Final Evaluation of the "Building Trust and Confidence in Zimbabwe's Transition" Project (2019-2021)

Final Evaluation Report

29 October 2021

DS
development solutions

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Group of Local Peace Committee Members, Mdengelele centre, ward 26, Nkayi District

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Acronyms

CCMT	Centre for Conflict Management Training
CEWER	Conflict Early Warning & Early Response
CSOs	Civil Society Organisations
ECLF	Ecumenical Church Leaders Forum
FGDs	Focus Group Discussions
IFES	International Foundation for Electoral Systems
IFP	Internship Fellowship Programme
KIIs	Key Informant Interviews
LPAC	Local Project Appraisal
LPCs	Local Peace Committees
MoFED	Ministry of Finance and Economic Development
MoPLSW	Ministry of Public Service, Labour and Social Welfare
MoPSE	Ministry of Primary and Secondary Education
MoWACSMED	Ministry of Women Affairs, Community, Small and Medium Enterprises Development
NANGO	National Association of Non Governmental Organisations
NAYO	National Association of Youth Organisations
NDS	National Development Strategy
NPRC	National Peace and Reconciliation Commission
NUST	National University of Science and Technology
PBF	UN Secretary General's Peacebuilding Fund
PPCs	Provincial Peace Committees
RUNOs	Recipient United Nations Organisations
SCORE	Social Cohesion Reconciliation Index
SDGs	Sustainable Development Goals
TNF	Tripartite Negotiating Forum
TSP	Transitional Stabilisation Programme
UN	United Nations
UNICEF	United Nations Children's Fund
UZ	University of Zimbabwe
WFP	World Food Programme
WCoZ	Women's Coalition of Zimbabwe
WLSA	Women and Law Southern Africa
WUA	Women's University in Africa
ZHOCD	Zimbabwe Heads of Christian Denominations
ZHRC	Zimbabwe Human Rights Commission
ZRP	Zimbabwe Republic Police
ZUNDAF	Zimbabwe's United National Development Framework

Executive Summary

Background

The Government of Zimbabwe (GoZ) through the Office of the Vice-President and the recipient United Nations Organisations (RUNOs), commissioned an end of the project evaluation for the "Building Trust and Confidence in Zimbabwe's Transition" Project (2019-2021), popularly known as the ZIM-CATT Project.

The project was conceived as an intervention to support a peaceful transition process after the military assisted change of government in 2017. At the time of project design, the new government had developed a Transitional Stabilisation Programme (TSP) 2018-2020. Within the TSP, national unity, peace, and reconciliation was one of the five priority governance reforms advocating for the need for "promotion of unity across the country and healing wounds of the past as an opportunity to foster peace, reconciliation and harmony"[1]. Engendering peace processes was also a priority for the TSP, which outlined six key milestones and deliverables related to gender issues. The enactment of the National Peace and Reconciliation Commission (NPRC) Act[2] operationalised the National Peace and Reconciliation Commission (NPRC). At project design the NPRC had completed a bottom-up design of its first strategic plan for the period 2018-2023 and required technical and financial support to implement its activities. The Government of Zimbabwe was also demonstrating commitment towards peacebuilding by establishing the Cabinet Committee on National Peace and Reconciliation led by the Vice President.

The ZIM-CATT project, was designed as a catalytic project that sought to contribute towards building confidence and trust in Zimbabwe's transition through a broad-based approach around three inter-linked output areas-namely: 1)Promoting citizen engagement under the Transitional Support Programme with emphasis on promoting the meaningful engagement of women and youth; (2) Improving dispute resolution services and social protection systems design in marginalized and at-risk communities; and (3) Advancing the national healing and reconciliation efforts.

ZIM-CATT project was funded by the UN Secretary General's Peacebuilding Fund with UNDP as the convening agency and working with UNICEF, UN Women and WFP. The national implementation modality (NIM) with the GoZ leading implementation through the Office of the President and Cabinet (OPC).

Purpose and objectives of the Evaluation

The main purpose of the evaluation was to take stock of results achieved and challenges experienced and distil lessons learned and recommendations for future similar programmes. This was done at two levels: programmatic level; and partnership level i.e., UN joint programming approach and other strategic partnerships. The evaluation assessed programme performance using the criteria of: 1) Relevance and Strategic Positioning; 2) Process; 3) Effectiveness; 4) Efficiency; 5) Sustainability; 6) Partnership Strategy; 7) Human Rights; 8) Gender Equality; and Cross Cutting Issues (see Terms Of Reference (ToR) Annex 1).

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[1] ibid., p. 297
[2] https://zimlii.org/zw/legislation/num-act/2017/11/National%20Peace%20and%20Reconcilation%20Commission%20Act.pdf

Findings

Relevance and strategic fit
Zim-CATT's intentions and implementation approach was a strategic fit to priorities of the Zimbabwe United Nations Development Assistance Framework (ZUNDAF) 2016-2020 and working modality of UN agencies. Furthermore, the requirements for multi-sectoral approach to peace building and conflict prevention highlighted the necessity for a programme that could take advantage of capacities of relevant UN agencies. Therefore, the UN joint programme was rightfully the most strategic approach to undertake. Adopting the broad based and multi-sectoral approach also increased understanding of the complexities of peacebuilding in Zimbabwe and the possible strategies that could support conflict prevention and healing of wounds from past conflicts.

The evaluation found that by strengthening decentralised peace infrastructure and capacities of local authorities to engage citizens in public policy, the project had specific contributions to the decentralisation agenda of the Government of Zimbabwe. Flexibility to support consultations and citizen inputs into the National Development Strategy 2021-2026, which was not part of the project proposal, sustained its relevance in a changing context. In addition to supporting emerging opportunities, the Zim-CATT provided UN agencies an opportunity to build on gains in strengthening a very nascent peacebuilding infrastructure in Zimbabwe.

The project's interventions and approach were consistent with beneficiary needs and capacities. Allowing beneficiaries to make decisions on the best way to implement activities provided opportunities for national partners to align implementation approaches with their capacities.

Project design: The programme design represented strong strategic considerations that rightfully aimed to address key drivers for sustainable peace during a fragile transition period that included peaceful dialogue, social cohesion and building trust of government among citizen, and addressing inequity. Another key design feature of the project was the use of the TSP as an entry point for wider UN influence on peace building and conflict prevention in the country. This approach enhanced the project's appeal and traction within government.

However, the Theory of Change for the project was insufficiently developed and without clarity on how the project activities would lead to the envisaged outcomes. The only mention of the theory of change in the project document is an "If" and "then" statement limited to increased confidence and trust in the TSP. While the specified outputs in the project document *could* lead to the outcomes and project objectives (as highlighted earlier in this section), it was not clear *what* evidence underpinned the assumption that they would *do so* nor exactly *how* they were expected to. Thus, based on this, the project lacked clarity on the efficacy of the chosen strategy to achieve the outcomes.

Furthermore, the project design was not clear on the capacity development approach to help identify assumptions and risks for the envisaged change.

Process

Process of project design: The program was conceived and designed through previous experiences of UNDP on peacebuilding in the country. However, there was limited to no participation of key stakeholders such as OPC, CSOs and government ministries in the design process. Not involving key stakeholders during the design of the project was a missed opportunity for creating strategic partnerships from the onset. Nonetheless, national partners, through the Project Board and Project Steering Committee participated in subsequent modifications to the project with the OPC taking strong leadership on decisions to adopt modifications.

The project established platforms for women, youth and children to be pro-actively engaged in peace building, but low investments limited the scale of support and capacity building of institutions.

Restrictions on movement to mitigate the spread of COVID-19 introduced unique challenges that led to several modifications to format of consultations including the adoption of virtual consultations. While this allowed activities to continue, this inadvertently undermined critical components of dialogue such as inclusivity as excluded groups could not be engaged either due to lack of internet enabled gadgets and data to participate or literacy to engage on online platforms. Partners' ability to conduct comprehensive conflict analysis to inform responses was also significantly restricted.

Management and technical support: Efforts to ensure collaborations between partners led to efficiency during implementation. The program was framed to foster collaboration between partners under a single framework of support/management to maximize achievements. Management from RUNOs provided relevant technical support to enhance the ability of various institutions (particularly the NPRC), CSOs and government Ministries to implement peacebuilding interventions

In addition to facilitating collaborations between national partners the UN agencies also worked collaboratively in areas such as capacity building, strengthening of institutions, mainstreaming peace projects and community engagement. However, they could have done better on some areas such as coordination at activity level.

Monitoring systems: The project had a results framework, but indicators were not matching with expected outcomes. They were not clear and, in many cases, not fit for purpose.
There was a clear challenge to link the project's achievements to indicators. In many instances over 80% of the indicators, the narration of achievement in semi-annual reports was not aligned to the indicator. Furthermore, the project's M&E plan was not sufficiently implemented partly due to COVID-19 induced restrictions on movement and gathering **but** largely due to the limited conceptualisation of the M&E process. There was an apparent lack of baseline data and lack of a joint monitoring system among partners on the project.

<u>Effectiveness</u>

Output 1: Meaningful citizen engagement on the monitoring and review of the implementation of the TSP and formulation of the National Development Strategy I: The project fully met targets for 40% of the indicators under this output. The project significantly improved government's capacity to undertake inclusive consultations. Collaborations between CSOs and GoZ through the Ministry of Finance and Economic Development were particularly important in enhancing the latter's capacity to reaching marginalised population segments. Previously excluded groups such as women, youth and people living with disabilities were a specific focus of consultations, providing the Government of Zimbabwe the capacity to undertake broad based consultations. These platforms also acted as safe spaces for women, youth and marginalised communities to contribute to national planning and policy formulation including discussions on peace building and conflict.

As a direct result of these consultations the project enabled the government, to enhance knowledge of the TSP and its achievements among key stakeholders. The increased interaction and knowledge of government policy performance were contributing to improved confidence and trust in the government as well as capacity of citizens to contribute to local and national development planning and implementation.

Through their convening capacity, RUNOs improved the relationship between central government and local councils enabling coordinated planning. For example, support from the project strengthened the relationship between local authorities and the MoFED leading to improved joint planning processes. As a result of the success of this support UNICEF was requested by the Ministry of Local Government Public Works (MoLGPW) to assist them in monitoring the intergovernmental fiscal transfers that were disbursed by government to local authorities.

Output 2: Improved dispute resolution services and social protection systems design in marginalized and at-risk communities: Targets were met for two out of seven indicators. Nonetheless, several guidance materials developed by the project have the potential to strengthen capacities to integrate peace building in sectoral work. These documents have the potential to increase capacity of sector ministries, however, at the time of the evaluation no trainings had been conducted and in some cases the documents were yet to be approved by the relevant ministries.

The ZIM-CATT project has contributed to a strong appreciation of the need to have conflict sensitive programmes by sector ministries. In the past conflict and peace were a reserve of mandated institutions. Sectoral ministries did not recognise their role in peace building. Through the project support, targeted sector ministries were incorporating peace and conflict management and prevention into programme planning and implementation. The Ministry of Public Service Labour and Social Welfare had initiated training of staff while the MWAGCDSME had also trained its staff at decentralised levels on integrating peace and conflict in their work.

Foundations have been laid for the creation of a network of peacebuilders. Seventy-five young fellows have been trained and taken through internship to strengthen their capacity

on peace building. There was also support to 400 members of the Zimbabwe National Junior Council Association (ZNJCA). As a direct result of the training, members of the ZNJCA conducted a survey on conflicts that existed in select communities; developed policy papers for advocacy and made recommendations that were adopted by Senior Councils in their local areas (Rusape, Guruve, Zivagwe and Chinhoyi).

Output 3: National healing and reconciliation strategy implemented by the NPRC in partnership with key stakeholders: Five out of twelve indicators were achieved for this output. Achievements emanating from this output include:

- Capacity strengthening support of the NPRC has helped it to transition to a fully functional organisation anchoring the peace infrastructure in Zimbabwe. The project was introduced during a time of transition for the NPRC which included fully establishing the secretariat and onboarding of new Commissioners. The role of the project in building technical capacity as well supporting activities that strengthened the ability of the secretariat and Commissioners deliver their mandate and strategic plan smoothened the transition process.
- The establishment of provincial and local peace committees the project contributed to strengthening the decentralised peace infrastructure in the country leading to improved capacities for conflict prevention and peace building at local levels. In Masvingo, the newly established district peace committee (DPC), Masvingo DPC, was able to constitute themselves into sub-groups to track varying conflicts. Discussions with the NPRC revealed these initiatives were demonstrating the institutionalisation of these structures within the decentralised governance structures.

Challenges: Performance of the project was severely constrained by a series of crises. The first was Cyclone Idai which occurred at beginning of the project and led to unavailability of government counterparts who were busy with responding to the emergency. COVID-19 had the greatest impact on the project which led to a no cost extension. Physical meetings were stopped which negatively affected the ability of the project to undertake effective consultations. Delays due to crises were compounded by general disbursement delays by RUNOs and capacities in some partners. There were concerns raised by Government and CSO partners on delays in disbursement by three to four months which would undermine the period for implementing activities. Bureaucracy in decision making in Government also contributed to delays in activities which ultimately had a ripple effect on effectiveness.

