs. Limited partnerships at regional levels have been facilitated through exchange visits example Ethiopian organizations came to Zimbabwe. Little has been done by the programme to support and facilitate partnerships beyond Zimbabwean borders.

2.3.5 Community Based Organizations

This is one component that NPA Zimbabwe has made huge successes in partnerships. Most funding partners shun CBOs due to their several inadequacies which is not the case with NPA. The programme has managed to fund three CBOs and strengthened their governance, programme management, and financial management structures. The programme has further improved CBO visibility within communities. National and regional networks of CBOs have been created and capacity strengthened. The importance of CBO linkages with national NGOs with more programming experience and reach cannot be overemphasized. The programme has facilitated exchange visits and cross learning among CBOs, strengthening their operations and networks e.g. ZWLA and AKCT work together to provide free legal aid to women in the Mutoko area who are affected by domestic violence. NPA Zimbabwe still has mutual relationships with CBOs irrespective of their capacity challenges and funding gaps. NPA is patient enough when dealing with CBOs and this has made learning easier for CBOs and strengthened community self belief and programme ownership.

Low funding and institutional capacity threatens to derail progress that has already been achieved by CBOs. More exchange visits with other Zimbabwean CBOs and possibly regional and international exchange visits could help to widen the horizon of CBOs.

2.3.5 Coalitions

Coalition partnerships are not easy to manage given the diverse nature of organizations that constitute them. NPA's approach to partnerships of respecting partner organizations agenda and their varying contexts as well as avoiding standardized approaches was the major success factor in coalitions. Recognition that partnerships are context specific and must adapt to local conditions with respect to values, economic, social, cultural, and political conditions and the strength of civil society is also a success factor for coalitions. Furthermore, access to regional and international platforms has allowed coalitions to lobby and advocate at international and regional fora.

NPA's focus on grassroots communities has resulted in coalition organizations conducting outreach campaigns and road shows to rural and marginalized communities. However, low funding levels have limited the reach to rural communities as outreach services are expensive and require more financial resources to addressing their democratic needs.

2.4 Programme Relevance

Relevance is defined as the extent to which the objectives of the NPA programme have remained consistent with beneficiaries' requirements, and country needs, i.e. to the operating context. The evaluation team found that the programme has been and remains very relevant at all levels.

2.4.1 Addressing Community Needs

The NPA programme is and continues to be relevant to the Zimbabwe community context where according to the UN Joint Work plan For Gender (2007) an estimated one in three (1:3) Zimbabwean women is living in an abusive intimate relationship while one in four (1:4) have

experienced some form of domestic violence. Whilst gender-rights violations are entrenched within the patriarchal system which emphasizes masculinity and the dominance of men over women, the socio-economic situation has witnessed an increase in women and girl child abuse cases. The economic hardships have added emotional stress on many families and many men vent off their frustrations of failing to play their “masculine” role through physical abuse and women are the easy target. A majority of women endure hardships because of economic dependency. Disinheritance of widows is still rampant in Zimbabwean communities especially in marginalized rural areas. Poverty levels are still very high with the majority of the population living below US\$1/day and unemployment rates above 80%. The polarized and undemocratic political environment still exists and the situation is worse in marginalized rural areas. Economic resources are firmly under control of a few men. Generally there is limited youth participation in all development process.

2.4.2 Addressing National Level Needs

Resources are still in the hands of a few men for example, the land reform programme models (A1 and A2) are heavily skewed in favour of men despite women having the highest number of participants in this sector. At the conclusion of the Land Reform Programme only 18% of beneficiaries under the A1 model (peasant farmers) were female-headed households while under the A2 model (commercial farmers) they constituted only 12%. Those who applied for land together with their husbands often had the land registered in the husband’s name. This has created a potential inheritance problem in the event that the husband dies first. There remain high dangers of the wife being disinherited by the husband’s family (National Gender Equality and Women’s Empowerment Strategic and Action Plan (NGEWESAP), 2008-2010).

The political environment remains highly polarized to the extent that most marginalized rural areas are not easily accessible to NGOs doing democracy work and youth participation is viewed as male and political. This has made implementation of programmes that have a political connection very difficult, gender equality and women’s empowerment is no exception. Enactment of laws such as the Access to Information and Protection of Privacy Act (AIPPA) and the Public Order Security Act (POSA) continue to make the operating environment difficult.

According to the World Bank April 2006 World Development Indicator Data Bank, while sub-Saharan Africa average Gross Domestic Product (GDP) has been a positive 5.3%, Zimbabwe has experienced a negative GDP growth of 7% sufficing to be named a Low Income Country Under Stress. Structural unemployment (counting those in the informal sector as unemployed) has risen to more than 80%.

As evidence of relevance to local and national needs, the evaluation noted through the programme, there have been an increased number of women with knowledge on substantive and procedural law who are able to represent themselves in court. There is also improved knowledge and understanding of the Domestic Violence Act (DVA) and its Regulations by the judiciary which will positively affect people who intend to use this law. Community Based Organizations (CBOs) and faith based organization have had their capacity to implement the DVA improved especially on how to effectively deal with domestic violence cases and being able to complete protection order forms on behalf of victims. Economic empowerment

projects through incomes, savings and lending (ISL) have also helped reduce economic GBV as women do not always have to beg for money from their spouses. Youth participation especially young women have also improved while livelihoods of poor rural communities have been enhanced.

Community capacity has been strengthened to the extent that they can approach local authorities and their constituency representatives on human rights, democracy and governance issues. There is notable increased awareness on human rights, governance, rule of law and democracy issues in marginalized communities of Zimbabwe. Marginalized Zimbabweans are now informed and participating more in the current constitution development process.

In addition, civil society is getting recognition from the government as a key player in policy and development. Young people within civil society were capacitated and are beginning to meaningfully contribute to the development process.

However, the geographical scale and levels of funding are too small given the magnitude of needs within communities and at national level. There is always a risk of raising community and national expectations with small grants which the programme cannot fulfill. The programme has so far not done much to address equitable distribution of resources at national level.

2.5 Programme Monitoring and Evaluation (M and E)

This evaluation defines monitoring as a continuing function that aims primarily to provide programme or project management and the main stakeholders of an ongoing programme or project with early indications of progress or lack thereof in the achievement of programme or project objectives. Evaluation is an examination which is as systematic and objective as possible of an on-going or completed project or programme, its design, implementation and results, with the aim of determining efficiency, effectiveness, impact, sustainability and the relevance of the objectives.

NPA Zimbabwe

The NPA programme M and E system is on the right track as the whole programme is informed by the baseline study conducted in July 2007. The revised Zimbabwe Country Programme provides some output level results and indicators. Programme Officers conduct partner visits and communicate to check on progress in line with agreed goals and objectives. Where programme activities are not satisfactory, corrective action is immediately taken with full participation of implementing partners. Partners submit half yearly and annual programme and audited financial reports to NPA Zimbabwe in line with NPA reporting format. NPA Zimbabwe produces quarterly and annual country reports for NPA head office. NPA Zimbabwe also produces annual reports for sharing with implementing partners. Mandatory annual financial audits are a good tool to monitor effective resource utilization by partners. The ongoing results based management training and subsequent implementation is a positive step towards strengthening the NPA Zimbabwe M and E system. Evaluations are critical and allow the programme to reflect on progress made as well as take corrective action.

Besides significant progress made on M and E through the NPA Zimbabwe multi-annual plan which has planned outputs/results and Indicators (not disaggregated by output, outcome and impact level indicators), there are areas that need strengthening. The programme lacks a comprehensive M and E framework/plan with indicators at all levels i.e. output, outcomes and impact level indicators in line with goals, objectives and activities, Baseline and Target values for indicators, Definitions of indicators, Data sources, Data Collection/Indicator Collection Frequency, Responsibility for Indicator (s) Data Collection, Budget (cost of collecting each data source/indicator). The M and E framework/plan should be developed and widely shared with all implementing partners for effective data collection, monitoring, evaluation and reporting of programme achievements. Partner feedback mechanism through sharing annual programme reports and baseline study findings need strengthening.

There is no M and E focal officer at NPA Zimbabwe level and adding M and E functions to an already overwhelmed programme officer has greatly contributed the above M and E challenges within the programme

Implementing Partners

NPA partners especially CBOs lack basic M and E skills and do not have M and E systems in place. They respond to funding partners needs whilst there is limited internal analysis and use of programme data and results. Although NPA emphasizes the need for baseline studies, partners do not consistently conduct baseline studies. Some partners conducted baseline studies before programme inception whilst some are in the process of conducting baseline studies mid way into the programme. Though NPA has done well in capacitating partners in results based management (RBM), based on documents up to the 2009 annual reports the conclusion is that partners are still struggling to understand and effectively implement their programmes and report in a results based manner. However, NPA indicated that there is a marked improvement in the quality of reporting because of the 2010 RBM training. NPA Zimbabwe contracts with partners are clear on timelines for submission of annual programme and financial audit reports but partners still submit acceptable reports late affecting disbursements and programme implementation. This can be attributed to general lack of M, E and reporting skills by implementing partners. Lack of or limited resources dedicated to M&E at partner organisation level have further compounded the situation.

2.6 Program Efficiency

This is a measure of how economically resources/inputs (funds, expertise, time, etc.) have been converted to results. In the evaluation, efficiency was measured by the cost of reaching a single household. Using this measure, the most efficient program is the one that has the least level of investment in reaching a household while the most inefficient is the one with the highest expenditure in reaching a household. However due lack of programme beneficiaries data for the partners, it is not possible to do a quantitative analysis of programme efficiency. A qualitative analysis will thus be done.

The NPA programme has largely been efficient given the low levels of funding, unfavourable socio-political environment, hyperinflationary environment and unfavourable Reserve Bank policies in 2008. The achievements have been significant at both national and community level.

The mix of both national level and grassroots level organizations has enhanced the programme's ability to achieve sustained results from limited budgets. Mandatory annual financial audits have minimized resources slippages and ensured that financial resources are used for intended purposes at both national and community levels.

NPA Zimbabwe's finance and administration processes are robust and efficient. NPA uses a custom-made integrated financial management system called AGRESSO which is web based. All financial information from the partners is loaded into the system and uploaded and stored at the NPA Head Office. This ensures the integrity of the information and security of their programme data. There is evidence of good communication between the NPA finance officer and the partner finance officers, with the NPA finance officer frequently responding to partner queries and assisting with financial reports (e.g. the NPA finance officer assisted the Wadzana finance officer with the mid-year report for 2010 which she was struggling to put together).

It is evident that all partners had a good understanding of the NPA contractual and reporting procedures and requirements. NPA's consistency throughout the partnership meant that the partners have had sufficient time to understand NPA's requirements. Most of the partner also praised NPA's open door policy in regards to moving funds between budget lines (virementing of funds) and they found NPA to be flexible in this regard compared with other donors and funding partners. Bookkeeping procedures were observed to be sound for most partners with evidence of payment request forms/voucher being used for all project expenses with different authorisation levels to ensure transparency provided. There was also evidence that reconciliation of budget and actual expenses done regularly in Excel, with variance reports produced at mid-year as required by NPA. In addition, all of the partners used Pastel as their accounting package.

Efficiency has however been constrained by low levels of funding and stretching of the few financial resources across the country and among several partners rather than focusing on a few programme areas and partners with higher funding levels. Focusing the funds will have more sustained impact and will be easy to manage for the NPA programme team. Late disbursement of funds from NPA as a result of partners delay in sending the annual financial audit and programme reports has led to delaying of activities as a result work plans are pushed out with reduced implementation time. Furthermore, funding allocation for programme administration was viewed as inadequate to cover basic programme administration and not enough to cover partner programme staff costs which have negative implications on efficient resource utilization.

2.7 Gender Mainstreaming/ Women's Participation

One of the main strengths of the NPA programme was the deliberate effort to ensure targeted gender mainstreaming with specific focus on greater women and girls participation in programme activities. This approach is relevant to the Zimbabwean context where access to resources and power is biased towards men. Also gender based violence and other human rights violations are perpetrated against women and girls in general. Though women were the primary target, men were also part of the programme beneficiaries as they need to understand the importance of women and girls participation in economic development and democratization

of the country. They are the major perpetrators of GBV and other human rights abuses; hence their involvement was a necessity.

However, the major weakness of the gender mainstreaming/women participation approach was lack of a country specific gender strategy and gender tracking tools for NPA Zimbabwe and all programme partners. This has resulted in different methods and approaches used in mainstreaming gender and women participation in the programme. Harmonizing programme results in gender and women's participation becomes difficult without harmonized approaches and progress indicators (i.e. output, outcome and impact). A major gap identified is the low funding for women led and women empowerment organisations. ZimRights and Crisis got the highest funding (10% each) and they are both led by men.