Peacebuilding interventions in a context where peace is a political issue means processes are slow and investments are long term. The overlay of inherent slow pace of peacebuilding processes in the country and delays due to various crises and disbursements had the effect of severely limiting the time for implementation of activities.

Efficiency

Staffing, procurement, and financial safeguards: RUNOs highlighted that the project was adequately staffed, however the project could have benefited from increased investment in M&E staffing. The project had a provision of 15% level of effort for M&E (the M&E officer

could only provide 15% of their time to the project). this was inadequate for the scale of the project and was a major contributing factor to evident weak M&E provisions in the project.

Due diligences were undertaken for partners prior to funding with Harmonised Cash Transfer (HACT) processes adopted for all national partners in the project.

Coordination and management: The project management coordination arrangements had positive influence on coordination and synergies but with some challenges. The Project Board and Steering Committee provided platforms for Government leadership and opportunities to enhance coordination of project activities. One of the advantages of a joint programme is the technical support that can occur between agencies given their specialisations. There were actions taken by RUNOs to leverage on this advantage by contributing to each other's activities, especially where they worked on the same output. However this was not systematic across outputs.

Sustainability
The project had a sustainable strategy but would have benefited from a shared detailed plan on how these strategies were to be operationalised, exit managed and sustainability achieved. Effectiveness of the exit strategy was also hampered by delays in implementation of activities which meant some capacities had only just been developed at the end of the evaluation with no time to allow the RUNOs to support national counterparts to cement the capacity. However, institutional strengthening of the NPRC will be sustainable but there is still need to provide technical support to ensure effectiveness.

While guidelines and handbooks developed by the project provide a basis for sustaining capacity within targeted institutions they were at various stages of implementation and require further support by RUNOs to entrench the capacity.

Sustainability for project investments will be supported through continued support of RUNOs of the gains made so far. RUNOs participating in the project do have long term interest in supporting peacebuilding in their sectors of work and will likely continue with the project's interventions.

Partnership strategy
The evaluation finds that the ZIM-CATT partnership strategy was effective due to several reasons that include:
- The partnerships considered all stakeholders in peacebuilding and established relationships between them;
- A UN joint programme was appropriate partnership as it enabled the project to address peacebuilding from a systematic approach; and
- The orientation of the partnership, where Government through OPC led implementation of the project, increased the project's appeal as well as unlocking institutional bottlenecks.

Human rights, gender and cross-cutting issues
The evaluation made the following key findings:

- The project employed inclusive approaches that enabled disadvantaged and marginalised groups to participate and benefit from project activities;
- Despite these positives, the project design and implementation could have benefited from a gender analysis to identify the entry points and the outcomes to be achieved for gender; and
- While the project had a strong focus on women and youth, there was no similar attention to people living with disabilities in the project design. However, there were efforts during implementation to ensure disability was covered.

Conclusion

The ZIM-CATT project design addressed beneficiary needs. Its joint implementation approach was commended for being based on a good understanding of the complex drivers of conflict in Zimbabwe that required a multi-sectoral approach. Despite these commendations, the design of the project could have been enhanced by being clearer on the theory of change and the capacity building approach. Project design could also have had been more inclusive to help the project partners negotiate partnerships at this stage than during implementation. Its failure to do this led to delays in implementation and missed opportunities in creating broad based partnerships.

Lessons Learned

- **Lesson 1:** Consultations held on virtual platforms can help the project addresses restrictions posed by COVID-19, but are inherently exclusive and not ideal for inclusive dialogue as majority of the marginalised population will not have access to the platforms.
- **Lesson 2:** The UN joint programme is an appropriate implementation approach for peace broad based peacebuilding programmes. The UN joint implementation modality allowed the programme to implement harness the expertise and capacities of other RUNOs enabling the project effectively adopt a broad based peacebuilding programme. This is particularly useful in a context where the drivers of conflict are multi-sectoral.
- **Lesson 3:** Where peacebuilding requires a broad based approach and drivers are complex and political, investments need to be made based on a long term perspective with a clear vision and plan of how the ultimate objectives will be achieved. This is mainly due to the slow nature of engagement and institutional reforms processes in such contexts.

Recommendations

This details only priority recommendations. A full list of recommendations and their link to findings can be found in section 5.3, Recommendations.

Finding	Recommendation	Responsibility
The project's theory change of insufficiently developed without clarity on the how the project would lead to the envisaged outcomes. Theory of change approaches are critical for peacebuilding projects to deepen understanding of how change happens and the conditions underpinning that change.	A future project design will need to demonstrate the theory of change and clearly show how change happens as well the conditions for achieving that change to project planning and monitoring.	UNDP
The ZIM-CATT was essentially a capacity building project. However, the project design lacked clarity on the capacity building approach	In the future RUNOs will need to detail the capacity building approach and understand how risks for the types of	UNDP

Finding	Recommendation	Responsibility
for the types of capacities being developed. This could have helped in identifying the assumptions and risks for the envisaged change.	capacities will be addressed during project implementation.	
The program did not maximise all opportunities for building strategic partnerships from the design stage. This led to exclusion of some stakeholders (especially CSOs and FBOs) and challenges with negotiating the project with the OPC.	Future projects for peacebuilding in Zimbabwe are encouraged to strengthen inclusive stakeholder engagement and coordination from the design stage of the project to avoid duplication of activities and promote optimum use of scarce resources. This should include: a broad mapping conflicts (current and potential) and stakeholders to maximize stakeholder contribution and to better-harmonize their differences.	UNDP
While the outputs of the project were interlinked, implementation was pillared, RUNOs delivering activities in one output worked well together but less so across outputs. This undermined the project concept including technical support for some RUNOs for whom peacebuilding was not a traditional area of focus. For example, activities supporting the same national partner from different outputs were not coordinated, whole coordination at subnational level was difficult to achieve.	There is need for the convening organisation to put in place mechanisms that allow for RUNOs to contribute across outputs to ensure the over project concept is realised.	UNDP
The decentralization of the peace infrastructure has the potential to enhance capacities for peaceful dialogue and local conflict identification and management. The establishment of Local Peace Committees in some districts such as Nkayi is a notable example of good practice. Decentralised structures supported by the project were also still nascent and required further support to entrench them in the decentralised governance structures of the country.	Investment in strengthening the peace infrastructure should aim to expand the decentralised peace infrastructure to the community level. This should start in conflict hotspots with the learning from these areas being used to support scale up in potential conflict areas. Among other benefits, this is expected to allow for quicker identification conflicts and their peaceful resolution. Further follow up is still needed by Provincial, district and local peace committees. This includes mentorship and financial support to facilitate their growth, prominence and integration. A future project should extended down further to district or even sub-district level.	UNDP
At the end of the evaluation capacities built by the project including guidance documents (guidelines and handbooks) were either fully developed and approved by relevant national partners or were still to be approved.	The RUNOs need to continue supporting this work to ensure these capacities that were at nascent stage are nurtured and strengthened. This will include support for rolling out training programme and revisions of programme guidance and implementation approaches to ensure they adopt a peace lense. The structure	All RUNOs

Finding	Recommendation	Responsibility
	and content of this support will need to be partner specific.	
Peace requires all stakeholders to engage in a non-threatening environment. The project had a significant impact in the creation of safe spaces for dialogue between GoZ and stakeholders and especially the CSO sector. However, challenges remain in ensuring widescale safe spaces for dialogue between the parties which is central for peacebuilding.	To maximize the progress in peacebuilding, a more encouraging environment needs to be cultivated by working with and through the key and relevant stakeholders in governance and peacebuilding to facilitate more participation and joint efforts between government and CSOs with less emphasis on political divide, especially at lower levels where the commitment and mutual trust shown at the national level may not necessarily be reflected.	GoZ
There were promising practices in the project, particularly those that build a network of peacebuilders. If given the long term investment they require they are likely to address future conflicts.	Building a network of peacebuilders is a long term investment. There is need to ensure RUNOs continue supporting these initiatives (NJCA, and the Fellowship programme) through core resources or other funding pipelines.	All RUNOs

1   Introduction

This report presents the second deliverable for the Terminal Evaluation of the "Building Trust and Confidence in Zimbabwe's Transition" Project commonly referred to as the Zim-CATT project. Chapter 2 details the programme context, its objectives and interventions as well as changes that occurred during implementation. Last sections of Chapter 2 provide details of the evaluation scope (objectives, and evaluation questions). Chapter 3 presents details of the evaluation approach and methods while Chapter 4 presents the detailed findings of the evaluation. Chapter 5 presents the conclusions and recommendations.

2   Background

2.1   Country Context

In the course of history, Zimbabwe has experienced political and socio-economic periods of instability characterised by violent conflicts[3]. These violent conflicts have led to divisions along ethnic, racial, and political lines which in turn have been felt in the inability of the country foster a prosperous future. There are numerous underlying causes of violence in the country that include:

- a divisive political culture that has polarised communities along political party lines and permeated key national institutions meant to serve public interests;
- the use of violence and coercion to resolve political, ethnic or ideological conflicts remained a key feature in the broader societal post the liberation struggle; and
- unequal distribution of resources leading to regional inequalities, economic exclusion, and marginalization.

The coming in of a new President and Government in 2017 ushered in new hope to do away with the past, politically motivated violence. This was epitomised by a relatively peaceful pre-election period for the 2018 national elections. This was partly owing to the Government of Zimbabwe putting in place strategies – including invitation of international election observers - to mitigate political and civil unrest as well as promote harmony. Despite these efforts, the response to the demonstrations that ensued following the post-election period was fraught with violence; alleged violation of human rights; loss of six lives (including one woman), and the contestation of the election outcome by the opposition due to concern over the credibility of the entire election process.[4,5] During this period, gender inequity issues were also prominent with visible violence against women through social media to deter and threaten women from taking on roles in politics and civil life. An assessment by the International Foundation for Electoral Systems (IFES) found that between January and April 2018, "60% of violent discourse and related content in the political space were directed towards women".[6] These post-election events exacerbated the already existing public scepticism; disengagement; and political and social polarization. In addition, these challenges, rooted in

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[3] From pre-colonial era (ethnic based violent conflict), to various phases of fight for independence (racial and ethnic violent conflict); and post-independence (political polarisation and driven violent conflict).
[4] The opposition's contestation of the election outcome was settled by the Constitutional court of Zimbabwe which found no evidence for the assertions made by the opposition party, MDC alliance.
[5] https://www.herald.co.zw/findings-of-commission-of-inquiry-into-1-august-2018-post-election-violence/
[6] International Foundation on Electoral Systems: Violence Against Women in Elections. An IFES Assessment 2018

historical conflict and grievances; deepened by a culture of intolerance across political divides; and characterized by intimidation, mistrust and fear, called for the need to address them in order to promote and consolidate democracy in Zimbabwe.

2.1.1   State of peacebuilding in Zimbabwe

Since introduction of new national leadership and government after the resignation of the long-time former and late President, Robert Mugabe, significant efforts were put into developing and implementing a reconciliation and peace building framework. This started with the Transitional Stabilisation Programme (TSP). The TSP was conceptualized and implemented as a lead-up and informed the five-year National Development Strategy (NDS) 1 2021-2026. The TSP was announced following the Presidential inauguration in August 2018 and approved on 2 October 2018, with the goal of governance and economic reform to facilitate the political transition and encourage international investment.[7] The Programme prioritized economic stabilisation and growth; and included a governance reform section focusing on rule of law, access to justice, democratization, respect for human rights, national unity, peace and reconciliation, and alignment of statutes to the constitution. One of the underlying values of the TSP was "citizen participation in national and socio-economic development programmes".[8] Within the TSP, national unity, peace, and reconciliation was one of the five priority governance reforms advocating for the need for "promotion of unity across the country and healing wounds of the past as an opportunity to foster peace, reconciliation and harmony"[9]. Additionally, the TSP outlined six key milestones and deliverables related to gender issues including: 1) mainstreaming of gender sensitive policies and regulations; 2) integrating gender into national and economic policies; 3) identification of gender issues in programming and budgeting; 4) prioritization of resource allocation for the implementation of gender programmes; 5) implementation of gender sensitive programmes and projects targeting women and youths; and 6) monitoring and evaluation for programmes.[10]

The process of building national peace and reconciliation has also been supported by the enactment of the National Peace and Reconciliation Commission (NPRC) Act[11] and subsequent five-year Strategic Plan (2018-2022).[12] Through adoption of more inclusive approaches, the overall mandate of the NPRC is to ensure post-conflict justice, healing and reconciliation; break the culture of impunity; deal with the nation's past conflicts and institute mechanisms for peaceful conflict resolution. Fundamental to the work of the NPRC is addressing both new and old grievances as informed by priorities of affected communities. This involved establishing and convening 10 consultative forums in all 10 provinces to identify grievances, key threats to reconciliation, existing opportunities for facilitating healing, and the role of NPRC in pushing forward the goals of the NPRC that foster the peace and reconciliation agenda. Over 1,800 key stakeholder representatives were engaged and participated in this process including civil society, faith institutions, governments entities,

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[7] PBF Project Document 2020
[8] https://zimbabwe.un.org/sites/default/files/2020-06/Transitional-Stabilisation-Programme-Final.pdf. Page 294
[9] ibid., p. 297
[10] ibid., p. 291-292
[11] https://zimlii.org/zw/legislation/num-act/2017/11/National%20Peace%20and%20Reconcilation%20Commission%20Act.pdf
[12] http://www.nprc.org.zw/wp-content/uploads/2019/10/NPRC-2018-2022-Strategic-Plan_0.pdf

women, and youth groups. The findings from the consultations with the stakeholder groups informed the NPRC 2018-2022 Strategic Plan.

Another significant investment to peacebuilding and reducing conflict are social protection systems that were set up to aid in addressing inequalities and marginalization of communities that came about as a result of historical political and tribal conflict. Some of these communities are located in the Matabeleland region; and the Manicaland and, Masvingo, Midlands, and the Mashonaland provinces. "The majority of families in these regions rely on government and development partner-provided social benefits."[13] However, due to the national economic as well as natural disaster induced crises, the social protection system has been disrupted with some schemes contracting or completely collapsing. In addition, lack of transparency and accountability has resulted in mistrust in the government's capacity to deliver basic services. Further, social protection systems, have in some instances been misused as instruments of power and control resulting in exclusion and polarization among political institutions. Thus, design and implementation of social protection systems, should be guided by gender and conflict-sensitive principles. In this regard, there is need to apply the 'do no harm' principle to social protection services programming; ensure quality services are responsive to the context within which they are delivered; and supported by adequate transparent and accountability systems.[14]

Peacebuilding processes in Zimbabwe have been highly exclusionary negating the purpose for which they are set up for. Young people, women and other marginalised populations have particularly been left out.

2.2 Project Description

Anchored under the UN's Peace and Democracy Facility, the overall goal of the project was to support interventions that aimed to promote and sustain peace to enhance confidence and trust building during the country's political transition[15] through:

> "Improved national capacities for gender and youth inclusive dialogue, consensus-building and reconciliation, with participation of marginalized and at-risk groups (women, youth and people living with disabilities)" (TOR page 1)

The three main inter-related output areas were to: 1) Promote meaningful participation of citizens – including women and youth – in monitoring the implementation of the TSP; 2) improve dispute resolution services and social protection systems design in marginalized and at-risk communities; and 3) Advance national peace and reconciliation. Achieving these objectives and output areas was envisioned to contribute toward a conducive environment for peace, trust, and citizen participation in the development process. This was done through supporting capacity of key actors and institutions in their planning, coordinating, and provision of social protection in ways that are gender and conflict sensitive; and in consideration of historical and structural drivers of marginalization and tribal fault lines.[16]

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[13] PBF Project Document 2020., p. 13
[14] ibid.
[15] PBF Project Document
[16] ibid.

The total budget for the project was $3,143,861.00.

2.2.1 The project's activities

In early 2019, the initial stages of the PBF project focused on laying the groundwork for partnership building and stakeholder engagement.[17] The majority of activities, including capacitation, sensitization, and trust-building, informed preparation, and harmonization with implementing partners and participating ministries. Table 1 outlines the activities, for each output area.[12, 18]

Table 1: Summary of activities and output within three PBF project output areas

Output area	Activities
Meaningful participation of citizens – including women and youth – in monitoring the implementation of the TSP	• Train and support targeted State entities to oversee mandates and develop strategies that are gender response for civic engagement in TSP implementation • Support creation of platforms for interaction between women's civil society, rights groups and key stakeholders for peace building • Awareness raising by CSOs among citizens on TSP and NDS • Convene provincial and district-level multi-stakeholder meetings (including technical review committee) meetings to assess and review TSP implementation and identify strategies address TSP bottlenecks • Documentation and dissemination of key outcomes to the public through multi-media channels • Support NDS strategy 1 consultation with a peace lens to ensure input from TSP consultations are incorporated in the NDS
Improve dispute resolution services and social protection systems design in marginalized and at-risk communities	• Assessment of existing conflict-prevention initiatives and develop integrated mechanism for early detection of potential conflict • Develop capacity enhancement plan that is age and gender responsive • Develop handbook and manual for policy makers and practitioners to support delivery of gender- and conflict-sensitive services • Train facilitators to assist stakeholders in collaboratively finding solutions to conflict • Develop capacity of academic institutions to integrate conflict transformation skills & research • Support social protection initiatives – NRPC committees; conflict prevention and alternative dispute resolution • Support network development between women and youth organizations and those at national level
Advance national peace and reconciliation	• Public engagement, communication strategy to guide NPRC's outreach and stakeholder processes - 10 pilot public outreach campaigns across 10 districts • High-level session with key state institution on NPRC strategic plan • Support development of an NPRC Operational Plan • Induction and orientation of multi-stakeholder national, provincial, and district peace and reconciliation committees • Develop and pilot national truth telling programme • Provide seed funding to the Government and NPRC for healing & reconciliation initiatives • Quarterly National and Provincial level gender peace and reconciliation meetings • Support CSOs, FBOs, Women and youth organization to implement community-based peacebuilding programmes.

2.2.2 Implementation arrangements and division of labour for the RUNOs

The project was implemented through the national implementation modality. The National Executing Agency for the project was the Office of the President and Cabinet (OPC)

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[17] PBF Project Progress Report: Semi-Annual 2020
[18] ibid.:

responsible for the central coordination and overarching monitoring. Other partners included the NPRC, the Ministry of Public Service, Labour, and Social Welfare (MoPSLSW), Ministry Finance and Economic Development (MoFED), Ministry of Local Government and Public Works (MoLGPW), and MoWASMECD. Each component of the programme included implementation by Civil Society Organizations (CSOs) that included women and youth-based CSOs as well as faith-based organizations, mobilized through the National Association of NGOs (NANGO), National Association of Youth Organisations (NAYO), Women's Coalition of Zimbabwe (WCoZ), and Zimbabwe Heads of Christian Denominations (ZHOCD).[19]

The UNDP was the convening agency and in collaboration with UN Women and UNICEF ensured the effective implementation of the project. Technical support was provided by other UN agencies, including the UNFPA and UNESCO with the UNDP serving as the lead technical agency. The UNDP has previously supported Zimbabwe in peace building, thus was well positioned as a trusted partner in peace and reconciliation efforts.[20]

Table 2: Key responsibilities for the Recipient UN Organizations (RUNOs)

RUNO	Key Responsibility	Partners/Stakeholders
UNDP	• Convening role and technical lead for the project responsible for overall project management, monitoring, and reporting • Collaboratively ensure project implementation with the UNICEF & UN Women	Office of the President and Cabinet WFP; Ministry of Public Service Labour and Social Welfare WLSA; Zimbabwe Human Rights Commission (ZHRC); Gender Commission; Civil Society Organizations (CSOs) – including women and youth-based CSOs; faith-based organizations (FBOs); National Association of NGOs (NANGO); National Association of Youth Organisations (NAYO); Women's Coalition of Zimbabwe (WCoZ); Zimbabwe Heads of Christian Denominations (ZHOCD), National Junior Councils Association of Zimbabwe (NJCA)
UNICEF	• Provide support to the Ministry of Public Service, Labour, Social Welfare to build capacity of key state and non-state actors to plan, coordinate, and provide social protection in a gender and conflict-sensitive way, ensuring key populations participate as partners. In addition, it ensured the participation of young people in the peace building process.	
UN Women	• With the WLSA, ensure that overall planning, frameworks, and programming is gender inclusive and responsive at all stages, including ensuring participation of women • Funding support toward capacity building of NPRC members and staff on delivering gender mainstreaming and gender responsive programmes	

2.2.3 Impact of COVID-19 on the project

Since the WHO declaration of the COVID-19 outbreak as a global pandemic on 11 March 2020, the Government of Zimbabwe instituted lockdown measures which resulted in changes in the application of modalities and timelines of the PBF project. Additionally, the social distancing measures disrupted peace and reconciliation community-based efforts, which depended on in-person interaction and approaches. Some of the community-based in-person activities were either shifted to online engagements, suspended, or deferred.[21] As the restrictions were progressively lifted the projects work gradually resumed with modification to work plans, alternative execution, digital adaptation, including utilization of online and virtual

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[19] PBF Project Document
[20] ibid.
[21] ibid.

communication platforms. One of the activities conducted during the pandemic period was a survey to assess impact of COVID-19 on women gender issues to understand women's experiences and gender-related changes resulting from the pandemic. Findings from the survey revealed new emerging risks and conflicts in communities during the pandemic. As an example, the lockdown measures further limited the ability of women to access essential services, including health service.[22] As such, one of the recommendations was to ensure the continued running of gender-sensitive health services during the lockdown period. From the 10 provinces, Peace Committees and Gender Champions were engaged to monitor women's rights situation as it relates to the pandemic and inform the Gender Monitoring Survey. Information was fed into gender monitoring. The COVID-19 pandemic also led to an upsurge of violence against women and children, and other vulnerable groups.[23] Based on a situation report in 2020, the National Gender Based Violence (GBV) Hotline reported a 175% increase in cases compared to the year 2019.[24] The impact of COVID-19 on other aspects of people's livelihoods, saw the PBF project considering strengthening the capacities of organizations and institutions to respond to emerging vulnerability including increased poverty and conflict in communities resulting from COVID-19 related stigma. The significant negative impact of COVID-19 on the ability of the project to meet timelines led to a no cost extension.

2.2.4   Changes to the PBF programme
The specific changes made to the project were largely at the implementation phase of the programme. Firstly, to be responsive to the shift in priorities of the Government to more pressing and immediate challenges, including Cyclone Idai and the current COVID-19 pandemic, the project timeline was amended with an additional six months (end date of February 2021).[25] Secondly, as part of the risk management, the project instituted continuous monitoring of the COVID-19 pandemic and alternative programmes that utilized virtual tools to assess the impact of the pandemic on overall programming. Third, the project factored in anticipated negative effects of COVID-19 on social protection and vulnerable groups by focusing on easing tension and conflict at the grass roots level. This was done by capacitating the NRPC and Peace committees to handle complaints which included cases of human rights violation.[26] Fourth, to implement project-related activities digital and virtual approaches were adopted in adherence to COVID-19 prevention measures. Specifically, virtual approaches were employed for consultation at the national and sub-national levels and digital tools were utilized to continually engage stakeholders in peace building programmes.

2.3   Evaluation Purpose and Objectives

2.3.1   Evaluation purpose
Being a summative evaluation, its main purpose was to take stock of results achieved and challenges experienced and distil lessons learned and recommendations for future similar programmes. This was done at two levels: programmatic level; and partnership level i.e., UN joint programming approach and other strategic partnerships. At the programme level, the evaluation served as an accountability mechanism and providing insights on priorities that

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[22] ibid.
[23] Zimbabwe Situation Report, 2020 https://reports.unocha.org/en/country/zimbabwe/#cf-2XxB9GOV93ZZRdbHQVxbCy
[24] ibid.
[25] PBF Project Document
[26] ibid.

have an impact on governance within the dynamic peacebuilding context of Zimbabwe. It provided the Country office with evidence-based analysis and recommendations to facilitate strategic decisions and positioning within the peacebuilding sphere. At the partnership level, the evaluation aimed to assess the implementation modalities, in particular the effectiveness of the funding approach between the UN and the PBSO as well as the working arrangements between the RUNOs. Partnership arrangements, institutional strengthening, and beneficiary participation were an area of focus. The evaluation was expected to determine the extent to which linkages, synergies and coordination with other Projects/programmes were established.

Specifically, the evaluation assessed programme performance using the criteria of: 1) Relevance and Strategic Positioning; 2) Process; 3) Effectiveness; 4) Efficiency; 5) Sustainability; 6) Partnership Strategy; 7) Human Rights; 8) Gender Equality; and Cross Cutting Issues (see TOR page 4).

2.3.2   Evaluation objectives
The specific objectives of the evaluation were to:

1. Determine the extent to which the project results were achieved, partnerships established, capacities built.
2. Establish the extent to which cross cutting issues such as gender equality were achieved.
3. Assess whether the project implementation strategy was optimum and recommend areas for improvement and learning.
4. Assess the project contribution to achievement of UN Country Programme Documents (CPD), UN Strategic Plan and Government of Zimbabwe development goals and results.
5. Assess the relevance and strategic positioning of this project's support to the context of Zimbabwe as well as the overall contribution of the project to strengthening peace infrastructure in Zimbabwe.
6. Analyse the peace infrastructure and draw out potential advantages it may bring to Zimbabwe as formal infrastructure for conflict resolution and prevention; and
7. Draw, based on above objectives, lessons and recommendations for sustaining the Building Trust and Confidence in Zimbabwe project results, and providing guidance for the future strategic direction peacebuilding projects in Zimbabwe.
8. Investigate the specific activities relating to each of the Project objectives/outcomes listed above including training and technical support through co-located team members.
9. Analyse the capacity building approach including training design, implementation, monitoring and evaluation initiatives.
10. Assess Programme accountability in as far as communication and visibility is concerned.