2.8 NPA Zimbabwe Program Challenges

Though the programme was largely effective and efficient, it faced a number of challenges i.e. both within the programme and external namely:-

- Partner organizations failing to understand and utilize the partnership concept. “People still expected to be told what to do time after time”. There may be need to revisit the partnership concept with all programme partners to ensure agreement on the meaning of partnerships as well as partners’ responsibilities within the arrangement.
- Small/limited funds being given to the partners. Implementation of only a part of the whole idea from partners due to limited funds. Fitting partner activities into the funding received was difficult.
- Changing operating environment; the programme started in 2008 at the height of the political and socio economic crisis and strategies were consistent with the situation obtaining then. However, a shift in the operating environment and the fact that the MDC (which was a key ally of civil society) is now part of government requires a shift in strategies and approaches. Pre GNU approaches were largely confrontational but the current situation may require identifying new platforms and approaches to engage with government. Some organizations indicated that they will not work with a government department where there is no MDC representation reflecting misinterpretations on the role of civil society
- Late disbursement of funds due to partners not complying with the contract agreement. There may be need to jointly develop (as partners) mechanisms that ensure all partners read and understand contracts and obligations they have in order to facilitate disbursements. Organisations delayed in submitting reports leading to delays in the audit process which is a pre requisite for new funding.
- Lack of documentation of programme activities i.e. best practices and success stories. There is no documentation strategy and the evaluation team was told of innovative programmes which were not supported by any documentation. and
- Class struggle as people within the informal economy (ZCIEA members) felt excluded from national processes hence they chose not to participate. Consequently, their views and issues were often absent in local and national level discussions on democracy.

2.9 NPA Zimbabwe Programme Sustainability

This evaluation defines sustainability as the continuation of benefits from the programme after completion of the programme, the probability of continued long-term benefits and the resilience to risk of the net benefit flows over time. The evaluation examined sustainability in the context of consistency with national and local government policies, stakeholder participation and programme ownership, knowledge and skills, collaboration with central and local authorities, and funding diversity. Where there were gaps, the evaluation recommends actions to fill the gaps during the last 18 months.

2.9.1 Consistence with National and Local Government Policies

At national policy level, the evaluation found the programme consistent with government policies, for example the Domestic Violence Act which seek to minimize and eventually eliminate domestic violence within communities. The programme is also consistent with the Global Political Agreement which seeks to democratize the political space, and the current constitutional outreach programme. Economic empowerment programmes complement STERP I and II in terms of poverty reduction among the poor and marginalized communities. As a result, the NPA programme goals and objectives still remain part of national development programmes in Zimbabwe beyond the 2008-2011 funding period hence it is sustainable to a larger extent in this regard. Implementing partners across the programme have directly and indirectly increased their engagement with policy makers¹¹. The approach of engaging national and local governments is more sustainable in the long run as compared to confrontational approaches.

2.9.2 Stakeholder Participation and Program Ownership

Stakeholder participation at all levels from NPA Zimbabwe, implementing partners and beneficiary communities has been high within the programme. Stakeholders participated in the programme design as they were consulted in the 2007 baseline survey that informed the whole programme strategy. Stakeholders were also consulted during implementation through technical monitoring visits and during evaluation. Accordingly, one stakeholder said, *“the fact that there were a number of different organizations and partners (for example the police Victim Friendly Unit, Councilors, other CBOs, local leadership including headmen and chief) involved meant there has been some interesting exchanges of ideas and sharing of information has been quite good”*. More importantly, participation of local communities in planning and implementation of various interventions has been instrumental in creating programme ownership at community level.

The involvement of and strengthening capacity of community-based organizations and the community paralegal volunteers/peer educators will ensure backup technical support is available

¹¹ Civil society part of the constitutional outreach committee (constituting 6.6%) and civil society recognized as key in the socio-economic and political development of the country. Involvement of the programme in the National Youth Council and advocacy for the revision of the national youth policy in line with African Youth Charter. Engagement of the government through Women in Land for equitable distribution of land between men and women. The Chiadzwa diamond issue, where the Civil Society advocated for the open sales to enhance accountability of realized revenue.

in the programme areas after the programme ends. High levels of participation of beneficiaries in the programme, complemented by the support of local and traditional leaders, has promoted ownership and hence sustainability of programme interventions.

2.9.3 Knowledge and Skills (Capacity Building and Capacity Gaps)

Implementing partner organizations have gained additional knowledge and skills from the NPA Zimbabwe programme. This is more pronounced among CBOs and youth organizations. The programme “*laid a foundation on which other donors can lay bricks*” to quote one stakeholder. Capacity was built in project planning and management, resource mobilization, financial management, gender, HIV and AIDS awareness, and corporate governance. The importance of the recent capacity strengthening in results based management cannot be overemphasized in bringing programme sustainability. The advocacy skills that community civil society got from the programme will be useful beyond this programme for example residents associations that have been formed will continue demanding their rights while the informal sector workers are represented through ZCIEA with youth participation in national development also increased among others.

2.9.4 Collaboration with Central and Local Authorities

Implementing NGOs have been working generally well with local government structures at district and community levels especially within anti gender based violence, incomes, savings and lending (i.e. economic empowerment), women’s empowerment and youth empowerment activities. This is sustainable in the long run as central and local authorities such as the victim friendly units, councillors and traditional leaders (headman and chiefs) will always be there to further programme activities even after the programme end. However, the situation is different for democracy related activities where most local authorities in rural and marginalized areas are not open enough as this is seen as furthering the interests of former opposition parties rather than the interest of the beneficiary communities.

2.9.5 Funding Diversity

Diversification of funding among programme partners has two faces that is, national NGOs and CBOs. National NGOs have diversified funding sources and on average funding from NPA constitutes 10% which means they are sustainable and will be able to continue carrying their funded activities though at a reduced scale. On the other hand, CBOs rely entirely on funding from NPA (100%), this is not sustainable if the programme funding ends, and it may literally mean the end of current community level interventions assuming all other factors are constant. Most CBOs have minimum resource mobilization skills and networks and this requires strengthening in the next 18 months.

Overall the NPA has done well in ensuring programme sustainability. However lack of a well documented exit strategy will compromise sustainability of NPA Zimbabwe programme results. A programme *Exit Strategy* is a plan describing how the NPA Zimbabwe programme intends to withdraw its resources while ensuring that achievement of the programme goals is not jeopardized and that progress towards these goals will continue. *Exit strategies*, when planned with partners in advance of close-out, ensure better programme outcomes and encourage commitment to programme sustainability. In addition, good *Exit Strategies* can help NPA Zimbabwe resolve tension that may arise between the withdrawal of assistance and

commitment to achieve programme outcomes. Conversely, without Exit Strategies, programme transitions and exits are likely to be more haphazard and unsustainable.

2.10 Implementation Modalities

Figure 4 below gives an overview of the NPA Zimbabwe Programme implementation modalities.

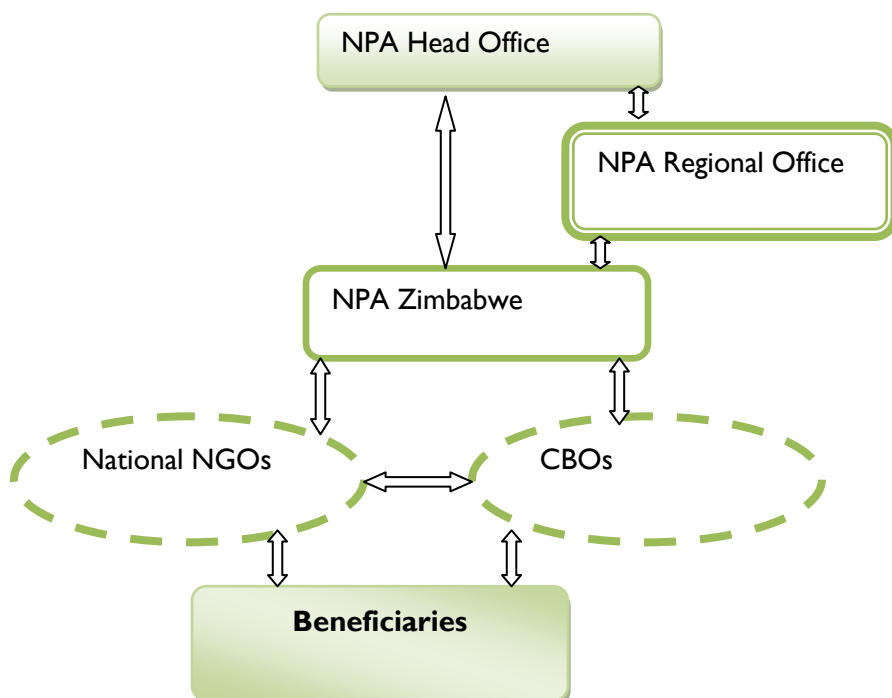


Figure 4: Programme Implementation Modalities

The Programme implementation modality consists of NPA Zimbabwe reporting to NPA head office in close consultation with the regional office which also offers technical backstopping when need arise. The regional office links the country office with other country programmes in the region. If NPA Zimbabwe satisfies the audited financial and programme reporting requirements for the preceding year then the funds for the current year are released. At country level both National and Community Based Organizations implement directly to the beneficiaries on the ground. National NGOs strengthen the capacity of CBOs and work closely with CBOs in various areas where they have competitive advantage at national level. For example ZWLA and AKCT in gender based violence and MISA and AKCT on newsletter production. This close working relationship has ensured that the programme achieved national level results at the local marginalized community levels. This is an innovation which needs replication when more resources are available. This has also helped to strengthen local communities and enhanced the sustainability of programme achievements beyond NPA support.

3 Strengths Weaknesses Opportunities and Threats Analysis of the Norwegian People's Aid Program

3.1 Strengths

3.1.1 Partnership Approach

This is one of the major strengths of the programme as NPA views partnership as a two way cooperative relationship, sharing the complementary resources of various partners in terms of finance, skills, technology, information, knowledge of particular realities and thus power-in order to fulfil their objectives related to oppressed social groups (Norwegian People's Aid Partnership Policy, 2009). NPA Zimbabwe has done exceptionally well in managing the diverse partnership needs of implementing partners whilst ensuring effective programme implementation. This has been facilitated by the fact that NPA gets into partnership with organizations with compatible visions and values to NPA's global long term, and Country Long term goals. NPA recognizes that partnerships are context specific and must adapt to local conditions with respect to values, economic, social, cultural and political conditions and the strength of civil society. There is no one size fits all approach to partnerships. NPA also acknowledges that varying access to resources and authority may create relationships of inequality between parties, resulting in a traditional donor-recipient relationship. NPA's cooperation with partners has made significant progress to reduce such imbalances.

Key Program Strengths

- Partnership Approach
- Programme Implementation time
- Flexibility
- Evidence Based Programming and Strong Stakeholder Participation
- Linkages between CBOs and national NGOs

3.1.2 Programme Implementation Time

The NPA Program was designed as a 4 year programme. The length of programme implementation time (4 years) is long enough for changing strategies which did not work and for building capacity of national NGO and local communities to manage development leading to achievement of long term sustainable results. It allows local partners to build their own capacity to implement the programme.

3.1.3 Flexibility

The Program has been flexible in allowing a diversity of approaches to be used by implementing partners in meeting common programme goals and objectives. Partners are given the opportunity to write their own ideas to address marginalized community needs. This flexibility in partnerships has improved effectiveness especially in the fast changing Zimbabwean operating environment. Through the responsive fund, the programme was flexible enough to address emerging marginalized community needs such as the political violence victims and displaced farm workers needs.

3.1.4 Evidence Based Programming and Strong Stakeholder Participation

Overall, the NPA Zimbabwe programme design was needs driven. The programme was preceded by a baseline survey (in 2007) conducted through strong civil society and community participation. Civil society and community involvement was done throughout the whole programme cycle from design, implementation along with monitoring and evaluation. The programme worked with and through existing community based organizations so that capacity and training have full local participation and where outputs will be sustained through local structures in line with development policies and local government structures. This resulted in program ownership by beneficiary communities and also enhanced programme sustainability well after the program ends.

3.1.5 Linkages between CBOs and National NGOs

The programme has done well in linking National NGOs with a lot of programming experience and exposure in democracy and gender based violence issues with community based organizations. National NGOs managed to bring their exposure and experience to the marginalized communities with strong community involvement and ownership. This is sustainable in the long run and helps to strengthen community structures.