Annex 1 provides the detailed TOR for the evaluation including the evaluation questions.

3 Methodology

3.1 Approach

3.1.1 Evaluation design
The evaluation adopted a theory of change approach using mixed methods approaches. The theory of change approach applied enhanced the ability of the evaluation to capture the broadness of the changes influenced by the project – thus improving evaluability of the programme. This is mainly due to peacebuilding results chains being complex and non-linear due to the everchanging dimensions of peacebuilding infrastructure and systems and processes. While the results framework served as a good framework for providing the lense through which results for the project could be framed, the dynamism and potential alternative pathways required an approach that captured expected and unexpected results. As shall be discussed in the methodology section, this approach was set off by a participatory results workshop whose aim was to retrospectively develop the Theory of Change (TOC). The outcome harvesting approach was used to identify results across TOC causality chains. This subsequently framed the evaluation's determination of the project's achievements.

Qualitative and quantitative methods were used in data collection. Quantitative information was collected from secondary data while qualitative data, that provided more in-depth analysis of evaluation criteria, was mainly drawn from primary data collection methods.

3.1.2 Evaluation guidance
Guided by the interests of RUNOs in the TOR and general UNEG evaluation requirements for which our team was adept, the evaluation used the following UNEG guidance documents to frame methods:

a) UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations (2014);
b) UNEG Ethical Guidelines for Evaluation (2008); and
c) UNEG Norms and Standards for Evaluation (2016).

3.1.3 Evaluation principles
Based on these guidance documents the evaluation adopted the following principles:

Independence, impartiality and credibility: External third-party evaluations are premised on impartiality, independence and credibility of findings. The external evaluators had no interest in the outcome of the evaluation but more critically, ensured that the whole evaluation approach was underpinned by independence from the programme under assessment, its funders and its beneficiaries, which was a defining condition for a quality evaluation output. Therefore, the findings represent an independent opinion. The evaluation team had no prior interaction with the project or interests during its implementation and therefore no conflict of interest.

To enhance credibility of findings, data collection and reporting was based on evidence obtained from the field. This evidence was triangulated between sources including a validation process with stakeholders of the project. Any divergence from the evaluation's view required support of evidence from those that did not concur with the findings. Where points of disagreement arose, project staff were requested to respond through a management response.

Transparency and Communication: The review was conducted in a transparent manner ensuring that all stakeholders and beneficiaries understood the purpose and scope of this review process and were engaged and committed to the review's success. The evaluation team also communicated and consulted with the team in charge of the review on a regular basis to update on progress and to alert the team of any challenges which were encountered to remedy them as quickly as possible.

Quality: The evaluators ensured that evaluation results were of high-quality based on a sound and tested methodology, which is comprehensive, evidence based, used a mix of qualitative and quantitative methods appropriate to this assignment, and included participation of key stakeholders and beneficiaries. The strength of the evaluation team's analysis and assessment was based on asking the right questions, speaking to relevant stakeholders, and collecting the required information, as well as extensive experience by the team members, to reach sound and justifiable conclusions and recommendations to meet the needs of the evaluation's target audience. The structure and content of the report was strongly influenced by UNEG Norms and Standards for Evaluation.

Inclusiveness: all categories of beneficiaries of the project contributed to the evaluation. As described in the methodology section, this took into cognisance, disaggregation of age, sex and disability.

Fair power relations: The evaluation team ensured all voices were heard during the evaluation including those of rights holders. Care was taken to understand the power relations between stakeholders and to ensure that such power relations did not influence the outcome of the evaluation. This is particularly important for when evaluating a sensitive subject such as governance and peacebuilding. For example, majority of interviews were done with individuals rather than groups. The evaluators ensured these interviews were conducted in spaces that ensured confidence and openness of respondents.

The evaluation process also ensured no one voice was emphasised over the other. Lastly, the evaluation team acknowledged that the status of an evaluator could bring overbearing power on those being interviewed resulting in biased responses. The evaluators took note of this in their methodology – particularly using participatory methods that ensured the opinions of all participants were heard and noted.

Honesty and Integrity: All findings and conclusions were evidence based. Where evidence was inconclusive this was highlighted in the findings.

Gender and human rights: gender and human rights was incorporated in the evaluation in various ways. First the evaluation methodology ensured rights holders and duty bearers were

included in the process of data collection. Second, analysis of findings was undertaken with a human rights lens. Third, the proposed data collection approach recognised the implications gender has in respect to women's inability to express themselves in the presence of men. All data collected from primary and secondary data sources was sex disaggregated.

3.1.4 Ethical Consideration
There were no major issues regarding the conduct of this evaluation which were not an intervention. No risks had been identified for participating in the study. So, the participants' safety was assured. All stakeholders had an equal opportunity to participate including men, women and youth at community level, except in situations where a certain group or individuals opted not to participate for an identifiable reason. However, the participants signed a consent form to show that they were willingly participating in the evaluation and were not forced to participate or volunteer any information. The participants were asked to participate with their full knowledge, did so voluntarily and with full consciousness gave their consent. The evaluation was explained to the participants and participated after consenting. It was explained to them that their views, ideas and values would be respected and kept confidential and anonymous. The data would be used only for the intended purpose and that the evaluation would be beneficial to them as the findings enable the government and UN agencies prioritise governance and peacebuilding efforts.

3.2 Methodology

3.2.1 Documentary review
Secondary data review was done to 1) understand the programme design; 2) determine progress in implementation and challenges experienced; 3) results the programme achieved; and 4) lessons learned by implementers. Table 3 provides details of the literature reviewed and the corresponding issues.

Table 3: Documents reviewed

Document category	Issues
Project Document Revised Programme Document No cost extension justification	Programme design Changes to the programme as a result of COVID-19 Challenges faced by implementers Stakeholders of the programme
Semi-annual reports Annual Reports Summary of Results	Activities implemented Results being achieved Challenges being experienced Lessons being learned Adjustments to programme activities Changes in stakeholders
Financial Reports	Delivery rates for the programme and RUNOs
Partner grants reports	Geographic coverage of interventions Target groups Activities implemented

Document category	Issues
Activity reports	Governance and peacebuilding context in Zimbabwe Scope of support/activities Content of activities
Other secondary literature on governance and peacebuilding in Zimbabwe e.g. Statutory Instrument 90 of 2018, NPRC Act: (Chapter 10:32)"Towards a framework for resolving the justice and reconciliation question in Zimbabwe (Sabelo J Ndlovu -Gatsheni and Everisto Benyera AJCR 2015	Peacebuilding and governance context in Zimbabwe Initiatives in peacebuilding and governance in Zimbabwe

3.2.2   Results workshop

A one-day results workshop was conducted with 23 participants from RUNOs (4) and their national partners (OPC (2), government ministries (2), independent commissions (3) and CSOs (12)). The objectives of the results workshop were to:

- Clarify the Theory of Change for the programme;
- Discuss results along the TOC causality chain; and
- Identify the main success factors and challenges for further investigation during the data collection.

3.2.3   National Key informant interviews

National level interviews were held with a cross-section of the project stakeholders. These included high level interviews in government and the RUNOs to get a strategic perspective on the governance and peacebuilding context in Zimbabwe and strategic positioning of the programme. RUNO programme managers provided broad information across all evaluation criteria. The interviews drew on their experiences, results and recommendations for a future programme or support peacebuilding infrastructure in Zimbabwe. National partners, government ministries, independent commissions, and civil society were incorporated to understand their role in the project, contribution to peacebuilding processes and infrastructure, measures being put in place to sustain the programme and lessons for future programme.

A list of respondents for national level key informant interviews is presented in Annex 4.

3.2.4   Subnational consultations

Sampling
As only two provinces (out of the ten) could be visited for the project, the evaluation adopted a case study approach as not enough provinces could be visited[27]. The case study approach focused on identifying "promising practice" that could be enhanced in future similar

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[27] At least five provinces were adequate

programmes. The sampling therefore involved two stages: identifying the promising practice and then sub-national locations where this practice could fully be observed and lessons learned. The first promising practice was the work with Junior Councils focused on integrating child participation in peace building to foster a generation of peace builders. The second promising practice was provincial and local peace committees. Once these practices were identified purposive sampling of locations was done through discussions with UNDP and UNICEF to identify provinces and districts were these practices could be fully observed. Based on these parameters the following were agreed as the two provinces for field data collection:

Province	Promising practice	District	Promising practice
Mutare	Provincial Peace Committee	Mutare	Junior Council
Bulawayo	Provincial Peace Committee	Nkayi, Matobo	Local Peace Committees

Data collection

Sub-national level consultations were undertaken at provincial and district levels. At provincial level interviews were held with the Provincial Minister – Bulawayo Province, members of Provincial Peace Committees in Bulawayo and Manicaland/Mutare, and local authority personnel that participated in programme activities. At district level, interviews were held with the district Development Coordinators in Matobo and Mutare, Council Chief Executive Officer for Matobo Rural District Council and other local government personnel that participated in programme activities in Matobo. Key informant interviews were the main method used at province and district level. At community level, we spoke to groups of community leaders (village headmen and councillors in Nkayi and Mutare) youth in Matobo, men in Nkayi, children in Mutare (NJCA) and women in Matobo communities where partners facilitated consultations or other support aimed at strengthening citizen engagement. Focus Group Discussions (FGDs) and Case Studies were used to collect information from community level stakeholders. Table 4 provides details of interviews conducted at sub-national levels.

Table 4: Respondents at sub-national levels

Stakeholder	Type	Bulawayo #. of interviews (# of peole)	Nkayi	Matobo	Mutare
Provincial Minister	KII	1 (1)			1
Provincial Administrator					1
Provincial Peace Committee					14
District Development Coordinator	KII			1 (1)	
Rural District Chief Executive Officer (RDC CEO)	KII				
District Social Development officer (DSDO)	KII				1
Youth	FGD			1 (27)	
Adult Women	FGD			1 (11)	
Adult Men					
Local Peace Committee (LPC)			2 (37)		

Community leaders	FGD		1 (14)		
National Junior Council Association (NJCA)	FGD				1 (10)
Social Protection beneficiaries	FGD				1 (11)

3.2.5   Findings presentation

Once data collection was complete, a preliminary findings presentation was prepared and presented to RUNOs and national partners. The presentation sought to validate the preliminary findings and recommendations. Using responses from the validation meeting the consultant proceeded to finalise the draft report.

3.2.6   Data analysis and report preparation

Qualitative data: all qualitative transcripts were collated in excel according to respondents, themes and questions to prepare for analysis. Atlas ti, a qualitative data analysis software, was then be used to identify emerging themes from the data and the supporting quotations.

All primary data was anonymised to ensure confidentiality. Access to this data remained with the technical consultants. Upon completion of the evaluation all data was handed over to UNDP as part of the consultant's contractual obligation.

3.3   Limitations

There was one major limitation that was noted in this evaluation. The limitation was the failure to meet all stakeholders required during sub-national consultations. Follow up phone calls were made to the most significant respondents such as those in local government or peace committees.

4 Findings

This section presents findings of the evaluation of the ZIM-CATT project. The section is organised according to the evaluation criteria.

4.1 Relevance and Strategic Positioning

4.1.1 Relevance to context and strategic positioning

Finding 1: ZIM-CATT's intentions and implementation approach was a strategic fit to priorities of the Zimbabwe United Nations Development Assistance Framework (ZUNDAF) 2016-2020 and working modality of UN agencies.

The ZIM-CATT project offered an important contribution to implementation of the ZUNDAF 2016-2020 by allowing the UN to continue the work on fostering peaceful co-existence and social cohesion through strengthening institutions of peace and citizen engagement in governance processes. The project outcomes were clearly aligned to strategies under Outcome 2 of the ZUNDAF 2016-2020 which sought to:

1. deepen citizen engagement in governance processes,
2. strengthen capacity of independent commissions to perform core functions for improved accountability, participation, and representation, and
3. foster peace and conflict prevention through supporting development of policy frameworks and institutional mechanisms for the peace architecture at both national and sub-national levels.

The ZUNDAF 2016-2020 implementation framework embraced the UN Delivering as One modality. The ZIM-CATT project embraced this approach which provided the UN specific comparative advantage (see Finding 4) in delivering the project's activities.

Finding 2: The ZIM-CATT provided UN agencies an opportunity to build on gains in strengthening a very nascent peacebuilding infrastructure in Zimbabwe.

In 2018, the UN supported a bottom-up inclusive process of developing the NPRC's 5 Year Strategic Plan which spelt out the vision and strategies for national peacebuilding, healing and reconciliation. At the time of conceptualising the proposal, NPRC was still a nascent institution with no secretariat having been recently established through the enactment of the NPRC Act. Its day to day activities were led by Commissioners. On the other hand, the Government of Zimbabwe was demonstrating its commitment to foster peace through establishment of the Cabinet Committee on National Peace and Reconciliation led by the then Vice President, Honourable Kembo Mohadi.

The ZIM-CATT therefore provided the UN an opportunity to strengthen: 1) the capacity of the NPRC to implement activities of their 5 Year strategic plan; and 2) strengthen capacity of government to facilitate conflict prevention and peace building.

Finding 3: The project interventions and approach were consistent with beneficiary needs and capacities.

Discussions with beneficiaries demonstrate that the project's activities were appropriate. Implementation of specific activities was guided by consultations with beneficiaries ensuring support was aligned to beneficiary needs. This included addressing key issues of exclusion of

population groups such as women and youth in policy processes. The structure of activities, especially those directed at citizen engagement, was appropriate for reaching the marginalised populations. For example, one partner noted that the project was different in that it mobilised citizens at the bottom, a departure from the elitist approach of the past. Such activities have the potential to strengthen social cohesion. Engaging civil society enabled government to reach these largely excluded population groups.

> *"Yes the activities were the right ones because they were participatory since the Ministry contributed to the development of the workplan and budget for the activities."* **KII Government official.**

> *"Remember this was about the time we had a number of citizen arrests and petitions and protests and lockdowns as a result of the conflicts. So the idea was that we need to build social cohesion to reduce those conflicts by ensuring that civil society becomes the bridge that convey certain messages correctly in terms of understanding the macroeconomic policy and what it seeks to achieve."* **KII CSO staff.**

Finding 4: The requirements for multi-sectoral approach to peace building and conflict prevention highlighted the necessity for a programme that could take advantage of capacities of relevant UN agencies. The joint programme was rightfully the most strategic approach to undertake.

As recommended by a joint UN and World Bank publication[28] on pathways to peace, effective support for peacebuilding requires an intervention that addresses the actors, structural factors and institutions that drive or promote peace or conflict. In the Zimbabwean context, violence is largely driven by political players with civil society and the church acting as interlocutors or peacebuilders. Decisions of these actors are influenced by a number of structural and institutional factors that include weak peace institutions, poverty, inequality, high levels of exclusion, polarised political system and weak social cohesion in society. Addressing these underlying causes of conflict require a system based approach that ensures all aspects of public policy and programmes foster peace and social cohesion. Recommendations of the 2019 NPRC Annual report acknowledge this need and urge state and non-state actors to promote programmes which foster tolerance, equality, build social cohesion among Zimbabweans.

With the UN system made up of specific agencies with sectoral expertise, harnessing these expertise to design and deliver a peacebuilding project through joint implementation was necessary. The advantages of the UN's cooperation and relationship with government would be maintained across all the sectors of engagement. Thus, the joint implementation modality was the most appropriate delivery approach in order to address the underlying causes of violence in Zimbabwe as one respondent put it:

> *"Project implementation leveraged on the mandate of each UN Agency: UNDP on Governance and Peace Building; UN Women on Gender Equality and Women*

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[28] United Nations and World Bank. 2018. Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict. Washington, DC: World Bank. doi:10.1596/978-1- 4648-1162-3. License: Creative Commons Attribution CC BY 3.0 IGO

Empowerment and UNICEF on Social Protection and Child Protection. On partnering with Government the agencies exhibit the comparative advantage along these lines." **Respondent from independent Commission**

Finding 5: The inextricable relationship between the UN and the Government of Zimbabwe and the trust bestowed on the former by the latter puts the UN at a comparative advantage to navigate the complex sensitivities of peace building in Zimbabwe.
Since the imposition of sanctions on Zimbabwe by Western nations in response to the fast-track land reform programme, the relationship between Government and traditional bilateral development partners has been fraught with mistrust. The West has been accused by government of harbouring a regime change agenda. This toxic relationship presents a significant bottleneck for bilateral development partners' engagement with peace building especially as violence in Zimbabwe is primarily premised on political divisions[29]. Their support has therefore largely remained at the margins working through CSOs who also have a broken relationship with government. This limits their ability to make significant strides in strengthening the conflict prevention and promoting national healing and reconciliation from past violence, especially in a context where a system approach is more appropriate.

Zimbabwe's membership to the UN, the UN's boundaries with member engagement, and the in-country relationship framed through the Government of Zimbabwe and UN United Nations Development Assistance Framework (UNDAF) all provide a foundation for a strong working relationship premised on trust. This was reinforced by one of the respondents from government:

> *"The Government of Zimbabwe and the UN are one. The country is a member and contributor to the United Nations. We are therefore working collectively to achieve common goals that are elaborated in the UNDAF."* **Respondent from government**

The UN has historically engaged with the GoZ on peacebuilding since 2001. The relationship and trust built over this long period assisted quick take off of the project during a politically sensitive and volatile period for the country.

Finding 6: The Zim-CATT project had specific contributions to the decentralisation agenda, national peace and reconciliation, and development of the national development strategy
By strengthening the NPRC's capacity to implement its Strategic Plan for 2018-2022, the project set in motion a process of national dialogue on national healing and reconciliation, and decentralisation of the peace infrastructure which provided a framework for provincial and district level discussions on conflict prevention, and identification. While the processes for developing a national healing and reconciliation framework had stalled at the time of the evaluation, the project's contribution to this process provided a platform for an inclusive development of the framework. The NPRC was also able to hold discussions with various actors on peacebuilding initiatives that include Zimbabwe Council of Churches, Women in Politics Support Unit, Centre for Conflict Management and Transformation, NANGO, Catholic

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[29] NPRC (2017) National Peace and Reconciliation Commission 5 Year Strategic Plan 2018-2022.

Commission for Justice and Peace, American Friends Service Committee, among others initiating a culture of dialogue for conflict prevention.

Another area of the project's contribution was enhancing the devolution process by facilitating a process of consensus building between central government and local authorities on devolution inter-governmental fiscal transfers. The nature of the governance at the two levels, where central government is run by the ruling party and local authorities by the opposition party, led to difficulties in reaching a common vision on inter-governmental fiscal transfers mainly due to misconceptions about the political intensions of central government by local authorities. This was especially so as central government was rolling out the devolution agenda including fiscal transfers with limited involvement of local authorities to reach common understanding on the framework. The project's support was able to bring together the two stakeholders to reach common understanding on the inter-governmental fiscal transfers. This led to establishment of a common vision on these transfers with the Ministry of Finance developing budget and report templates and guidelines for inter-governmental fiscal transfers.

The project sustained citizen participation in public policy. Its support for inclusive monitoring of the TSP performance helped enhance implementation of the policy framework (see Section 4.3, Effectiveness). The flexibility demonstrated by the project in supporting citizen participation in the development of the National Development Strategy 2021-2025 (NDS1 2021-2025) which was not part of the project document, also contributed to shaping of the NDS1 2021-2025 to respond to concerns of all stakeholders helping build trust in government policies.

Finding 7: The project contributed to increased understanding of the complexities of peacebuilding in Zimbabwe and the possible strategies that could support conflict prevention and healing of wounds from past conflicts.
Even before the project, conflict prevention, healing the wounds created from past conflicts through a truth telling and reconciliation process were well known as important enablers for Zimbabwe's development[30]. From ZANU PF and the Rhodesia Front (reconciliation between blacks and white) reconciliation post war, ZAPU and ZANU PF after a violent state campaign in Matabeleland and Midlands provinces, attempts by the special presidential envoy (the Father Fidelis Mukonori under the Leadership of then Vice President Cephas Msika) to find a last solution to farm seizures at the height of farm invasions in early 2001, and MDCs and ZANU PF in 2009 to address political violence, reconciliation has always been a key feature of the country. However, these processes never addressed the complex drivers of violence in the country nor put in place institutions for peacebuilding and national healing leading to recurrence of violence in various periods[31]. While this recognition has been made in several development papers for the country, the big step to address them were recognised in the Constitution enacted in 2013 which mandated the State to establish the National Peace and Reconciliation Commission (NPRC). At the time of project inception, the NPRC had developed

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[30] The Truth and Reconciliation Commission established after the Government of National Unity (GNU) in 2009, The Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset) 2013-2018 recognising mainstreaming peace building mechanism across the nation as a critical enabler for economic development, Transition Stabilisation Programme (2018-2020) and the NDS 1 2021-2025 all recognising the need for national healing, reconciliation, and dialogue.
[31] Rwodzi, A. Fosi P.S. 2020. Reconciliation: A false start in Zimbabwe? (1980-1990). Journal of Cogent Art and humanities, Volume 17, Issue 1. https://www.tandfonline.com/doi/full/10.1080/23311983.2020.1745555

a Strategic Plan for the period 2020-2023 through a bottom-up consultative process. Despite these processes, peacebuilding and conflict prevention remained confined to the institutions that drive various elements of peacebuilding (independent commissions) and conflict prevention and not in sectoral planning and delivery of policies and programmes.

Given this context, the ZIM-CATT project's added value was its ability to bring peace to the centre of planning and implementation of sectoral programmes through:
- enhancing knowledge of how sectoral programmes lead to conflict or conflict prevention; and
- building other capacities that improved the ability of ministries to mainstream peacebuilding and conflict prevention.

The following exempts from discussions with government ministries involved in the project demonstrate this added value:

> *"The project provided funding for the implementation of the peacebuilding outreach programme and opened up the channels for the Ministry and its clients to discuss governance issues with a peace building and conflict management lense. Provincial and district staff have been capacitated to engage and capacitate communities to discuss governance issues in the context of peacebuilding."* **Respondent from Government**

> *"There has always been an appreciation of peacebuilding as any conflict has a negative effect on development and women empowerment. The support rendered through the peace building fund was appreciated as it helped to extend government programmes to areas which received limited attention and participation in government programmes."* **KII with Government official.**

> *"Governance and Peacebuilding sector?... I would say yes. in the past the notion of peace building was a blind spot in programming."* **KII with Government official.**

Resultantly, peacebuilding and conflict prevention was increasingly getting recognition in sector planning which might ultimately lead in a whole of government approach towards conflict prevention.

Consultative processes on truth telling, healing and reconciliation have brought to the fore the importance of dealing with past violence especially in Matabeleland. This has increased dialogue on the issues including the presidium's meetings with traditional leaders on how the past violence in Matabeleland could be handled. In 2020, Debates were also held in Parliament on the reburials of victims of the violence in Matabeleland.

4.1.2   Project design
Finding 8: The programme design represented strong strategic considerations that rightfully aimed to address key drivers for sustainable peace during a fragile transition period.

UNDP support to the peace infrastructure in Zimbabwe had been ongoing prior to this project[32]. The coming in of a new government in 2017 provided renewed hope for institutional reforms at the political, social, and economic levels. Despite this hope, given the nature of the transition process, the fragility of the transition period[33] provided impetus for a holistic approach to ensuring a peaceful transition and laying the foundation for strengthening institutions of peace and the integration of peace in development approaches. Such an approach was buoyed by the new dispensation's desire to move from the past and forge a new political ideology for the country. This aspiration was encapsulated in the Transitional Stabilisation Programme which recognised the success of the new dispensation needed to be underpinned by a trajectory of peace building. Part Vll of the TSP places national unity, peace, and reconciliation as one of the five priority governance reforms, advocating for the need to '*promote unity across the country and healing wounds of the past as an opportunity to foster peace, reconciliation and harmony (Page 297)'*.

This context therefore provided UNDP an opportunity to build on its past work on strengthening the Zimbabwean peace infrastructure by:

1. supporting citizen engagement with the TSP as a means for supporting positive peace through trust building between the citizenry and the state;
2. institutionalising peace in key sectors;
3. building a cohort of peace builders; and
4. strengthening the institutions of peace.

Such an approach aligns well with the findings of the UN and World Bank, Pathways of Peace: Inclusive Pathways for Preventing Violent Conflict[34] whose overarching recommendation was that conflict prevention and sustainable peace can be achieved through people centred approaches that are premised on inclusive solutions, institutional reforms, and inclusive policy processes.