3.2 Weaknesses

3.2.1 Programme Scope, Scale and Budget

The programme scope was much wider and more complicated than the available budget. Resources provided to both national NGOs and CBOs were on the lower side compared with the potential demand in the impact areas. The programme had too many partners scattered across the country with very low funding level which may not bring the desired impacts.

3.2.3 Un-harmonized Approaches

The number of partners implementing different types of activities provided a challenge in terms of monitoring, evaluation, reporting and data collection. Due to this challenge, the programme does not have a clear and harmonised monitoring, evaluation and reporting framework. Different partners collect and analyse data in different ways. Documentation of programme best practices, lessons learnt and challenges is not harmonized among partners. Though gender is a key component of this programme, lack of a country specific gender strategy and tools has meant that partners implement and mainstream gender issues in different ways without a common approach.

3.2.4 Lack of an Exit Strategy

Exit strategies are critical to the sustainability of any development interventions. Lack of a comprehensive exit strategy has been one of the major design weaknesses of this programme.

3.3 Opportunities

3.3.1 Government of National Unit (GNU)

The current Government of National Unity offers a window of opportunities in democratization of the country. Entry into previously “no go areas” is much easier than before the GNU though it can be improved. Tolerance levels among political parties are better than before though the situation is sometimes still unpredictable. Engagement between government and civil society is improving with the recognition of civil society as key constituency in development process. Steps have been made towards democratization of some public institutions such as the Media Commission and the Zimbabwe Electoral Commission.

3.3.2 Current Constitution Development Process

The current national constitution development process provides an opportunity to democratize public institutions, redress resource distribution inequities, and strengthen the voice of the marginalized communities. Issues of free and fair elections could also be addressed in the current process. The process also provides an opportunity to strengthen the voice of a united civil society though already the civil society is split with the Zimbabwe Congress of Trade Union (ZCTU) and National Constitutional Assembly (NCA) not participating in the constitution development process.

3.4 Threats

3.4.1 Possibility of Election in 2011

Possibility of elections in 2011 is a big threat to the programme. Although there is progress in reducing political polarization, a lot still needs to be done and there is high likelihood of political violence if there is going to be elections in 2011. Entry into marginalized rural communities will be difficult especially for democracy and human rights related activities.

3.4.2 Cultural Practices, Gender Disparity

There are still high levels of patriarchal cultural practices and gender disparities in Zimbabwe especially among marginalized communities. This has potential to reduce the gains made in reducing gender based violence in beneficiary communities.

3.4.3 Political Unpredictability and Interferences

The political environment in Zimbabwe is still highly polarized and unpredictable. There are still unacceptable levels of political interference in democratic institutions such as the Media Commission and the Zimbabwe Electoral Commission which were selected primarily on political party lines. There are anecdotal reports of political violence in rural areas (*operation chimumumu* i.e. *operation don't talk during the constitutional outreach meetings*) and currently in urban areas during the constitutional outreach programmes. There are also unconfirmed utterances by some political players that the other political parties will never rule this country irrespective of whether they win elections or not. In addition, the Human Rights Commission constituted as part of the GNU has only been empowered to investigate human rights abuses

after the formation of the GNU leaving out abuses committed in 2008 and before where there was excessive violence.

3.4.4 Civil Society Split

The current within civil society is a threat to strong, coordinated civil society that speaks with one voice on democracy and development issues. Civil society split as a result of the participation in the current constitutional development process with ZCTU and NCA taking a different standing to the rest of the civil society organization of not participating in the constitution development process.

3.4.5 Global Economic Crisis

The current global economic downturn has negatively affected the programme as evidenced by the decline in funding in year 2009 from NOK 3,407, 950.60 and to NOK 3,068,101.00 in 2010. This is despite the fact that the Norwegian currency strengthened against the US\$ in 2009 and 2010 (See Figure 5 below).

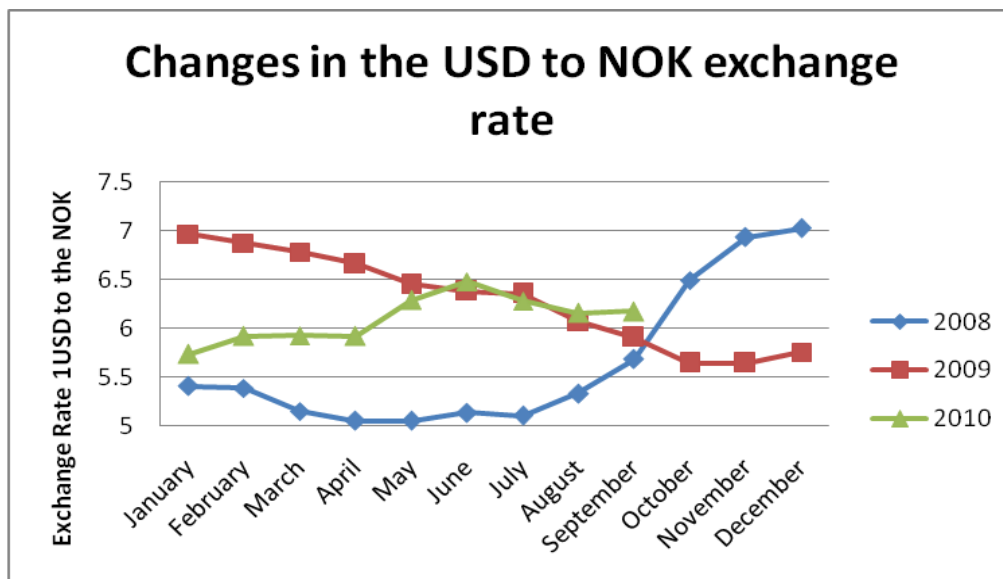


Figure 5: Changes in the USD to NOK Exchange Rate (2008-2010)
 Source: (www.xrate.com, 10 September 2010)

3.4.6 Emergence of a Politicized Civil Society Coalition

The emergence of the politicised Civic Society Coalition (CSC) is threatening existing civil society co existence as the organization seems to be a creation of ZANU-PF. Recently; ZANU-PF refused to accept a NANGO appointed Kimberly Process Local Focal Point and instead proposed its own candidate, the director of (CSC) who is not known within civil society.

3.4.7 Changing Operating Environment

Although the changing operating environment has been positive ways, it is a threat to NPA programme partners as some of their programming and strategies were designed during a time

of crisis. With relative stability returning, partners may not have strategies that allow them to remain relevant in the different operating environment. It is critical for organizations to conduct scenario planning to ensure their strategies remain relevant in all the possible circumstances that may obtain in the political and socio economic environment.

4 Key Conclusions and Lessons Learned

4.1.1 Programme Effectiveness

Based on the findings of this evaluation, the Evaluation Team concludes that the NPA Zimbabwe programme has been successful. The programme is on track to achieving the goal of strengthening and promoting people's democratic rights, support organizations defending these rights, promote their participation and assist them in the struggle for an equitable distribution of resources. The programme strengthened citizen participation in local governance and increased awareness on human rights, child rights, governance, rule of law and democracy issues in marginalized communities of Zimbabwe. Marginalized Zimbabweans are informed and are participating in policy formulation and lobbying for alternative policies. Women participation has also increased as a result of the programme especially in marginalized rural patriarchal communities.

There is increased civil society participation in policy, democratization, and development processes in Zimbabwe. Regionally and internationally, the programme advocated for Zimbabwe civil society positions to be considered and included in policy efforts. Significant progress has also been made towards ending violence against women with improved knowledge and understanding of the Domestic Violence Act.

However, there is still a gap in meaningful youth participation in the broader programme and more still needs to be done to ensure equitable distribution of resources in the country. The scale of the programme and funding has provided challenges in having sustained and significant impacts given huge needs at grassroots level.

4.1.2 Programme Efficiency

The NPA programme has largely been efficient given the low levels of funding. The achievements have been significant at both national and community level. The mix of both national level and grassroots level organizations has enhanced the programme's ability to achieve sustained results from limited budgets. Half yearly and annual programme reports have helped to increase programme efficiency. Mandatory annual financial audits have minimized resources slippages and ensured that financial resources are used for intended purposes at both national and community levels.

However, efficiency was limited by the low levels of funding and stretching of the few financial resources across the country and among several partners.

4.1.3 Partnerships

NPA Zimbabwe has done exceptionally well in managing diverse partnership needs of implementing partners whilst ensuring effective programme implementation. NPA Zimbabwe programme partners acknowledged that their partnership with NPA is two way and open. When NPA observes that a partner has a capacity gap, they do not stop supporting the partner but instead built their organizational capacity for example financial management training and results based management training have been conducted. The programme has created partnership and knowledge sharing. Openness is evidenced by NPA Zimbabwe giving

programme partners to meet and address NPA international leadership/Norwegian government visitors when they visit the country. This is a strong sign of an open and mutual relationship.

Solidarity has been bedrock of the NPA Zimbabwe programme, given the operating environment of unpredictable political environment coupled with political violence. NPA has the responsive funding budget line to address crises such as political violence for example in 2008 through the Women's Trust the programme provided blankets and food to victims of political violence. NPA Zimbabwe is one of the few donors that directly provide funding to Community Based Organizations in their quest for democratic rights, defending these rights, and the struggle for an equitable distribution of resources at community level. NPA Zimbabwe still has mutual relationships with CBOs irrespective of their capacity challenges and funding gaps.

However, partners feel that at times though rarely there are some elements of donor-partner relationship as they feel that at times NPA Zimbabwe actions do not depict equal partnership. This can be attributed to partners not following set and agreed guidelines like submitting acceptable annual audit and programme reports on time. Partners need to be trained more on meeting their contractual obligations as not doing this negatively affects the partnership approach which the NPA programme its foundation on.

4.1.4 Program Relevance

The NPA programme is and continues to be relevant to the Zimbabwe community context. The programme has managed to address key context issues such as domestic violence (including disinheritance), democratization of public institutions, lobbying for amendments on undemocratic laws such as POSA and AIPPA, polarized political environment, youth participation in development processes, human and child rights issues, women participation and economic empowerment. All the above cannot be implemented through a weak and disjointed civil society, hence the relevance of strengthening civil society coordination so that they speak with one voice.

4.1.5 Sustainability

NPA programme activities are more sustainable among national NGOs as compared to CBOs. Lack of diversified funding sources by CBOs coupled with limited functional governance structures and capacity in CBOs threaten the sustainability of programme activities implemented. The major design weakness that will negatively affect overall programme sustainability (both national NGOs and CBOs) is lack of a comprehensive (developed, shared and agreed with partners) programme exit strategy.

4.1.6 Monitoring and Evaluation

The NPA programme M and E system is on the right track as the whole programme is informed by the baseline study conducted in July 2007. The results based management training and subsequent implementation is a positive step towards strengthening the NPA Zimbabwe M and E system. Conducting of midterm evaluations is a good practice and allows the programme to reflect on progress made and make corrective action in the last half of the programme. However, the programme needs to do more in strengthening the M and E system. The

programme lacks a robust monitoring and evaluation framework that provides for monitoring of outputs, outcomes and impacts during the course of its implementation.

4.2 Lessons Learned

- It is important to never leave out important stakeholders in implementation of programmes. Identifying and working with all relevant stakeholders within a programme determines the quality of results obtained. Organizations that did not have access to or left out/ignored important stakeholders such as district administrators, councilors, chiefs and headman have had difficulties in penetrating polarized communities e.g. ZimRights;
- The mix of national level and community based organizations has ensured that the programme achieves both national level and community level results whilst strengthening the effectiveness capacity of CBOs for example ZWLA and AKCT on domestic violence, MISA with WCDT, CHIDA, ZCIEA and AKCT on production of newsletters;
- Informal discussion platforms are effective in harsh political situations to push for the achieving of programme goals and objectives. Organizations like Bulawayo Agenda, Crisis in Zimbabwe Coalition have employed tactics of conducting closed door meetings with communities such as in Lupane and Mashonaland West , and this has resulted in improved communities awareness on their rights as well as access to information;
- There is resistance to women's participation and approaches that are used. Events based approaches to gender do not achieve desired results;
- Economically empowering women can foster self reliance which is critical in ensuring women cope with Domestic Violence and other abuses which stem from economic disempowerment;
- The work of National NGOs in politically polarized communities can be enhanced by establishing strategic links with CBOs already operating on the ground and building on established relationships with key stakeholders;
- Using livelihoods programmes and working with CBOs as entry points to polarized and difficult to enter communities can be an effective strategy to reach marginalized communities on rights, democracy and governance issues;
- Women's participation in leadership and as beneficiaries of Income Savings and Lending (ISL) initiatives has strengthened their voices at community level;
- There should be mechanisms in place to protect human rights and democracy activists *from politically motivated violence*;
- Legal support to organizations working on Human rights is a necessity in the Zimbabwean volatile and unpredictable political environment context.