> *Development policies and programs must be a core part of preventive efforts; when risks are high or building up, inclusive solutions through dialogue, adapted macroeconomic policies, institutional reform, and redistributive policies are required. Inclusion is key, and preventive action needs to adopt a more people-centred approach that includes mainstreaming citizen engagement. Enhancing the participation of women and youth in decision making, as well as long-term policies to address the aspirations of women and young people, are fundamental to sustaining peace.* **Source: United Nations and World Bank. 2018. Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict.**

Finding 9: The TSP provided a strategic entry point for wider influence of the UN on peace building and conflict prevention in the country.
The evaluation recognises and appreciates the strategic nature of anchoring the project on the TSP[35]. At the time of project conception, the TSP was the driving framework for

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[32] This included support for development NPRC's strategic plan, support for inclusive legislative processes, and CSO government engagement.
[33] Several incidence pointed to this fragility: 1) Violent demonstrations for the delayed announcement of presidential vote results that led to the death of a number of civilians; 2) fuel riots that began on 14 January 2019 following a 130% leading to 8 gunshot injuries, 466 arrests and detentions, as well as 242 cases of assault and degrading treatment.
[34] United Nations and World Bank. 2018. Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict. Washington, DC: World Bank. doi:10.1596/978-1- 4648-1162-3. License: Creative Commons Attribution CC BY 3.0 IGO
[35] This is espoused in the project's objective of *"contribute to enhancing citizen's confidence and trust in the transition process in Zimbabwe".*

government policy and financing decisions. Peace, as discussed earlier, was recognised as a critical enabler for its goals. Ownership and drive of the TSP from the highest level of government, provided the project opportunities to:

1) gain government ownership and leadership, through the Office of the President and Cabinet, of the project allowing it to navigate the complex peace building context in Zimbabwe and effectively engage government ministries on the subject; and

2) support the entire peace infrastructure of the country beyond supporting citizen engagement on the TSP. Without the platform provided by the TSP, the project would have found it difficult to make traction on peace building and conflict prevention.

Finding 10: However, the Theory of Change for the project was insufficiently developed and without clarity on how the project activities would lead to the envisaged outcomes.

The only mention of the theory of change in the project document is an "If" and "then" statement limited to increased confidence and trust in the TSP. The project's interventions were much broader than this. Work undertaken under both outputs supported the TSP and more broadly the peace infrastructure in Zimbabwe to strengthen conflict prevention. The work undertaken by UNICEF and UN Women to mainstream conflict prevention and peace in the education system and establishing a cohort of peace builders and that by UNDP to strengthen the capacities of NPRC all lead to alternative pathways than towards building trust on the TSP. These pathways were important to elaborate to allow for a deeper understanding of how the activities of the project would effect change on the peace infrastructure in Zimbabwe. The absence of these pathways led to several stakeholders struggling to pinpoint where the results of the project were. This struggle is also evident in semi-annual reports where results (except reports on processes and documents produced) are very seldom demonstrated. But as will be seen under the section on effectiveness, the project has made significant contributions towards processes for strengthening conflict prevention and national healing in Zimbabwe.

While the specified outputs in the project document *could* lead to the outcomes and project objectives (as highlighted earlier in this section), it was not clear *what* evidence underpinned the assumption that they would *do so* nor exactly *how* they were expected to. Thus, based on this, the project lacked clarity on the efficacy of the chosen strategy to achieve the outcomes.

Finding 11: The project design could also have been improved by being clearer on the capacity development approach to help identify assumptions and risks for the envisaged change.

The ZIM-CATT project, as defined by the outcome and outputs, was a capacity development project, building capacities of national institutions for inclusive dialogue, consensus building and reconciliation. An analysis of the project activities shows that it intended to build capacity of institutions through strengthening national leadership, institutional arrangements, enhancing knowledge and increasing accountability. Adoption of the National Implementation Modality (NIM) where the Government of Zimbabwe through the OPC was the executing agency, was to enhance national leadership and ownership of the project interventions. Similarly support for inclusive consultations and feedback on the TSP had the potential to increase accountability for its implementation while support for decentralisation of the peace infrastructure would improve institutional arrangements for conflict

management and prevention. What was never clear is how the project was going to support the translation of these four dimensions (institutional arrangements, leadership, knowledge, and accountability) into stable and adaptable capacity critical for enhancing institutional performance[36].

Further, the project had a wide array of activities, and it was not always showing how the different activities work together to bring about the coherent output despite the activities being recognised as appropriate by beneficiaries. Perhaps aiming to address some dimensions for peace building (commendable as per earlier sections) it inadvertently spread the project too thin resulting in limited investments in some activities as one respondent put it, *"Main challenge was limited time for dialogues. One day was not enough to yield good results and be effective".* Provincial Peace Committees lamented the limited follow up support after the training to help them firm the new institution. Therefore, the same level of investment could have been allocated to fewer prioritised activities giving the project the ability to nurture newly developed capacity.

> "It takes a year to develop a book but when it comes to the issue to the resources is about if we are to invest in peace building and the timelines and must be clear and the TOC more robust. We were to do consultations in 20 districts less than 30% of the districts." **KII UN partner.**

Majority of activities of the ZIM-CATT (54% or 14 out of 26) were about setting up new systems (guidance documents, structures etc.) while 31% (8 out of 26) were routine activities (public outreach, coordination meetings, etc.). Such orientation requires significant and possibly longer-term support to nurture and stabilise the capacity. The project design was not clear on this, and neither was it during implementation.

4.2 Process

4.2.1 Process of project design
Finding 12: The program was conceived and designed through previous experiences of UNDP on peacebuilding in the country. There was limited to no participation of key stakeholders such as OPC, CSOs and government ministries in the design process. Not involving key stakeholders during, the design of the project was a missed opportunity to maximise all opportunities for building strategic partnerships.
As discussed earlier, the ZIMCATT project built on UNDP's experience in peace building in Zimbabwe and to do two things: address emerging issues (citizen engagement with the TSP) and strengthening work on building capacity of the peace infrastructure in Zimbabwe. From discussions with CSOs, government ministries and the OPC it was clear they had not been involved in the design of the project document. Despite these key stakeholders not participating in the design of the project document, as discussed earlier, stakeholders provided important insights into how activities were implemented and the approaches adopted. The inclusive project oversight structures (Project Management Team and Steering Committee) that allowed government to lead implementation, through the OPC, and participation of CSOs in project decisions enabled these excluded stakeholders to make significant contributions to how the project was implemented. For example, the structures provided key insights on organising the formative consultations as well as help building trust between the government and other partners.

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[36] See UNDP. 2009. Supporting Capacity Development: The UNDP Approach.

Subsequent modifications to the project were inclusive. These were necessitated by emerging issues or of the interests that came from NPRC or interests of other strategic partners. For instance, drafting of the Standard Operating Procedures for survivors of women's rights violations for the ZGC, and support for citizen inputs into the NDS1 Further modifications included 10 other strategic partners by WLSA that were not in the project list. These partners include: Zimbabwe Council of Churches, Zimbabwe Peace Project, Center for Conflict Management Training (CCMT). Their engagement was based on strategic positioning to leverage on these partners' platforms and their work on establishing peace committees, instead of recreating in some project operational districts.

> *"The process of determining our activities was fully participatory in that partners were provided the leeway to design and modify activities as the situation allowed."*
> **Respondent from independent Commission.**

Stakeholders observed the strong leadership of OPC in these decisions firmly putting the Government of Zimbabwe in the driving seat of the project. For example, evaluators were told by CSOs, PUNOs and government ministries that partners could not do or implement without the OPCs, MoFED and MoWA approval on issues that included: modifications; activities; and choices of operational districts. One of the respondents highlighted that:

> *"Whether they were modifications, activities, it was choices in terms of districts to implement, they were heavily involved. Mainly, the office of Women Affairs, the OPC and Ministry of Finance were directly involved."*

Within the context of peacebuilding CSOs and FBOs are considered as a key pillar for dialogue and consensus building. While some CSOs were initially included in the design of the program, other strategic CSOs such as the Zimbabwe Council of Churches, Zimbabwe Peace Project, Centre for Conflict Management Training (CCMT) were only co-opted during the implementation phase. These organizations had existing frameworks and structures that could have been leveraged to ensure program effectiveness. Thus, while some progress in peacebuilding has been made, there is still need for inclusive stakeholder engagement and coordination to avoid duplication of activities and promote optimum use of scarce resources.

Additionally, some stakeholders were not keen to work with the government on TSP. There was the notion that government was not serious in terms of how it was handling peacebuilding issues in the country. Particularly on issues such as Gukurahundi, political violence during elections and Murambatsvina[37]. This was reiterated by one of the respondents;

> *"There is need to address both Senior Partners and the Government to ensure that trust and confidence are achieved. The Government has to be serious by taking the lead on peacebuilding and allow partners to work with communities without accusing them of being political."*

Another respondent also supported by saying;

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[37] Operation Murambatsvina (literally translated getting rid of filth) was an urban clean-up campaign implemented by the Government of Zimbabwe that targeted illegal housing structures in urban areas with reports of displaced people varying from 300,000 to over 1million.

"The relationship between government and CSOs is not fluid but coming from a background of mistrust. Government manifests in various levels e.g., appreciation at National level might not cascade to lower levels. There is need for a platform to discuss and iron out some issues."

Identification of potential partnerships could have been helped by a geographic mapping of peacebuilding needs and partners. While this was planned for during the implementation phase, it was eventually done in 20 districts in the second half of the second year. The inability of the project to undertake this conflict mapping before the project or early on into the project to validate the project design weakened the project's ability to refine a conflict responsive and implement a conflict responsive strategy.

Finding 13: Efforts were made to establish platforms for women, youth and children to be pro-actively engaged in peace building, but low investments limited the scale of support and capacity building of institutions.
Peacebuilding accountability forums were established to aid awareness raising and discourse on issues affecting women and youth in the communities. These forums included safe spaces where women could express their views and participate in strategic decision-making processes. For example, the AWLN launched the Young Women Network that supported involvement of young women in conflict resolution to tackle conflicts. They also focussed on reaching marginalised women and youth through social (Facebook, Twitter, etc.) and mass media (radio and TV)[38]. NPRC and UN Women through the "Safe Spaces for Women" program facilitated inclusion of women's voices in conflict and peace building discourse particularly in the previously conflict hotspot of Matabeleland and Midlands. Establishment of Provincial Peace Committees which include, in their composition, Youth, Organisation representing Children, People with Disabilities (PWDs) and Vulnerable groups also enhance the participation of these groups in conflict resolution and peace building.

There was also targeted support to strengthen capacities of institutions that were working to address gender issues. Such institutions included the ZRP Women's Network where women in the police force were trained on gender sensitive service delivery to the community.

While significant strides have been made to ensure women participate in peacebuilding, investment in gender mainstreaming by the project was minimal when compared to other project components such as peace and reconciliation; community engagement and capacity building of the NJCA, and for the results intended to be achieved.

This said, the project had significant influence in young people's participation in peacebuilding processes through support to NJCA (See Section 4.3, Effectiveness, for more details).

Finding 14: The COVID-19 pandemic introduced unique challenges that led to several modifications to format of consultations. In addition, critical components of dialogue such as inclusivity were affected undermining the project's ability to conduct comprehensive conflict analysis to inform responses.

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[38] Access to these media of communication was a challenge for many young people due to the lack of data or appropriate gadgets to engage.

The advent of COVID-19 pandemic brought new challenges that affected the rollout of the ZIM-CATT project. Restrictions on gatherings and movement instituted to curb the spread of the disease, meant public consultations, meetings and trainings could not be held in traditional venues. Review of minutes of the Technical Management Committee show that when the COVID-19 pandemic started there was constant discussion between the project partners (Government of Zimbabwe, RUNOs, NPRC and CSOs) to re-structure activities to facilitate continued implementation within the restrictions. This led to adoption of virtual platforms (Zoom, WhatsApp, and Twitter, radio broadcasting and SMSs) for conducting public consultations. RUNOs provided technical advice and facilitated capacitation of various partners to consider and use these new methodologies to allow continuity of the project.

Despite these initiatives, project stakeholders noted that moving to these platforms undermined inclusivity of consultations as the poor and marginalised were left out thus limiting the effects of such interventions on social cohesion, the main intended result. It was noted that this mostly benefited the urban population who had the requisite knowledge, accessories and infrastructure to support use of such platforms. Furthermore, initial formative consultative meetings could not be held or when they were held virtually did not attract the broad spectrum of participants. These formative consultations would have aided a balanced understanding of existing conflicts and designing of appropriate frameworks intervening. However, PPCs were later trained and helped to identify conflicts to inform program response. For example, PPCs in collaboration with the NPRC conducted conflict analysis to obtain information regarding conflict sources and zones to inform the ZIM-CATT project. The LPCs assisted in mapping and analysis of gangs; existing conflict along political and tribal lines; and conflict targeted at women and young people in the Matabeleland Province. A Peacebuilding Manual was developed by CSOs to support capacity building of project officials on conflict analysis, mapping, and forecasting. This empowered the officials to engage within communities and at the district and provincial levels.

4.2.2   Management and technical support
Finding 15: Efforts to ensure collaborations between partners during implementation led to efficiency during implementation.
The program was framed to foster collaboration between partners under a single framework of support/management to maximize achievements. Management from RUNOs provided relevant technical support to enhance the ability of various institutions (particularly the NPRC), CSOs and government Ministries to implement peacebuilding interventions. Additionally, the project management through the UN Agencies also supported linkages between the CSOs and the NPRC that was considered as a complex partner/institution to work with. As a result, this helped to speed-up some processes (collaboration and engagement) that would have taken time to accomplish. Importantly, the project management also supported joint Technical Review Meetings between the UN agencies, CSOs, Government and other stakeholders. These meetings helped to promote discussions among partners and develop appropriate interventions for different sub-populations in hotspot areas.