5 Key Recommendations for the next 18 Months (July 2010-December 2011)

This section presents the Midterm evaluation recommendations with proposed implementation timeframes.

Stakeholder	Recommendation	Timeframe
NPA Zimbabwe	ix. Facilitate more exchange visits for CBOs with other Zimbabwean CBOs and possibly regional and international exchange visits to widen the horizon of CBOs.	April 2011
	x. Increase collaboration with likeminded donors (such as UNDP, UNIFEM, US Embassy, British Embassy, European Commission, Progressio, Swedish International Development Agency, Canadian International Development Agency) funding the same partners for programme harmonization and linkages	April 2011
	xi. Increase support towards initiatives that advocate for gender sensitive and equitable distribution of natural resources ¹² (e.g. land where women can get their own land and inputs and minerals where women can have access to mining claims.	April 2011
	xii. Increase support towards youth participation (especially young women) in the broader programme	April 2011
	xiii. Assist partners in diversifying their funding e.g. through consortium bidding for various funding opportunities like the Programme of Support (Orphans and Other Vulnerable children) and Expanded Support Programme (HIV and AIDS)	June 2011
	xiv. Continue supporting current programmes and continue supporting the civil society in line with the achievement of the global goal “to strengthen and promote people’s democratic rights, support organizations defending these rights, promote their participation and assist them in the struggle for an equitable distribution of resources”	December 2010- December 2011
	xv. Continue mobilizing additional funding from other sources of funding to boost current funding from NORAD	December 2010- December 2011
	xvi. Focus support on few implementing partners, less geographical coverage with increased funding per partner and geographical area	January 2012 and beyond
Programme Recommendations	viii. Develop and share widely with implementing partners a comprehensive programme monitoring and evaluation framework that that Describes Goals, Objectives, Indicators (output/impact/outcome) in line with goals, objectives and activities, Baseline and Target values for indicators, Definitions of indicators, Data sources, Data Collection/Indicator Collection Frequency, Responsibility for Indicator (s) Data Collection, Budget (cost of collecting each data source/indicator). NPA	February 2011

¹² NPA International Strategy (2008-2011) refers to natural resources as land, water, minerals and petroleum resources.

Stakeholder	Recommendation	Timeframe
	Zimbabwe should engage an M and E officer as this is a critical gap	
	ix. Develop country level gender policy given the specific gender needs of Zimbabwe	April 2011
	x. Develop a comprehensive (developed, shared and agreed with partners) programme exit strategy to enhance sustainability of programme achievements	April 2011
	xi. Develop a programme wide documentation strategy for best cases, lessons learnt and challenges to be shared with partners, regional and international stakeholders.	April 2011
	xii. Continue supporting partner to partner capacity building along the lines of training provided by MISA and ZWLA to develop CBO capacities in producing their own newsletters and in anti GBV activities respectively	December 2010- December 2011
	xiii. Strengthen the feedback and publicity of NPA Zimbabwe programme achievements through website and annual reports to promote continuous dialogue on Zimbabwe	November 2010- February 2011
	xiv. Continue strengthening partner capacity and engaging partners on submission of midyear and annual programme reports to minimize late disbursement of funds from NPA	December 2010
Administration Recommendations (NPA Zimbabwe)	v. Provide more capacity strengthening for implementing partners in financial management i.e. production of acceptable financial and audit reports in line with the contractual obligations	October 2010- January 2011
	vi. Increase formalised monitoring and evaluation of financial and administration processes for implementing partners. Site checks should be done half yearly and annually by the NPA finance officer to ensure all processes are being carried out correctly and to address any concerns.	January 2011
	vii. Increase salary allowances for CBO staff to a more market related level especially as they were solely dependent on NPA for funding to reduce staff turnover and maintain continuity within the communities the CBOs are reaching	January 2011
	viii. NPA should provide funding for smaller NGOs and CBOs to pay for software licenses e.g. annual Pastel licenses and Microsoft Office to ensure they are using the most up to date software and versions.	January 2011
Administration (Partners) Recommendations (Implementing Partners)	iv. Understand and show more commitment to contractual obligations with NPA in terms of financial reporting and audit reports. This is a critical stage in the funds disbursement cycle and enough time should be allocated to ensure it is completed in time	December 2010

Stakeholder	Recommendation	Timeframe
	v. Have a more realistic understanding of the funding that they will have available for activities based on previous years' funding. It was observed that the differences in proposal amounts and actual budget amounts were quite vast, indicating that the partner did not assess the funding trends and 'overshot the mark'. Partners should aim low and build in activities when negotiating with the programme coordinators. This will help to manage expectations	December 2010
	vi. Develop, update and finalize finance and administration policies and procedures	April 2011
NPA Zimbabwe Programme Partners	v. Appreciate and reciprocate the partnership approach which is the bedrock of this programme. There is need for consistent senior management involvement and commitment in this programme	December 2010- December 2011
	vi. Submit acceptable and on time half year and annual programme reports as per the contractual obligations and agreed reporting format	January 2011
	vii. Have Strategies beyond the crisis mode in line with the NPA global strategy	April 2011
	viii. Strengthen capacity in Monitoring and Evaluation. Internal capacity to analyse and utilize programme information needs strengthening rather than doing reports as per the NPA requirements and ending there. Consider engaging M and E officers as programme achievements can easily be lost or under reported due to lack of functional M and E systems	June 2011

6. Annexes

6.1 NPA Program Most Significant Changes

YIDEZ: Building Participatory Democracy: Setting a Socio-Economic Youth Agenda

Contact Details

Name of storyteller/CBO/ NGO/ individual: Howa Howa (GAPWUZ- Glenara)

Name of person recording story: Pamela Chikoore

Location: Telephone Interview

Date of recording: 15 September 2010 _____

Interview start time: 10:45am _____ Interview end time: 11.03am _____

Title of story: **Bridging the information gap for young people in farming communities**

Questions

1. Tell me when and how you (the storyteller) **OR** CBO/NGO/ first became involved with NPA Zimbabwe programme, and what your current involvement is:

My involvement with YIDEZ started back in 2007 when the organization was partnering with GAPWUZ in conducting its programs that were targeted at capacitating young people in farming communities. I have served as a project volunteer for YIDEZ in all their programmes including the ones under NPA Zimbabwe. I have assisted through mobilizing youths, organizing activities and assisting YIDEZ in disseminating information on current affairs.

2. What is your current involvement in the program/ project/ intervention?

Towards a participatory reform agenda during the transitional period

3. From your point of view, describe significant changes that have resulted from your involvement with NPA Zimbabwe Programme and or this intervention (before and after scenario)

As a volunteer who is also based in the community, I have been able to witness firsthand how the workshops and meetings held by YIDEZ have equipped the youths in this farming community to understand their position in society. In particular, the Young Women Network programs on social and economic rights have enabled young women to stand up for their rights in the work place. Now a number of young women are involved in the Workers' Committee at Glenara Estate and are confident enough to demand their rights.

4. Of these significant changes, which one do you rank as the most significant?

I think one of the most significant changes we have witnessed is the difference that information can make in an individual and a community's life. YIDEZ has been able to give communities information that they might never have been able to get before. After obtaining this information I have witnessed youths in Glenara stand up for themselves and I have also watched them take an interest in national issues such as elections and the constitutional reform process, which is something they never used to do. In summary youths are now eager to participate in processes and this is further confirmed by the requests that are coming from youths as far as Christon Bank, requesting YIDEZ to come and carry out activities in their areas too.

5. Why is this most significant to you?

The above has been significant to me even in my work in GAPWUZ, my work has been made lighter because I now work with informed youths who do not only stand up for their rights but are now also able to stand up for the rights of other farm workers in their community. I have seen the YIDEZ youths speak out on other platforms and encourage their fellow farm workers to participate in national processes and have seen them share their acquired information with others. The youths are now helping me to help others.

6. What Lessons did you learn you want to share with others?

YIDEZ has helped me and the youths in Glenara in understanding what true democracy is. We now know what our social and economic rights are and have the confidence to stand up for them. As GAPWUZ we have learnt the importance of collaborating with other organizations. Through our interaction with YIDEZ we have been able to capacitate youths in the farming community of Glenara in a way we would never have been able to do alone.

7. Do you have any other comments

I would like to commend YIDEZ for the work it is doing. On a personal level, YIDEZ went out of its way to assist me and support me when I was victimized during the political violence surrounding the June 2008 Presidential runoff elections and I will always be grateful.

I would also like to encourage YIDEZ to increase its outreach especially in farming communities and rural areas. There are still many youths that need the assistance and support that is offered by YIDEZ. The youths in Zimbabwe need information on important issues and they need to be taught how they should stand up for their rights.

8. (Please read back the story to the storytellers to ensure that the story written is a true reflection of what they have told you).

ZCIEA: Jambanja Market Chitungwiza

Contact Details

Name of storyteller/CBO/ NGO/ individual	ZCIEA
Name of person recording story	ZCIEA Management Committee
Location	Chitungwiza
Date of recording	15 September 2010
Interview start time 12 noon	Interview end time 3:30pm
Title of story	Chitungwiza Jambanja Market Case Study

Questions

1. Tell me when and how you (the storyteller) **OR** CBO/NGO/ first became involved with NPA Zimbabwe programme, and what your current involvement is:
ZCIEA engaged with NPA in 2008 and is running a 4year Public Policy and Advocacy Programme
2. What is your current involvement in the program/ project/ intervention?
Implementing lobby and advocacy, Rights Awareness Programme through engagement of local authorities and all stakeholders on policy formulation and change.

3. From your point of view, describe significant changes that have resulted from your involvement with NPA Zimbabwe Programme and or this intervention (before and after scenario)
Some of ZCIEA members now know their rights and how to defend themselves within their area of trade. Recognition, respect and Consultation by Local Authorities, Government and other stakeholders which have lead to engagement.
4. Of these significant changes, which one do you rank as the most significant?
Allocation of permanent working sites; Knowledge of rights by Informal Economy workers
5. Why is this most significant to you?
Created suitable business environment; growth and constant income have been realized; closed doors to abuse and harassment of Informal Economy workers. Knowledge is power (evidence by outcome of case study.
6. What Lessons did you learn you want to share with others?
To be organized is a key to fight for a cause and also continue to fight class struggle. There is power in numbers and networking with other stakeholders. There is always need to eliminate fear of the unknown.
7. Do you have any other comments
*Since the engagement and partnership with NPA ZICIEA has never been the same; it is now more organized; Unity of purpose, Value, Recognition (up to international), Membership growth, Broad base of networks have all been realized
ZCIEA treasures the support from NPA Zimbabwe*
8. (Please read back the story to the storytellers to ensure that the story written is a true reflection of what they have told you).

6.2 Case Studies

I. Association of Kubatana Community Trust: Gender Based Violence

AKCT has, since its formation, been implementing gender based violence activities in the 6 wards of our operations. To date AKCT has managed to increase awareness on gender based violence through community outreach programs and workshops. From 2008, AKCT, and Zimbabwe Women Lawyers Association (ZWLA) started networking which saw the lawyers coming to Mutoko for legal education and assistance. In 2010, ZWLA started a free mobile legal assistance and women who had been empowered through AKCT gender workshops began to access the services.

Maintenance Case

Nhamo Chironzvi, a lady of 31 years joined AKCT in 2008 after she had heard of AKCT at a workshop in Chisambiro whilst working there. In the same year AKCT was building abaloo toilets during the cholera outbreak as a preventative measure and Chironzvi felt she could also benefit from such programs.

Chironzvi was married to Maxwel Kapondoro in 2000 and she gave birth to a mentally retarded child. The husband blamed the wife for the condition of the child and divorced her in 2002. The father briefly took responsibility of the child from 2002 to 2005 but there after the husband failed in his capacity as a father to take responsibility of maintaining the child and this promoted Chironzvi and her family to take action and they reported the case to the village head. Maxwell is employed and working in Harare. She says the case had been taken to the village court and the resolution was that Maxwell would look after his child, which he agreed but never fulfilled.

She continued to attend AKCT gender workshops where she would also hear of other people's testimonies and she says it is through these workshops that she continued to be empowered. AKCT had earlier suggested legal action against the father of the child and had referred her to Mutoko Magistrate Court and ZWLA in Harare. The breakthrough finally came on 8 March 2010 when AKCT was commemorating International Women's Day, when AKCT and ZWLA agreed to partner each other in the free mobile legal assistance project, where AKCT's role would be to mobilize and encourage community members with problems to get help while ZWLA's role would be to counsel and provide the free legal assistance. Chironzvi became one of the first people to visit the lawyers who come twice per month to Mutoko on Wednesdays at Chisehwe cluster at Nyamakosi.

After explaining her case Primrose and company, she then decided to take action against her former husband. She then phoned him to come and discuss the issue of looking after the child but he refused and they then reported the case at Makosa Police Station where again Maxwell was asked to visit the police station of which he failed to do. ZWLA then advised Chironzvi to go to court where she made it a court case and Maxwell was served with summons. The copy of summons that she possesses cites the case as

number M69/2010 and a court date of 9 July 2010. On the said date, the pair attended the court where the ruling was that Maxwell was going to pay maintenance to the mother of the child for the welfare of the child.

She has since received the first money for the maintenance of the child and she says she has been empowered enough to take action against him. She says she is very grateful to AKCT for empowering her through the gender workshops and to ZWLA for assisting her in the case at a point when she was fast losing hope of ever succeeding to get the maintenance of the child given that she had gone for five years without receiving support from the father of the child. She appealed to the 2 organizations to continue offering such services to the community so that other people with similar problems would also benefit.

2. NANGO: Make Our Vote Count Campaign (MOVCC)

NANGO has undergone a considerable evolution over the last 48 years of existence. Originally formed as the Southern Rhodesian National Council of Social Services (NCSS), it renamed itself Voluntary Organizations in Community Enterprise (VOICE) in 1981. In 1990, VOICE was again renamed to the National Association of NGOs (NANGO) with the intention of becoming more decentralized and representing a broader coalition of groups. Through the 1990s NANGO experienced financial and administrative problems. NANGO's weakness became very visible when faced with the introduction of the PVO Act. NANGO's failure to mobilise NGOs around the PVO Act was an indication of lack of technical capacity to effectively coordinate NGOs; NANGO's financial challenges hindered the organization's ability to proactively respond to varying socio-economic and political crises.

The case study on NANGO's Make Our Vote Count Campaign (MOVCC) represents valuable experiential learning, which can be used as a foundational resource for umbrella organizations undertaking nationwide campaigns in developing countries, particularly in sub-Saharan Africa. It broadly outlines successes and challenges that local NGOs face when running political campaigns in highly volatile authoritarian democracies. The case study also reflects the political evolution of local civil society dealing with the complex dynamics of providing a coordinated advocacy response in a very heterogeneous grouping.

In response to the challenges that NANGO had been experiencing in the past, NPA partnered with NANGO on projects focused on enhancing coordination, particularly in regards to advocacy issues centering on national development and democratization. In 2008, NPA funded the NANGO project on "Enhancing CSO participation in development processes". As part of the project activities, NANGO led civil society in a nationwide campaign known as the Make Our Vote Count Campaign (MOVCC). The broad success of the MOVCC was that it created the basis for the building of trust within civil society thus enabling better-coordinated efforts to address the protracted political, economic, and social crises.

One practical outcome was the "Wither Zimbabwe Conference" which was convened on 15 June 2008 by the National Constitutional Assembly, Crisis Coalition Zimbabwe, and NANGO – as partners. During this meeting, the broader Zimbabwean

Civil Society agreed that only a negotiated political settlement that culminates in the establishment of a transitional authority would break the current political impasse.

Each member organization participated in the campaign using strategies that would be easily supported by its organizational strengths, existing programmes and positions. In addition, through NPA funding, NANGO facilitated the provision of security support to activists facing persecution and harassment from law enforcement agents during the MOVCC.

The facilitating factors in the campaign were the involvement of major apex bodies such as Women's Coalition, ZCTU and NASCOH. These in turn encouraged the involvement of their member organizations. In essence, the campaign enabled a modicum of coordination within civil society, which had been very difficult to produce in the past. The great success of this campaign was that it accommodated for the varying positions of each thematic sector. The ability to incorporate varying positions though complex was pivotal in ensuring the campaign took place.

Some of the major constraints were that the political environment was highly volatile; as such, civil society did not have the necessary capacity to deal with the complexities presented by the political environment. The broad strategy for the MOVCC was a challenge to implement at both tactical and strategic levels due to the complex structure of civil society and the donor flight Zimbabwe experienced during 2008. Though NPA remained committed to Zimbabwe, the resource burden was considerable in light of the limited resources. Furthermore, during that period, NGOs and CBOs had restricted involvement in national development processes with preventive factors being the government ban on NGO operations and the inaccessibility of rural communities.

Amongst the lessons learnt included that coordination of civil society by capacitated umbrella bodies is crucial in enabling an effective national advocacy campaigns. Throughout NPA's relationship with NANGO, the former has provided significant institutional funding focused on strengthening the organization's structures thus making NANGO better able to respond to its role as a coordinator within civil society. In addition, nationwide campaign is more effective with the involvement of all stakeholders in the community – both at organizational and community levels. Following the lessons learnt received from the 2008 campaign, NANGO through the NPA project, has increased focus on small grassroots organizations and CBOs participating in national development processes. An offshoot of this realization is the current capacity building programme in which NANGO provides training in various areas ranging from public policy and advocacy to financial management and resource mobilization.

6.3 Terms of Reference

Terms of Reference for Mid-Term Evaluation – NPA Zimbabwe Programme

(For NORAD Frame Agreement funding)

I. Introduction

Norwegian People's Aid (NPA) is the development organization of the labour movement in Norway. In Zimbabwe, NPA started working with civil society organizations in 1980. NPA supports the building and strengthening of people's organizations. This implies the strengthening of their organizations as a strategy for the empowerment of people and communities as well as for their ability to influence the conditions under which they live.¹³ In addition NPA also cooperates with human rights and advocacy organizations working to defend and promote the right to organize and access information, achieve gender equality and youth friendly policies. The current long term programme is supported through the NORAD Frame Agreement and is based on the strategy 2008-2011. The programme is implemented through long and short term partnerships with local civic society organizations and CBOs.

*"In order to put our solidarity and partnership strategy into practice, NPA needs continuous evaluation of who it should work with to promote the desired change"*¹⁴.

In view of the above principle NPA Zimbabwe is carrying out Mid-term evaluation to establish the progress made so far in the implementation, assess the direction and possibility of achieving the required impact and recommend ideas for making the projects more efficient and effective in doing so. This Mid term evaluation follows our 2007 midterm evaluation of the NPA programme during the 2004-2007 strategy and the implementation of the recommendations of the evaluation.

2. Purpose of the Mid Term Evaluation

NPA views this mid- term evaluation as a learning process and an opportunity for the country programme team to view achievements, reflect on the strengths and weaknesses of the programme and strategize for the best options for the achievement of our intended impact. At the same time it presents an opportunity to reflect on the external environment within which the programme has been and is implemented.

It is also an opportunity to use the knowledge gained during the first 2 years of the strategy implementation validate plans and targets made at the beginning and to adjust accordingly. There may be need to revise activities and intended short term results in order to achieve the intended impact.

¹³ Norwegian People's Aid Partnership Policy 02/2009

¹⁴ Norwegian People's Aid Partnership Policy 02/2009

The Mid-term evaluation will follow the recommended evaluations guidelines by the Development Assistance Committee (DAC) in OECD.

This mid-term evaluation will therefore have the following key purposes:-

Project Planning and Conception

- Review and assess project conception, design, objectives, structure and strategy its appropriateness, effectiveness based on the local context and partnership needs and agenda.
- Comment on project, management systems/style costs, cost of project and overall control project in line with changing environment.
- Review and assess technical and demonstrative capacity of project planning and concept.

Programme Implementation

Assess methodology and implementation plan:- The consultant shall use the following criteria to assess the programme implementation.

Effectiveness - the extent to which the program has achieved its objectives, taking their relative importance into account.

Impact – the totality of the effect of a developed intervention positive and negative intended and unintended.

Relevance - the extent to which the program intervention conformed to the needs and priorities of target groups and the policies of recipient country and stakeholders such as grassroots communities, women and youth.

In addition assess, the flexibility of the short term intervention program undertaken to respond to the socio - economic and political context.

Sustainability – The continuation or longevity of benefits of program after the cessation of the program.

Efficiency - The extent to which the cost of program can be justified by its results, taking alternatives into account.

(These principles are derived from OECD evaluation criteria)

Project Monitoring and Coordination

- Review NPA project monitoring tools, introduction of Results Based Management, Baseline and its impact to partner's capacity and projects.
- Assess coordination of project with partners, Regional Office and Head-office and other donor agencies.
- Strength and weakness of NPA partners in project monitoring do their programme designs integrate monitoring and evaluation systems and practices that yield and evidence based foundation for decision making. Are the monitoring and evaluation system adequate?

3. Programme context

The current programme began in 2008 when the prevailing socio-economic and political situation in Zimbabwe was difficult but stable at the beginning of the year and the country was preparing for the March 2008 harmonized elections. The situation quickly deteriorated following the electoral crisis and the political violence that occurred. The government at that time introduced stringent restrictions on NGO operations and for a period banned all NGO activities on accusations of being partial to the opposition. Following the violence the country went into a period of waiting as the main political parties negotiated for a political settlement guided by the Southern African Development Community (SADC) and endorsed by the African Union (AU). During this negotiation period most social services such as education and health deteriorated further. In education most schools were closed for the greater part of the year leading to one of the teachers' unions calling for the year to be declared lost for education. The health situation became critical when the country was hit by a cholera outbreak that killed over 4000 people and affected an estimated 85 000+ individuals (*WHO statistics*). HIV and AIDS remained a reality and challenge for many communities even though decreasing numbers of infections and new cases are being recorded.

Economically the situation became untenable as the Zimbabwean dollar was increasingly becoming scarce and useless due to the hyperinflation which hit an official high of 231 million percent in July of 2008 (*Central Statistical Office*). By the end of 2008 only 1 million people remained in formal employment. The rest joined the informal sector where there is little security and legal protection. Many NGOs' operations were affected negatively by this environment.

The Interparty agreement of 15 September 2008 was consummated on 11 February 2009 when the inclusive government was formed. This led to a period of relative stability and new processes such as the constitutional reform process for the rebuilding of new country were initiated, albeit, slowly. The processes however have exposed strong disagreements in both civil society organizations and the government. It is within this environment that the partnerships NPA has established for the strategy 2008-2011 have been operating. For this programme NPA is working with 13 partners and other short term partners to respond to emerging demands. The reach of the programme covers 9 of the 10 provinces in Zimbabwe (excl. Masvingo).

Programme Goals and Key Expected Results

Long term development goal

A populace that defend democratic rights and the redistribution of power and resources have contributed to improve socio-economic and political order in Zimbabwe

Immediate development goal (purpose)

Organized men and women in civil society mobilize to influence policies, decisions and practices that affect them.

Indicators

- Organizational development of Civil Society recorded and verifiable
- Legislations regulating Civil Society changed and reflect the right to associate and to assemble
- Throughout the period national and local authorities and leaders recognize claims and demands and other contributions from civil society evidenced by recorded number of changed policies and laws (in the area of constitutional reforms, women's rights, youth rights, transitional justice, land rights, civil society legislation)
- In 2011 examples of the effects from the work of partners are provided.

Key Results

- a. NPA's partners that work on the national level with human rights issues have maintained their presence
- b. NPA's partners have engaged and involved their constituencies in reform processes
- c. Between 10 and 12 NPA's partners have improved their organization's policies and practices
- d. Between 5-6 CBOs work to solve problems
- e. Zimbabwe Chamber of Informal Economy Association has improved organizations capacity and strategies for their members to access quality support services and integration into the country's mainstream economy.
- f. NPA has capacity to respond effectively and timeously to partner concerns and requests in emergency and time of crisis.

4. Stakeholder involvement

In response to NPA partnership policy, a preliminary stakeholder analysis is to be undertaken including discussions with partners as to how to involve them in the MTE.

5. Evaluation Questions

The consultant in consultation with NPA will draw up a list of evaluation questions based on a set criteria, policy issues and performance standards that suit the evaluation process.

6. Recommendations and Lessons

- Provide NPA and partners with lessons that can be used in/when designing programmes in political, socio and economic environment such as Zimbabwe.
- Help NPA and its partners make sure that their programs are well on track and likely to reach its objective and if not recommend possible solutions.
- Provide NPA with relevant and useful information for future program focus. Gather data about the effectiveness of the evaluated interventions in order to help NPA elaborate a result based country strategy.