Finding 16: The UN agencies worked collaboratively in areas such as capacity building, strengthening of institutions, mainstreaming peace projects and community engagement. However, they could have done better on some areas such as coordination at activity level.

The single framework for program design and implementation was based on the notion that sustainable peace can only be realized if all stakeholders leverage their skills, influence and power to promote dialogue. For example, within the NPRC there was joint collaboration and co-funding in the implementation of some activities which allowed beneficiaries (in this case NPRC) to benefit from technical capacities of particularly UNDP and UN Women. This included co-funding and collaboration in offering technical support for:

- Women safe space programme;
- Programmes on Peace Committees; and
- Collaborative efforts on the CEWER.

The RUNOs had several advantages that included their trusted and perceived impartial position by the government, funding, and relevant expertise in peacebuilding. This allowed them to influence the establishment of platforms for high-level dialogue between the government, NPRC, CSOs and citizens. More so, the RUNOs had long standing relationships with some of the CSOs (e.g., ECLF, WLSA), which allowed them to leverage and influence collaboration. However, there were sometimes challenges on coordination due to institutional bureaucracies that delayed resourcing, approvals, and implementation of the program (See Section 4.4, Efficiency).

Finding 17: A Local Project Appraisal (LPAC) was conducted during the initial stages of the project and recognized the need to promote a sustainable discourse on conflict resolution in Zimbabwe.

The Project LPAC meeting was held in February 2019. The LPAC meeting findings and outcomes included: The Government of Zimbabwe with support from the UNDP designed an integrated work plan for use throughout the full duration of the project[39]. Partners also resolved to be guided by UN PBSO's semi-annual reporting to allow reflection of transformative results overtime. To promote sustainable peace building it was recommended to disseminate the peacebuilding agenda to the public to raise awareness. Collaboration between stakeholders – UN agencies, CSOs, and Government agencies – was prioritised as various partners were required to ensure integration of peace and reconciliation within the TSP. However, meeting notes did not show that any discussion was had on effectiveness, efficiency, gender dimensions and value for money.

Finding 18: Training of partners on "Do no harm" principles and orientations on the UN Framework for Safeguarding helped to build capacities of partners in these areas.

The Do no harm principle was one of the considerations in PBF project implementation. At least three (3)NANGO CSO partners were trained on the do no harm guidelines while others underwent orientation on the UN Framework on Safeguarding. For example, the proposal submitted by Women and Law in Southern Africa (WLSA) demonstrated they abided with the Do no harm principles. The KII respondent from WLSA reiterated this when she stated that, *"We have a Sexual Exploitation and Harassment Policy within WLSA, a Safeguarding Policy, and Child Protection Policy but at the time of signing the contract we were also given the UN Framework in terms of Safeguarding."* The CSO partners received support to enable them understand the policy framework and how to report if there are any issues that may arise.

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[39] Please note this meeting was held after project design, project approval and granting of UNDP Zimbabwe.

4.2.3 Monitoring systems

Finding 19: The project had a results framework, but indicators were not matching with expected outcomes. They were not clear and, in many cases, not fit for purpose.

There was a clear challenge to link the project's achievements to indicators. In many instances over 80% of the indicators, the narration of achievement in semi-annual reports was not aligned to the indicator. For example, under Output 1, there is the indicator, *"Number of joint GoZ and CSOs initiatives around key Governance and Economic reforms undertaken by 2020"*. The target for this indicator is eight joint meetings. However, the June to December 2020 semi-annual report mentions achievement as:

> *"Awareness meetings on the TSP implementation, conducted by WLSA & Ministry of Finance and Ministry of Women affairs for Community, across 10 provinces, in 16 districts, reaching 770 women and 214 men."*

With this report it is difficult to determine whether the indicator and target were achieved or to what extent the target was reached. This trend similar for most indicators. For example, the indicator, *"Percentage of women's and Youth Organizations participating in the multi-stakeholder platform"* is reported as,

> *"Trainings, conducted with CSOs, on Monitoring Accountability to TSP outcomes & use of monitoring tools for 77 participants, including 51 women & 26 men; accountability reports, made & presented + submitted the findings to the Ministry of Finance & Government Stakeholders, w/ 33 women, 3 men participating. (WLSA)"*

In addition to challenges of reporting, there was no clarity in the M&E Plan on the definitions of the indicators and how they were to be calculated. This could be another reason why reporting on targets was challenging. For example, indicators such as *"Percentage of Action Plans (including Key Performance Indicators) developed on priority national development issues including specific gender specificities in the TSP"* were too complex to measure and required a clear definition and measurement approach.

This challenge was reflected in interviews with one key informant noting that:

> *"Umm on these indicators, "panga paine nyaya" (there was a serious issue). So, when you look at some of the indicators and the activities there is not much of a synergy. Some of the activities do make sense, but if you look at the outcomes the indicators and outputs, they do not necessarily speak to the activities. So, what we mainly worked with was to say at least in terms of activities and outputs we can play around with them just make sure that they are in sync. Some of them, we at least tried to make sure they made sense but some we just ended leaving them the way they were."*

Another respondent from government agreed and said:

> *"We were engrossed in implementation and did not have time for learning... Performance measurement was lagging behind. Not doing any reviews could have affected our decision making on the project. The project needed to have a proper M&E system to help to properly check how the project was progressing."*

Finding 20: The project's M&E plan was not sufficiently implemented.
An M&E plan was developed and was premised on conducting field visits as well as documenting prominent changes that highlighted program impact. However, there was an apparent lack of baseline data and lack of a joint monitoring system among partners on the project. During the first phase of the project, funding was provided to support monitoring activities that helped to generate actionable knowledge. For example, previous experience (RUNOs and CSOs) had shown that the conflicts in Zimbabwe were emerging due to political, economic, and social crises. Hence, the intervention based on the TSP formed the basis of multi-stakeholder consultative processes for resolving conflicts. GoZ with the assistance of CSOs managed to raise community awareness on the key conflict resolution processes that government was undertaking through the TSP. However, during the 2nd phase of programme implementation no monitoring activities were conducted due to lack of funding and restrictions that came due the advent of the COVID19 pandemic. As a result of these challenges, various organizations ended up using different monitoring systems for reporting which undermined overall consolidation of project progress on set outputs and outcomes. Some partners used program reports whereas others used content from online publications from Kubatana to monitor progress on activities that were being implemented. Although, quarterly review meetings had been planned to monitor progress and discuss issues evolving from the program, these were not conducted due COVID-19 pandemic.

Finding 21: There was no defined process for compiling reports and workplans.
Implementing partners produced activity reports that they submitted to respective UN agencies. For instance, the partners mainly utilized the activity reports from the implementing project officers that are then consolidated and reviewed by the programme's coordinator and M&E. That is how the reports were prepared and done by the Programmes Coordinator. One of the CSO KII respondent emphasised this when stated that, *"The Director then signed off and submitted to UN Women Project Manager".* These reports were then sent UNDP, who compiled a national project report that was submitted to the Government. However, the national reporting template of UNDP was too brief and could have left out other relevant information that was crucial for program implementation. There is also need for deliberate efforts to develop reporting periods, timelines as well as defining project indicators each partner is required to report on. Harmonising report formats to ease consolidation was another challenge that affected consolidation of reports from national partners.

A Master Project Workplan was developed with the involvement of some partners. The partners would then develop their operational plans that provided guidance in the implementation and monitoring of activities.

4.3 Effectiveness
This section analyses the extent to which the project met its objectives. Given the challenges with the results framework, the analysis under "key outcomes achieved" was primarily based on results from the participatory results workshop.

4.3.1 *Progress on outputs and outcomes*
This section provides details of the extent to which targets of the project were achieved for each output. Annex 4 provides further details on achievement of targets.

Output 1: Meaningful citizen engagement on the monitoring and review of the implementation of the TSP and formulation of the National Development Strategy I.

Progress on targets
The following table provides details on the achievement of set indicators and targets under Output 1.

| Indicators	Progress on targets
Indicator 1.1: Gender Responsive Strategic Plans (including Annual Work Plans) for targeted institutions developed demonstrating strategic foresight, long term planning, gender and conflict sensitive development	The project aimed to develop 8 gender-responsive strategic plans by end of its term. However, the project managed to achieve half (50%) the target, having four such documents completed. Two strategy documents (i.e., the NPRC provincial peace committees' strategies for conflict management and resolution & Curriculum for civic managers, commissions and Ministry of Women Affairs) were developed to completion by mid-2020. In the final year of the project, ZRP Women Network was supported to develop a Strategic Plan 2021-2025 based on an evaluation of the strategic plan 2015-2020, a situation analysis, and extensive consultation with members out in the districts. The MoPSLW developed a gender responsive Strategic Plan 2019-2023 focussing on Improved service Delivery to vulnerable communities and on supporting legislative review and alignment of laws with the constitution.[40]
Indicator 1.2: Standardized capacity enhancement handbook with trainer of trainers (ToT) guide developed for fresher-purposes and orientation of future senior Government officials and departments	Although the indicator (1.2) was not linked or does not seem to speak to the expected outcome, the ZIM-CATT project achieved its target by developing A Local Authorities Citizen Engagement Handbook. The RUNOs supported the MoFED and worked with and supported Ministry of Local Government and Public Works to promote decentralisation. They facilitated the role of local communities in development of local plans because of MoFED's alignment to TSP, devolution and fiscus, providing devolution funds so that development is closer to the people. This resulted in improved local budgets, particularly the 2020 budgets and improved responsive delivery of services. In addition, ZEPARU provided support to the Ministry and developed a handbook on citizen engagement - a dialogue that promoted peace.
Indicator 1.3: Percentage of trained senior civil servants (at permanent secretary, principal director and deputy director level) technically lead the strategic planning disaggregated by gender	The project exceeded target for this indicator (1.3) training 248 against a target of 75 senior civil servants. Directors alone exceeded the target since 83 finance directors were trained. Other groups were engineers (83) and town clerks (72). In addition, there were 10 trainees from the ministry of local government whose level is not reported, hence not ascertained if they were "senior" civil servants. Disaggregating by gender, women constituted 25% (i.e., 62 / 248). It is not clear if this is reflection of the proportion of women occupying senior civil servant positions in the targeted sectors. However, we note that the total (62 women trained) is 83% of the set overall indicator target. Expectation is that the trainees went on to lead strategic planning processes within their jurisdictions. OPC and MoPSE and UN agencies reached out to 20 districts in 8 rural provinces of Zimbabwe and communities engaging with teachers, pupils and caregivers for peacebuilding and TSP with a social protection lens.
Indicator 1.4: CSO-led progress review meetings on priority governance and economic reforms in the TSP (participation disaggregated by gender, age, geographical representation, inclusivity of marginal areas and sex by) 2020	The project exceeded the targeted 4 CSO-led progress review meetings on this indicator (1.4). Eight (8) CSO –led progress review meetings (i.e. double the target of 4) were carried out countrywide and sensitized CSOs on national development policy implementation focusing on the TSP. The meetings reached 196 CSOs that were represented by 286 members (152M and137 F)[41]. We note however that the meetings reported here were meetings to sensitize CSOs, which may be considered different from the targeted "CSO-led progress review meetings". Also, semi-annual report[34] and the final report[34] quote 8 and 26 meetings in total, respectively, yet number of individuals reached remains the same. For the purposes of the review of achievement , we kept the figure of 8 (based on the earlier report).