7. Methodology

The mid-term evaluation will be done by two external consultants who will be furnished with programme and project documents such as:-

- The country programme strategy
- The partner project plans and budgets
- Partners project progress reports
- NPA international strategy 2008-2011
- NPA Global Partnership Policy.

The consultants should also consult with the country programme team, the partner organizations, selected communities and other key stakeholders. It is expected that the mid-term evaluation will involve all key stakeholders from the beginning to ensure a smooth execution and cooperation as well as make the evaluation a learning process for all. The consultants should visit partners selected at their own discretion and use varied methods of gathering information and reach groups that are not normally consulted such as women and youths.

The consultant must assign high importance to questions about gender equality and assess importance of gender related factors by NPA's implementation of the programme.

The evaluation will cover and concentrate on the implementation of the strategy in the programme. The subject areas for evaluation will be: partnership, relevance, achievement of results, sustainability, lessons learned, partner capacity, internal systems and organizational development.

8. Work plan and schedule

The evaluation is expected to be finalized within a period of 6 weeks after the contract has been signed. Activities should include the following:

- An activity plan submitted to the NPA country programme office in Harare
- An initial half day workshop with NPA and all partners to introduce the evaluation process and buy in.
- Meetings and interviews with all key stakeholders
- Field visits to partners chosen by the consultants
- A final one day workshop to present preliminary findings.

9. Reporting

The report shall be delivered under the contract and the activity plan as outlined above.

- a. A draft report to be submitted to the NPA office in English and should not exceed 40 pages. The report should include an executive summary, introduction, the evaluated interventions, findings; evaluation conclusions, lessons learned, recommendations and annexure (evaluation questions, case studies etc)
- b. The final report after receipt of feedback from NPA and selected stakeholders.

10. Evaluation Team

The consultant should be skilled in conducting programmatic evaluations. Prior exposure to **results based evaluations** is a requirement. It is necessary that the consultant has substantive understanding of the Zimbabwean situation, a demonstrated capacity of policy advice and knowledge of project management and implementation issues. In addition the consultant must have the following:

- A relevant advanced degree in Social Science
- At least 5 years experience in the evaluation of projects.
- Gender expertise and sensitivity to gender issues.
- Traceable references and copies of previous evaluation reports.

The deadline for the submission of response proposals is:

6.3 List of Participants Involved in the Mid Term Evaluation

Organization	Name of Interviewee	Position In Organization	Email Address	Phone Number
Norwegian People's AID				
Norwegian People's AID	Perpertua Bwanya	Programme Manager	perpertua@npaid.org	4-746689
Norwegian People's AID	Mabel Hwindingwi	Project Coordinator	mabelh@npaid.org	4-746689
Norwegian People's AID	Shingie Chimuriwo	Project Coordinator	shingiec@npaid.org	4-746689
Norwegian People's AID	Regina Zoraunye	Administrator	reginaz@npaid.org	4-746689
Association of Kubatana Community Trust				
Association of Kubatana Community Trust	John Chimutsa	Field Officer		0734 005 042/ 0915 130 310
Association of Kubatana Community Trust	Ndaiziveyi Bvunzawabaya	Administration and Finance Officer		0733 800 833
Association of Kubatana Community Trust	R Munetsi	Coordinator		0915746405
Association of Kubatana Community Trust	Washington Nyamutsaka	Project Officer		0914 311 071
Mhuriimwe AIDS Challenging Team	MacDonald Dandadzi	Administration Secretary		0733 401 355/ 0712 568 504

Nyahunure Community Trust	Sipiwe Mujeka	Administration Officer	smujeka@gmail.com	0913 467 088/ 0915 936 503/ 0712 500 731
Bulawayo Agenda				
Bulawayo Agenda	Anastasia Moyo	Director	anastasiamoyo@yahoo.com	9-888211
Bulawayo Agenda	Sibonile Ndlovu	Administrator	sibonilend@yahoo.co.uk	9-888211/0914 136 515
Bulawayo Agenda	Titshabona Ncube	Finance Manager	byanda@mweb.co.zw	09-888211
Bulawayo Agenda	Vumani Ndhlovu	Programme Officer	vumsndlovu@afritechno.com	0915174430
Chitsanza Development Association				
Chitsanza Development Association	Diana Sedze	Programme Manager		0912 908470
Chitsanza Development Association	Hata	Chief		0913 504 819
Community Technology Development Trust	Luckmore Kadzima	Field Officer		0912 339 388
Women Affairs	Fibion P. Sithole	Gender development Officer		0298747/ 0913 504 747
Zimbabwe National Environment Trust	Mr Mutasa	Project Officer	zimnet@mweb.co.zw	0912 354 525
Zimbabwe Republic Police	Sergeant White	District Coordinator		0912 394 253

Crisis in Zimbabwe Coalition				
Crisis in Zimbabwe Coalition	McDonald Lewanika	Coordinator	mcdonald@crisis.co.zw	0912127398
Crisis in Zimbabwe Coalition	Brighton Mavhusa	Finance and Administration Manager	finance@crisis.co.zw ; brighton@crisis.co.zw	4-704418
Crisis in Zimbabwe Coalition	Maria Mache	Information Officer	info@crisis.co.zw	0912 471 668
Crisis in Zimbabwe Coalition	Nixon Nyikadzino	Senior Advocacy Officer	nixon@crisis.co.zw	0912 407 742/704418
Centre for Research and Development	Farayi Maguwu	Director		0913 017 341/0914 412 720
Savanna Trust	Teni Chitanana	Director	chitanana@gmail.com ; information@savannatrust.org	
Student Solidarity	Levyriah Katshana		info@studentsolidarity.org ; leekatshana@gmail.com	0914 433 865
	Jonah Gokova	Board Chairperson	gokovj@gmail.com	
Women's Coalition of Zimbabwe	Sandra Mazunga	Information Officer	coalition@zol.co.zw ; sandra@wcoz.org	0912 764 668
Zim Poets for Human Rights	Robson Isaac Lambada	Artist	zimphr@yahoo.co.uk ; shoes.rob@gmail.com	0913 276 985

General Agriculture And Plantation Workers Union Of Zimbabwe				
General Agriculture And Plantation Workers Union Of Zimbabwe	Ndaizevi Kamoto	Assistant Information Officer	ndaizevikamoto@gmail.com	0913 184 249
Kajiwa Development Coordinating Association				
Kajiwa Development Coordinating Association	Gift Chirumba	Chairperson		0734 007 878
Kajiwa Development Coordinating Association	James Nyamukondiwa	Board Secretary		0913 957 657/ 0733 158 793
Kajiwa Development Coordinating Association	Kabogwe Chedhu	Programme Coordinator		0913 957 657
Kajiwa Development Coordinating Association	Ngoni Chikowe	Projects Officer		734 007 350
Media Institute of Southern Africa				
Media Institute of Southern Africa	Ophias Kimbini	Senior Administration and Finance Officer	ophias@misazim.co.zw	0712 639 681
Media Institute of Southern Africa	Thabani Moyo	Projects Officer	tabani@misazim.co.zw	4-776165/ 746838
Musasa Project				
Musasa Project	Linda Musiyiwa	Regional Programmes manager	musasagw@gmail.com	034-229270

Musasa Project	Alice Maqata	Receptionist/ Book keeper	musasagw@gmail.com	054-229270
Legal Resources Foundation	Wilson Bonda Mangisi	Para legal	wmangisi@gmail.com	054-221665/ 0912 528 845
Médecins Sans Frontières	Isreal Chingosho		chingoshoi@yahoo.com	0912 949 467
Ministry of Women's Affairs Gender and Community Development	S.Dube	Provincial Development Officer	pdosithembiledube@gmail.com	054-229246/ 0913 466 518
Ministry of Women's Affairs Gender and Community Development	Tauya Moyo	Gender Officer		0712 304 274
Ministry of Youth Development	Abigail Joy Zvobgo	District Officer		0912 769 982
National Association of Non-Governmental Organization	Denzyl Mushayi	Regional Coordinator-Midlands	dmushayi@gmail.com	054-230200/ 0913
PADARE	Reuben Dhliwayo			0712 541 608
Runde Rural District Council	Gorden Moyo	Chief Executive Officer		0712 326 133/ 0914 115 626
Social Welfare	Nyaradzo Mutero	Social Welfare Officer		0912 211 675
Women's Coalition of Zimbabwe	Sibusisiwe Sanya			0913 594 374
Zimbabwe Red Cross	Violet Magodo		vmagodo9@gmail.com	0912 413 396
Zimbabwe Republic Police	Simbarashe Mupange	Victim Friendly Unit Coordinator , Investigator Officer		054-228581

Zimbabwe Republic Police	Vimbai Mariga	Victim Friendly Unit Coordinator , Investigator Officer		0912 673 838
Zvishavane Town Council	Sam Chimedza	Councilor		0914 028 721
Zvishavane Women and AIDS Prevention Association	Nunu Mdala	Chairperson		0913 745 614
Zvishavane Women and AIDS Prevention Association	Sekai Sithole	Treasurer		0914 012 520
National Association of Non-Governmental Organization				
National Association of Non-Governmental Organization	Cephas Zinhumwe	Chief Executive Officer	cephas@nango.org.zw	0712 640 221; 708761
National Association of Non-Governmental Organization	Fabby Phiri	Finance and Administration Manager	fabby@nango.org.zw	0712 772 898
National Association of Non-Governmental Organization	Machinda Marongwe	Programmes Director	machinda@nango.org.zw	703579/0912 448 605
National Association of Non-Governmental Organization	Sanderson Abel	Advocacy, Research & Public Policy Manager	sanderson@nango.org.zw	703579/0912 463 008
National Association of Non-Governmental Organization	Zvikomborero Zimunya	Advocacy and Communications Officer	zvik@nango.org.zw	703579
ARAUNAH Trust	Sungano E. Mkutiri	Project Manager	sunganomkutiri@com	0913 220 676
Food Security Network	Kathy Manase	Programs Coordinator	kathy_manase@yahoo.com; fosenet@gmail.com	0912370 542

Harare Residents Trust	Pretty Chabuda	Information & Publicity Officer	prettychabuda@yahoo.com	0912 771 860
Norton Development Committee Trust	Wonder Maponga	Chairperson	wonder_maponga@yahoo.co.uk	0912 313 683
Penya Trust	Antonetta L. Hamandishe	Programs Manager	penyazim@gmail.com;programs@penyazim.org	0913 808 253
Young Voices Network	Tayiona Sanangurai	Director	youngvoiceszim@gmail.com	0912 316 782
Zimbabwe Child and Youth Budget Network	Shelton Phiri	National Coordinator	sheltonzcybn@yahoo.com	0914 061 848
Zimbabwe Council of Bishops Conference-CCJP	Alouis M. Chaumba	National Director	amchaumba@zcbc.co.zw	0913 302 830
Zimbabwe Council of Churches	Gabriel S. Manyangadze		gabriel@zcc.co.zw	0912 922 373
Zimbabwe Environmental Lawyers Association	Shamiso Mtisi	Environmental Lawyer	shamiso@zela.org	0912 424 170
Zimbabwe National Council for Welfare of Children	Taylor Nyanhete	National Director	zncwc@africaonline.co.zw	4-741639/ 0912 430 450/0712 328 440
Zimbabwe National Students Union	Kurayi Hoyi	ZINASU Coordinator	zinasusecretariat@gmail.com;kurayihoyi@gmail.com	0915 526 776
The Women's Trust				
The Women's Trust	Precious Gombera	National Coordinator	precious@thewomenstrust.org.zw	0912 910 162

The Women's Trust	Antonetta Guveya	Finance and Administration Officer	antonetta@thewomenstrust.or.zw	4-797978
The Women's Trust	Mercy Munatsi	Programme Officer	mercy@thewomenstrust.org.zw	0913 379 795
Harare Institute of Technology	Joshua Chandauka	Dean of Students	jchandauka@yahoo.com	0912 421 036
Harare Institute of Technology	Penelope Malunga	Young Women's Club Chairperson	pennymalunga@yahoo.com	0913 972 618
Harare Institute of Technology	Tendai Katai	Young Women's Club	katai.tendai9@gmail.com	0913 592 951
University of Zimbabwe	Life Chemhere		lchemhere@yahoo.com	0733 274 408
Young Women's Forum	Terry Gambiza	Vice Chairperson	terry-1234@yahoo.com	0912 665 027
Wadzanai Community Development Trust				
Wadzanai Community Development Trust	Apollonia Chonyera	Coordinator	achonyera@hotmail.com ; wadzanaicda@yahoo.com	0912 343 200/ 0913 530 079
Wadzanai Community Development Trust	Brian Mukondo	Field Officer		0733 884 792
Wadzanai Community Development Trust	Eunice Tasiweyi	Project Officer	wadzanaicda@yahoo.com	0912 980 935
Wadzanai Community Development Trust	Muchaneta Guwa	Administration Secretary/ Finance Officer		0913 530 079
Chinamhora Community	P. Chakaneta Makumbe	Village Head		
Chinamhora Community	Vengai Cheza	Village Head		

Makumbe District Hospital	Juliet Muponda	Matron		0912 283 255/ 0733991 937
Zimbabwe Republic Police	Constable Muranda	Victim Friendly Unit Coordinator		0912 745 046/ 0733 240 355
Women and Land in Zimbabwe				
Women and Land in Zimbabwe	Theresa Maturure	National Coordinator	wlz@mweb.co.zw	0912 336686
Women and Land in Zimbabwe	Tsitsi Mujuru	Administration Officer	grassiat_mujuru@yahoo.com	0912 366 246
Women and Land in Zimbabwe	Vivian Scherler	Technical Advisor	vscherler@yahoo.de	0912 670 852
Women of Zimbabwe Arise				
Women of Zimbabwe Arise	Jenni Williams	Executive Director	info@wozazimbabwe.org; wozazimbabwe@yahoo.com	0912 362 668
Women of Zimbabwe Arise	Magodonga Mahlangu	Programme Co-coordinator	info@wozazimbabwe.org; wozazimbabwe@yahoo.com	0912 362 668
Young Voices Network				
Young Voices Network	Micheal Sibanda	Finance Officer	micheal.sibanda@gmail.com	0914 446 719/ 0915 072 342
Young Voices Network	Tayiona Sanangurai	Coordinator	youngvoiceszim@gmail.com	0912316782

Young Voices Network	Theresa Mungazi	Programmes Officer	tmungazi@gmail.com	4-776772/0912 683 906
Youth Initiative for Democracy in Zimbabwe				
Youth Initiative for Democracy in Zimbabwe	Sydney Chisi	Executive Director	sydney@yidez.com;syd_chisi@yahoo.com	0912 462 328
Youth Initiative for Democracy in Zimbabwe	Misheck Dangaiso	Finance and Administration Officer	misheck@yidez.com	4-776772/0912 865 689
Youth Initiative for Democracy in Zimbabwe	Rumbidzai Mpahlo	Programs Manager	rumbidzai@yidez.com; rmpahlo@yahoo.co.uk	4-776772/0912 959 135
Youth Initiative for Democracy in Zimbabwe	James Munemo	Advocacy Officer	jmunemo2004@yahoo.com	09128431 18
Zimbabwe Chamber Informal Economy Association				
Zimbabwe Chamber Informal Economy Association	Beauty Mugijima	President	Beauty.mugijima@gmail.com	0912897433
Zimbabwe Chamber Informal Economy Association	Charity Mandishona	Programme Administrator	charitymandi@gmail.com	0913045197
Zimbabwe Chamber Informal Economy Association	Wilson Malaya	Secretary General	zcieazim@gmail.com	0912 361 905
Zimbabwe Chamber Informal Economy Association	Moyo Benjamin	Chapter President, Chitungwiza	zcieazim@gmail.com	0914 147 369
Zimbabwe Chamber Informal Economy Association	Stanslus Nyakudya	Treasurer		0912 616 202
Zimbabwe Chamber Informal Economy Association	Nyaradzai Mutami	Secretary/ Administrator	nmutami@yahoo.co.uk	4-7930930912 469 084
Chitungwiza Municipality	Clara Mandiyiteyi Makwara	Councilor	cmakwara@chitmun.co.zw	270-23001-4/ 0912 913 793

Chitungwiza Municipality	Onias Chiwanja	District Administrator	ochiwanja@chitmun.co.zw	270-23001-4
Zimbabwe Human Rights Association				
Zimbabwe Human Rights Association	Okay Machisa	Director	omachisa@zimrights.co.zw	0912 903 386, 0912 135 882
Zimbabwe Human Rights Association	Abraham Mupuwi	Finance and Administration Manager	amupuwi@zimrights.co.zw; abrammupuwi@yahoo.co.zw	4-707278/ 705898/0913 446 180
Zimbabwe Human Rights Association	Chokwadi Shava	Assistant Paralegal Officer	cshava@zimrights.co.zw	4-707278/701115
Zimbabwe Human Rights Association	Olivia Gumbo	National Programmes Coordinator	ogumbo@zimrights.co.zw	0913 446 168
Zimbabwe Human Rights Association	Thomas Mbetu	Assistant Education officer	tmbetu@zimrights.co.zw	4-707278/701115
Zimbabwe Women Lawyers Association				
Zimbabwe Women Lawyers Association	Fadzai Chatiza	Legal Officer	fadzaic@zwla.co.zw	4-706676/ 708491
Zimbabwe Women Lawyers Association	Laiza Masuka	Finance Officer	iaizam@awla.co.zw	4-703766
Zimbabwe Women Lawyers Association	Rebecca Magorokosho Musimwa	Legal Officer	rebecca@zwla.co.zw	4-706676/703766/ 0912 935 808
Harare Civil Court	Chigumba	Provincial Magistrate	pricillamakanyarac@gmail.com	4-707826

Ministry of Women Affairs	Kwayedza Muranda	Gender Officer	kemuranda@yahoo.com	253064/ 0912 489 706
PADARE	Never Mujikwa	Chapter Chairperson		0913 060 018
Woman's Coalition	Andrey Charamba	Board Member	zww@zol.co.zw	0913 286 242/ 0712 805 977
Zimbabwe Women's Bureau				
Zimbabwe Women's Bureau	Definate Tsatsa	Senior Program Officer	zwbtc2@gmail.com	0912 385 207
Zimbabwe Women's Bureau	Laureen Sibanda	Intern	lally@classicmail.co.za	0913 382 558

6.4 Data Collection Tools



MID TERM EVALUATION KEY INFORMANT TOOL

RESPONSIVE FUND (RF) IMPLEMENTING PARTNER STAFF AND MANAGEMENT

Programme Partner: _____
Type of Organization (i.e. National NGO or CBO) _____
Name of Respondent _____
Position in the organization: _____
Length of time working with NPA Zimbabwe RF Programme _____
Programme Title: _____
Specific RF Intervention Area (s) _____
Project Geographical Location: _____
Phone Number _____
E-Mail Address: _____
Venue of Interview: _____
Date of Interview : _____ (dd/mm/yyyy)
Starting Time _____ Ending Time _____ Total Time Taken _____

Introduction

Together with its development implementing partners, the Norwegian People's Aid Zimbabwe (NPA) is undertaking a mid-term review for the 2008-2011 programme which is based on the 2008-2011 strategy. To obtain more information about how the programme performed, lessons learnt and what recommendations should be made for the programme and similar future programmes, we are conducting interviews with individuals and organizations who are/ were involved in the respective programmes or are familiar with them. The interview comprises a series of questions which takes about 30 to 45 minutes to complete.

1) Can you provide a brief description of your programme?

2) How well did your programme to the beneficiary needs or prevailing situation on the ground?

3) What are the major responsive fund programme design strengths and weaknesses?

Design Strengths	Design Weaknesses

4) What are the major achievements for the responsive fund programme?

5) What major challenges did the responsive programme experience?

6) What are the major lessons learnt from implementing the responsive fund programme?

7) What recommendations do you have for the responsive fund programme and similar future programmes?

End of Data Collection Tool
Thank you for your invaluable time and input

MID TERM EVALUATION FOCUS GROUP DISCUSSION TOOL

PROGRAMME BENEFICIARIES

Program Implementing Partner: _____
Name of Facilitator: _____
Name of Notetaker: _____
Number of Participants: _____ Females: _____ Males: _____
Programme Title: _____
Specific Intervention Area (s) _____
Project Geographical Location: _____
Place of FGD: _____
Date of FGD: _____ (dd/mm/yyyy)
Starting Time _____ Ending Time _____ Total Time Taken _____

Introduction

Together with its development implementing partners, the Norwegian People's Aid Zimbabwe (NPA) is undertaking a mid-term review for the 2008-2011 programme which is based on the 2008-2011 strategy. To obtain more information about how the programme performed, lessons learnt and what recommendations should be made for the second half of the programme and similar future programmes, we are conducting interviews with individuals and organizations that are/ were involved in the respective programmes or are familiar with them. Your participation in this interview is entirely voluntary. The interview comprises a series of questions which takes about 60 minutes to complete.

1) Which NPA Zimbabwe project are you benefiting from?

2) How relevant and appropriate is the NPA Zimbabwe-project to your organization (CBO) or community?

3) How have you (CBO or community) been involved in the project or *what has been your level of participation in the project?*

4) What benefits did you get as a result of the NPA Zimbabwe's project key interventions?

5) To what extent did the NPA programme meet your priority democratic rights and redistribution of power and resources needs or *your organizational capacity to ensure a populace that defend democratic rights and redistribution of power and resources that contribute to improved socio-economic and political order in Zimbabwe?*

6) How did the project promote gender equality and social inclusiveness?

7) What impacts do you think the project has contributed to you as an organization or organizations? **OR** as a community?

8) What is the likelihood that the benefits produced by the NPA Zimbabwe programme will continue to accrue to the various levels of your life cycle **OR** life after the programme ends?

What challenges have you faced in getting support from this project?

9) What can be done or improved in future to enhance project sustainability?

10) What needs to be improved upon or recommendations for the next 18 months?

End of Data Collection Tool

Thank you for your invaluable Time and Effort

MID TERM EVALUATION KEY INFORMANT TOOL
IMPLEMENTING PARTNER STAFF AND MANAGEMENT

Programme Partner: _____
 Type of Organization (i.e. National NGO or CBO) _____
 Name of Respondent _____
 Position in the organization: _____
 Length of time working with NPA Zimbabwe Programme _____
 Programme _____
 Title: _____
 Specific Intervention Area (s) _____
 Project Geographical Location: _____
 Phone Number _____
 E-Mail Address: _____
 Venue of Interview: _____
 Date of Interview : _____ (dd/mm/yyyy)
 Starting Time _____ Ending Time _____ Total Time _____
 Taken _____

Introduction

Together with its development implementing partners, the Norwegian People’s Aid Zimbabwe (NPA) is undertaking a mid-term review for the 2008-2011 programme which is based on the 2008-2011 strategy. To obtain more information about how the programme performed, lessons learnt and what recommendations should be made for the second half of the programme and similar future programmes, we are conducting interviews with individuals and organizations that are/ were involved in the respective programmes or are familiar with them. The interview comprises a series of questions which takes about 60 to 90 minutes to complete

Section A1: Background Information

1) Can you provide a brief description of your programme?

2) Do you understand the goal and objectives of NPA International Strategy (2008-2011)
 Yes No

3) If Yes, explain the goal and key objectives of the NPA International Strategy (2008-2011)?

4) What is the programme goal and objectives of the NPA Zimbabwe Country Plan (2008-2011)?

○ Goal

○ Objectives

A2: Assessment of whether the objectives of the Programme have remained consistent with beneficiaries' requirements

5) What are the beneficiary /community needs (women, youths and poor households)?

6) Have the beneficiary /community needs changed over time? Explain

7) What informed your programme design?

8) How did your programme respond to the beneficiary/ community priority needs?

9) If beneficiary/community needs have changed over time, did the programme interventions respond to the changing needs? Explain how?

Section B: Programme Effectiveness

BI: Extent to which the Program has met its stated goals and objectives

10) To what extent is your organization's programme on track to meet planned NPA targets?

11) To what extent did these results contribute to the?

- Global goal *“to strengthen and promote people's democratic rights, support organizations defending these rights, promote their participation and assist them in the struggle for an equitable distribution of resources”*.

- Long term NPA Zimbabwe development goal *“A populace that defend democratic rights and the distribution of power and resources have contributed to improved socio-economic and political order in Zimbabwe”*?

- Immediate term development goal *“Organized men and women in Civil Society mobilised to influence policies, decisions and practices that affect them?”*

12) Are there stakeholders that should have been involved and were not involved? Why?

13) What worked well with the implementation of your programme? Explain?

What worked well?	Explanation

14) Have there been challenges during first two years of implementation of the programme?

Key Challenges Faced	How the Challenges were addressed

15) What were the programme's Strengths, Weaknesses, Opportunities and Threats (SWOTs) for the past two years?

Strengths	Weaknesses
Opportunities	Threats

16) How did your organization mainstream gender in this programme?

B2: Assessment of whether achievements realised have reached the most marginalized paying particular attention to women, youth and the poor

17) How did the program reach and benefit the most marginalized groups of the community?

○ Women

○ Youth

○ The Poor

B3: Assessment of the Program Design

18) What were the main design strengths that should be built on for future programming? What were the major design weaknesses of the programme?

Design Strengths	Design Weaknesses

B4: Quality of monitoring and evaluation, reporting

19) How did your organization monitor progress and quality to meet the program overall objectives?

20) Did the organizational monitoring system relate to the overall NPA Zimbabwe program reporting system? Yes No
Explain _____

21) Is your organization aware of any standard system for monitoring the projects for all NPA partners? _____

22) How does your organization collect programme data? (Can we have some copies of the tools used?)

23) How does your organization analyse and use the programme data collected?

24) What systems are in place to ensure the validity and reliability of data collected and analysed?

25) Was M&E data on key indicators disaggregated by gender, age etc? Explain how?

26) Did your organization have any challenges in trying to meet the M&E requirements of NPA?

27) Where M&E data being effectively used to inform program activities?

Section C: Program Efficiency

C1: Assessment of how program economically resources/inputs were utilized

28) How much was invested in the sub-program?

Intervention Area	Amount invested (US\$)	Cost Per Beneficiary

29) What systems are in place to minimize resource slippage and enhance value for money invested?

30) Was the money received from NPA enough for your programme implementation?

31) Were the accounting and financial systems adequate for effective program management?

32) What can be improved in future to maximize return on investment?

C2: Extent to which the Programme has been able to add value to the NPA Zimbabwe Programme

33) Did your organization complement your programme with some of your own or other donor resources? What activities did you spend on?

Intervention Area	Additional Resources

Section D: Programme Impact

34) What impacts do you think the programme has contributed towards the long term NPA Zimbabwe Goal? *(a populace that defend democratic rights and the distribution of power and resources have contributed to improved socio-economic and political order in Zimbabwe)*

35) What unintended results, if any, were attributable to NPA Zimbabwe’s investment (both positive and negative) in the programme?

Positive Results	Negative results

Section E: Program Sustainability

36) Do you think the benefits produced by the programme will continue to accrue after the programme ends?

37) What arrangements have been made to ensure sustainability beyond NPA Zimbabwe's involvement?

Community Level	Institutional Level	Financial

38) What local initiatives have been put in place to ensure programme benefits continue beyond 2011 in terms of Governance?

Component	Current Capacity	Capacity Gaps
Governance Structure		
Board		

Section G: Lessons learned

39) What 3 major lessons were drawn from the successes and challenges of interventions of the programme?

Lessons Learned from Success	Lessons Learned from Challenges

40) What has been the value addition of NPA's Support to meeting your own organization's overall objectives?

41) What two or three Key Strategic recommendations do you have for the second half of the NPA Zimbabwe programme?

End of Data Collection Tool

MID TERM EVALUATION KEY INFORMANT TOOL

OTHER KEY STAKEHOLDERS (COLLABORATING WITH IMPLEMENTING PARTNERS – Chiefs, Magistrates, Other CBOs or NGOs)

Name of Organization: _____
Name of Stakeholder: _____
Position in the Organization: _____
Name of NGO/CBO the Stakeholder is Collaborating with: _____
Length of time collaborating with NPA Zimbabwe Supported NGO/CBO _____
Phone Number _____
E-Mail Address: _____
Date of Interview : _____ (dd/mm/yyyy)
Starting Time _____ Ending Time _____ Total Time _____
Taken _____

Introduction

Together with its development implementing partners, the Norwegian People's Aid Zimbabwe (NPA) is undertaking a mid-term review for the 2008-2011 programme which is based on the 2008-2011 strategy. To obtain more information about how the programme performed, lessons learnt and what recommendations should be made for the second half of the programme and similar future programmes, we are conducting interviews with individuals and organizations who are/ were involved in the respective programmes or are familiar with them. The interview comprises a series of questions which takes about 30 minutes to complete.

1) How closely do you or your organization work with the mentioned NPA Supported CBO/ NGO? (Crisis Zimbabwe, ZWLA, Wadzanai etc)

2) What intervention do you work/ collaborate closely with the CBO/ NGO?

3) What has been the impact of the interventions implemented?

4) In your view what have been the key challenges faced implementing the interventions?

- 5) What 3 Key Strategic recommendations can you provide to the programme for the next 18 months
-

End of Data Collection Tool
Thank you for your invaluable Time and Effort

MID TERM EVALUATION MOST SIGNIFICANT CHANGE (MSC) GUIDELINES

Name of Intervention _____

Organization implementing intervention _____

Background

The Norwegian People's Aid Zimbabwe (NPA) would like to capture stories of significant change that may have resulted from our support of your interventions at this program /project site/location/area. This will help us to improve what we are doing, enable us to celebrate the successes together as well as being accountable to our funders and stakeholders.

The stories and information collected from these interviews will be used for a number of purposes including:

- To explore what NPA support has achieved already and learn how the interventions have impacted on the targeted community/ beneficiaries or at policy level;
- To help NPA and Stakeholders/Partners understand what people in (project site) value, and support more of these sorts of outcomes;
- To acknowledge and publicize what has already been achieved.

Contact Details

Name of storyteller/CBO/ NGO/ individual _____

Name of person recording story _____

Location _____

Date of recording _____

Interview start time _____ Interview end time _____

Title of story _____

Questions

1. Tell me when and how you (the storyteller) **OR** CBO/NGO/ first became involved with NPA Zimbabwe programme, and what your current involvement is: _____
2. What is your current involvement in the program/ project/ intervention?

3. From your point of view, describe significant changes that have resulted from your involvement with NPA Zimbabwe Programme and or this intervention (before _____ and _____ after scenario) _____

4. Of these significant changes, which one do you rank as the most significant?

5. Why is this most significant to you?

6. What Lessons did you learn you want to share with others?

7. Do you have any other comments

8. (Please read back the story to the storytellers to ensure that the story written is a true reflection of what they have told you).

MID TERM REVIEW CASE STUDY GUIDELINES

Executive summary (paragraph)

1. **Title :** Include the name of the case study

2. **Introduction (1 page):**

- Identification of the main problem that lead to the case study
- Information on the affected population and how it was affected
- Justification about why this approach should be considered a promising practice case study that could be worthy of replication in other implementing partners in different or same geographic areas

3. **Presentation of the promising case study practice (1 page):**

- Brief description of the case study
- Objectives
- Methods/approach used to implement the case study
- Activities undertaken in detail to implement the case study practice e.g. how it was implemented, who/which community structures (or other organizations) participated in implementation

4. **Achieved results (1-1.5 pages):**

- Describe the results by providing data or anecdotal evidence to measure the outcome and to prove/suggest the success of the promising case study practice
- Describe the results of your evaluation/interviews with key informants that emphasize the success of the promising case study practice
- Recommend the type of data that need to be gathered in the future to prove the outcome/impact of the promising case study practice (if data are not currently available)

5. **Discussion and perspectives**

- Describe the main facilitating factor (what were the elements that made it successful)
- Describe the main constraints
- Lessons learnt - particularly what did not work or what should be done differently
- Recommendations to facilitate implementation of the promising case study practice in sites or geographic areas

6.5 List of Documents Used – References

1. Association of Kubatana Community Trust (AKCT) 2008. AKCT Proposal 2008
2. Association of Kubatana Community Trust (AKCT) 2009. AKCT Proposal 2008
3. Bulawayo Agenda. 2008. Bulawayo Agenda Proposal 2008
4. Bulawayo Agenda. 2009. Bulawayo Agenda Annual Report 2009
5. Bulawayo Agenda. 2009. Bulawayo Agenda Proposal 2009
6. Central Statistics Office. 2006. Zimbabwe Demographic and Health Survey, 2005-2006
7. Chitsanza Development Association (CHIDA). 2008 CHIDA Proposal 2008
8. Chitsanza Development Association (CHIDA). 2009 CHIDA Proposal 2009
9. Crisis In Zimbabwe Coalition. 2009. Crisis in Zimbabwe Coalition Proposal 2009
10. Kajiwa Development Coordinating Association. 2008. Kajiwa Development Coordinating Association Proposal 2008
11. Media Institute of Southern Africa (MISA). 2009. MISA Proposal 2009
12. Media Institute of Southern Africa (MISA). 2009. MISA Report 2009
13. Michael Clemens and Todd Moss. 2005. Causes and Costs of Zimbabwe's Crisis. Centre for Global Development. Washington DC
14. Musasa project. 2008. Musasa Project 2008 Proposal
15. National Association of Non Governmental Organizations (NANGO) NANGO Proposal 2008
16. National Gender Equality and Women's Empowerment Strategic and Action Plan (NGEWESAP), 2008-2010).
17. Norwegian People AID. 2008. NPA International Strategy 2008-2011
18. Norwegian People' AID. 2007. NPA Zimbabwe Country Strategy Baseline Study July 2007
19. Norwegian People's AID Zimbabwe. 2010. Contract Document 2010
20. Norwegian People's AID. 2004. NPA Zimbabwe Country Programme, Mid Term Review: The Rights Based Approach Strategy 2004-2007 Final Report
21. Norwegian People's AID. 2008. NPA Zimbabwe Country Programme Plan 2008-2011
22. Norwegian People's AID. 2009. NPA Partnership Policy February 2009
23. Paxton, S. and Welbourn, A. "Oh! This one is infected!" C, Expert meeting on HIV/AIDS and Human Rights in Asia- Pacific, Bangkok, 23-24 March 2004
24. Suzanne Dansereau and Mario Zamponi. 2005. Zimbabwe, The Political Economy of Decline. Nordiska Afrikainstitutet, Uppsala
25. Tendai Mugara. 2007. The Impact of Operation Murambatsvina (Clean Up) on Urban Livelihoods of Informal Vendors in Harare Zimbabwe. Paper presented at the Living on The Margins Conference. Stellenbosch. South Africa
26. The Women's Trust. 2008. Evaluation Report of the "Women Can Do It Campaign"
27. The Women's Trust. 2008. Leadership and Gender Mainstreaming Training for Women Councillors and Communities in Local Authorities Baseline Study Report

28. The Women's Trust. 2009. The Women's Trust Proposal 2009
29. Wadzanai Community Development Association. 2008. Wadzanai Proposal 2008
30. Women and Land In Zimbabwe. 2009. Women and Land in Zimbabwe Proposal 2009
31. Young Voices Network Zimbabwe (YVN). 2009. YVN Proposal 2009
32. Youth Initiative for Democracy in Zimbabwe (YIDEZ). 2008. YIDEZ Proposal 2008
33. Youth Initiative for Democracy in Zimbabwe (YIDEZ). 2008. YIDEZ Report 2008
34. Youth Initiative for Democracy in Zimbabwe (YIDEZ). 2009. YIDEZ Proposal 2009
35. Youth Initiative for Democracy in Zimbabwe (YIDEZ). 2009. YIDEZ Report 2009
36. Zimbabwe Chamber of Informal Economy Associations (ZCIEA). 2009. ZCIEA Proposal 2009
37. Zimbabwe Human Rights Association. 2009. ZimRights Proposal 2009
38. Zimbabwe Human Rights Association. 2009. ZimRights Report 2009
39. Zimbabwe Women Lawyers Association (ZWLA). 2009. ZWLA Proposal 2009
40. Zimbabwe Women Lawyers Association (ZWLA). 2008. ZWLA Proposal 2008

Annex 6.6 Status of Implementing Partners Operational Policies and Procedures

Name of Organization	Documents Available									
	Baseline Survey	Audit Reports ('08 & '09)	Strategic Plan	HIV Policy	Gender Policy	Constitution	Accounting Manual & Financial Policy	Human Resources Policy	Organogram	M&E Tools
AKCT	X		X		X	X		X	X	X
Bulawayo Agenda	X		X			X	X	X	X	
CHIDA										
CRISIS	X	X	X						x	
KDCA										
MISA				X	X	X	X		X	X
Musasa project	x		x				x	x	x	
NANGO			x	X			x	x	x	
Women's Trust	X	X					X			
Wadzanai	X									
YVN			X			X	X		X	
YIDEZ		X	X			X	X	X	X	

Name of Organization	Documents Available									
	Baseline Survey	Audit Reports ('08 & '09)	Strategic Plan	HIV Policy	Gender Policy	Constitution	Accounting Manual & Financial Policy	Human Resources Policy	Organogram	M&E Tools
ZCIEA		X				X	X		X	
ZIMRIGHTS		x	X				X	X	X	X
ZWLA	X		X				X		X	