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[40] Annual Report September 2021
[41] Semi-Annual Report 2020

Indicators	Progress on targets
Indicator 1.5: Percentage of gender responsive recommendations made by citizens that have been adopted / incorporated into national development processes and frameworks by 2020	For this indicator (1.5), the actual estimate of percentage progress could not be ascertained, however progress is represented by the related developments noted (see annex 4 for details). The project target was 20% from a baseline of zero. While a number of related activities (achievements) are reported, to measure the progress for this indicator as it is stated, we would have needed to have the total recommendations made and how many of these sailed through.
Indicator 1.6: Number of joint GoZ and CSOs initiatives around key Governance and Economic reforms undertaken by 2020	Target for this indicator (1.6) was 8 (from a baseline value of zero), of which 50% were expected to be led by women organizations. Awareness meetings on the TSP implementation, conducted by WLSA & Ministry of Finance and Ministry of Women affairs for Community, across 10 provinces, in 16 districts, reaching 770 women and 214 men. OPC and NANGO carried out joint engagement meetings to harvest insights int the TSP and channel them into the NDS (as of 2021). It is not clear whether according to the project expectations, the series of awareness campaigns constituted one joint initiative (of the 8 targeted).
Indicator 1.7: Number of high-level multi-stakeholder platforms meeting quarterly to take stock of the implementation of the TSP	Meetings were not consistently held, citing the restrictions due to the COVID-19 situation. Information was not available on the total, quarterly meetings that were conducted over the duration of the project period. Some high level meetings noted in reports however include: 2 high level discussions led by Office of the President and Cabinet and Ministry of Finance and Economic Development, focusing on governance issues and social protection development or the lack of it in the TSP, have been held. 4 further high-level meetings incorporating CSOs were carried out in the development of the NDS. 3 National Social Protection Steering Committee meeting were convened.
Indicator 1.8: National Development Plan for 2021-2026 priorities identified and agreed through a consultative process	The target for this indicator (1.8) was achieved. The project facilitated consultations to gain citizen inputs into the NDS1 2021-2026, which was thereafter launched in November 2020. Several papers were prepared as mechanisms to influence prioritisation of issues in the strategy.
Indicator 1.9: Percentage of Action Plans (including Key Performance Indicators) developed on priority national development issues including specific gender specificities in the TSP	One action plan from 20 representatives of Chapter 12 Commissions, deliberated on their collective mandate & adopted resolutions to strengthen peace, democracy, constitutionalism & drafted a plan to engage in the *constitutional making process*. The target for this indicator (1.9) was 30%. To generate the percentage achievement, the project first needs to identify the total number of eligible Action Plans developed during the period.
Indicator 1.10: Percentage of women's and Youth Organizations participating in the multi-stakeholder platform	The indicator (1.1.0) targeted to have at least 30% participation by the specified organizations in the multi-stakeholder platform. Trainings, conducted with CSOs, on Monitoring Accountability to TSP outcomes & use of monitoring tools for 77 participants, including 51 women & 26 men; accountability reports, made & presented + submitted the findings to the Ministry of Finance & Government Stakeholders, w/ 33 women, 3 men participating.

<u>Key outcomes achieved</u>

Finding 22: The project significantly improved government's capacity to undertake inclusive consultations.

The CSOs helped the OPC and MoFED to get to communities that were hard to reach and engage with them to review the TSP, a departure from perceived elitist consultative processes in the past (and of developing the TSP). They facilitated consultations for the Government (MoFED and OPC) to engage and consult with the communities in preparation of the NDS 1 2021-2026. In addition, the CSOs, with support from the project, produced position papers with citizens' input to the NDS 1 2021-2026 submitted to the MoFED.
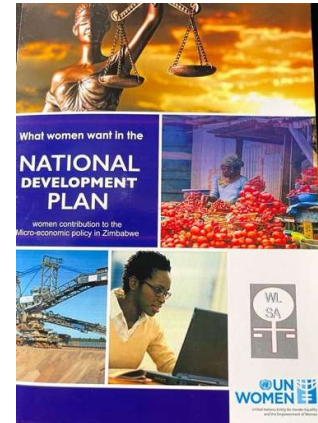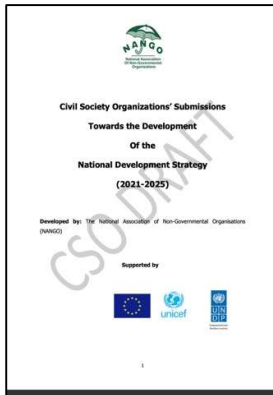
"We also had consultations with CSOs and facilitated the developed CSO NDS1 Model and the Community NDS1 Model following consultations with the communities. The project created broad-based consultations for the Government Ministry and enabled incorporation of the citizens' views in a non-threatening environment." **Respondent from Government**

Previously excluded groups such as women, youth and people living with disabilities were a specific focus of consultations, providing the Government of Zimbabwe the capacity to undertake broad based consultations. By facilitating collaboration of Ministry of Youth, Sports and Recreation (MYSR), MWAGSMECD, MoFED and OPC, the project provided platforms for the whole of Government approach ensuring that all categories of citizens contribute to national development discourse and strategies.

"Women safe spaces were created and [their] voices [were] heard through the bottom-up engagement approach where the implementation of the TSP was reviewed by women in hard-to-reach areas who are usually left out of such processes. The community engagement approach strengthened connections and collaboration between Ministries, NGOs and UN Agencies in peace building and development." **Respondent from Government.**

Creation of these spaces was also aided by simplifying the TSP document in ways that communities can understand allowing these communities to engage effectively with the TSP.

The ZIM-CATT programme assisted the MoLGPW develop a Handbook and Training Manual for Training of Trainers that provided guidelines for inclusive consultations. Despite the guidelines and TOT not being operationalised at the time of the evaluation, this product is likely to lead to improvements in the quality and inclusiveness of planning processes as consultations with local government officials showed the readiness of the Government to roll out the guidelines.

Finding 23: The ability to undertake consultations enabled the government, through the project, to enhance knowledge of the TSP and its achievements among key stakeholders.

In general, there was acknowledgement among stakeholders that support from ZIM-CATT had filled a critical gap in ensuring that the intentions and achievements of TSP were known by all categories of citizens in Zimbabwe. Discussions with OPC and other stakeholders noted there was an improvement in the reporting on the TSP's achievements giving credence to the project's intervention. CSOs were also engaged on the TSP, increasing their knowledge, and creating safe spaces for them to provide critical feedback on the progress of the programme. There was an acknowledgement among CSOs that the platforms created by ZIM-CATT had allowed them to contribute to implementation of the TSP and later the development of the NDS1 2021-2026. However, they were not clear on the specific changes adopted by government as a result of this contribution especially to implementation of the TSP. While this is the case, enabling Government and CSOs to meet and critically discuss a government programme was a great result considering the fractured relationship between the two parties prior to the project implementation.

> *"Yes, I think to a very large extent. One of the things we noticed is that a lot of people including in civil society do not really engage in macroeconomic policy or even understand how it functions or happens or what they expect/desire from the Government."* **Respondent from a CSO**

There was clear increase in knowledge of the TSP among the general population due to: 1) increased reporting on the TSP by the media; and 2) consultations undertaken by the project. During consultations for the evaluation, it was evident that respondents in rural communities had an appreciation of the achievements of the TSP. For example, OPC and other stakeholder that accompanied the evaluation team were surprised with the informed questions they were being asked by Focus Group Participants (local peace committees in Matabeleland North) challenging some of the results they have heard about the TSP.

Finding 24: The safe spaces created, and knowledge transferred was contributing to improved confidence and trust in the government as well as capacity of citizens to contribute to local and national development planning and implementation.

By creating safe spaces and building capacity of citizens (first to build knowledge and secondly their confidence to make contributions to development processes) the ZIM-CATT project set in motion processes of: 1) building trust between government and citizens; and 2) enhanced citizen engagement by government. Such processes have begun to bear fruit in some communities as demonstrated by stories in Box 1.

Box 1: Communities have built confidence to challenge government

Marondera women challenge OPC

For example, in Marondera, some women were actually complaining to the OPC team, which does not often happen given the perceptions about OPC in the public. The women were feeling less threatened. Previously, women were not keen to share their views in the presence of teams from the OPC. A view that was also acknowledged by teams from the OPC.

Murehwa communities challenge government's inaction on health[42]

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[42] Story received from WLSA

> Simplifying complex development plans made it possible for community members to understand investments planned in their communities by government giving them the capacity to challenge lack of implementation. In Murehwa, for the very first time, through this process, they were able to notice that there were clinics that were supposed to be constructed but had not been constructed for the past 8 years. It was at the meeting of the OPC, the DA, Local Authority, communities, and the councillor that they were able to help each other figure out why things are written down but not implemented. Communities were also able to question and say "no this clinic that was put in there saying is a new clinic, is not a new clinic, it's been there on the agenda for the past 10 years!"

The ZIM-CATT project also contributed to strengthening capacities of citizens to analyse and contribute effectively to national and local programmes. Support to the Junior Council of Zimbabwe provides the best representation of this result (see Box 2).

Box 2: Children challenging the status quo and contributing to local development

The MoLG, MoFED, MoPSLSW, with support from UNICEF and ZEPARU, conducted capacity building initiatives for more than 400 members of the Junior Council. Such a large reach was enabled by having the trainings online. As a direct result of the training, members of the NJCA conducted a survey on conflicts that existed in select communities; developed policy papers for advocacy and made recommendations that were adopted by Senior Councils in their local areas (Rusape, Guruve, Zivagwe and Chinhoyi). These recommendations facilitated the following achievements:
1. Establishment of water pipe scheme projects and Youth Friendly Centres as engagement platforms in Guruve;
2. Resuscitation of a library, grading of roads and tree planting project in Masvingo
3. Renovation of a library, drilling of boreholes in almost every Ward and installation of Streetlights in Rusape;
4. Creation of a Rehabilitation Centre for drug and substance abusers in Chinhoyi; and
5. PB project focusing on causes of conflict and conflict resolution in Zivagwe.

The NJCA also contributed to the review of the TSP in the development NDS1 2021-2026 by engaging relevant authorities on challenges that were being faced in the communities by children.

Finding 25: Through their convening capacity, RUNOs improved the relationship between central government and local councils enabling coordinated planning.

As discussed under relevance, the fractured relationship between government and local authorities undermined coordinated planning between central and local government. The project specifically enabled local authorities and the Ministry of Finance and Economic Development (MoFED) to begin coordination meetings including agreeing on devolution fiscal transfers. Such meetings helped to overcome mistrust existing between the two parties leading to the establishment of a standing annual coordination meeting between MoFED and local authorities. One key informant aptly demonstrated the significance of this achievement:

> *"They never used to see eye to eye prior to the implementation of the ZIM-CATT programme. In fact, the latest meeting where a joint plan was developed was in April 2021 in Mutare."* **Respondent in local authority in Mutare**

As a result of the success of this support UNICEF was requested by the MoLGPW to assist them in monitoring the intergovernmental fiscal transfers that were disbursed by government to local authorities.

Output 2: Improved dispute resolution services and social protection systems design in marginalized and at-risk communities

<u>Progress on targets</u>
Details on the performance of each indicator are provided below.

Indicators	Progress son targets
Indicator 2.1: National Assessment Report (outlining the existing capacities and gaps including social safety nets with a potential for conflict, with a capacity enhancement plan) produced	The project considered that at baseline there were no capacity assessments taken and target was to conduct one. The ZIM-CATT project benefited from the UNICEF funded Social Sector Review. Findings influenced the Social Protection's support, including the planned social protection targeting review. 1 Analysis of Discriminatory Laws was undertaken that is intended to influence women's access to justice. 1 mapping of national implementation of UNSCR 1325 was carried out intended to support further collaboration with NORC and the Ministry of Defence The above noted achievements, may however be considered different from the targeted "Capacity Assessment".
Indicators 2.2: Number of key stakeholders who make use of the national assessment information to inform their institutional decision making, programming and policy engagement processes.	The project targeted to have a total of twenty key stakeholders [including 10 State including Independent Commissions; 10 CSOs (50% being women and youth groups)] utilizing the national assessment as noted above (2.2). Eight stakeholders (%40) were recorded to have made use of the assessment; hence achievement was just below reaching half the target. 6 - The RUNOs (UNICEF, UN Women UNDP) and the World Bank are making use of the Social Sector Report. Government Ministries and Departments MoPSLSW, MoHCC are also making use of the tool
Indicator 2.3: Trainer of trainers selected from the Social Protection Steering Committee equipped to deliver gender and conflict sensitive services in marginalized and at-risk communities	A total off 31 Officers (8 Males and 23 (74%) females) MoPSLSW trainers were trained on the newly developed Social Protection handbook. The handbook provided guidance on integration of peace building in Social Protection. This accounts for over half (62%) the target of 50.
Indicator 2.4: Gender and Conflict Sensitive programming tool for the social protection sector (containing a Grievance and Redress Mechanism, including conflict-sensitive targeting approaches)	A baseline study was commissioned by NRPC on Conflict Mapping. The study was meant to identify prevailing conflict themes and hotspot areas. The findings influenced the development of the Conflict Early Warning and Early Response System (CEWER). Community Based plan was developed to foster accountability to affected populations in service delivery. Indicators for the Conflict Early Warning and Early Response System were developed and a prototype of the system was being customized to suit the Zimbabwean context (as of the end of the project period). UNICEF Supported a review of Community Based Feedback Mechanisms. Target for this indicator was achieved since it was for 1 tool.
Indicator 2.5: Network of peace facilitators (including community mechanisms,	The following were achieved under this indicator: • 17 Mobile legal aid clinics were conducted and reached 684 people (551 women and 133 men) (WLSA);

Indicators	Progress son targets
women and strategically positioned individuals (at national and sub-national levels)) assisting stakeholders (40% being women) to collaboratively find pragmatic solutions to conflictual situations	• Women led peace committees were strengthened in Southlands, Mabvuku & Mutoko & established in Mabvuku, Hopley & Chitungwiza for 15-20 members for each constituency) (WLSA); • NANGO trained 40 community facilitators (40 Women). This resulted in creating a cadre from within that pushed for peaceful expression of community concerns. • 63 Community Peace Facilitators (37M, 26F) were trained; • 1000 Education Stakeholders were engaged, including 100 children (50 M, 50 F); • Gender Clusters to address GBV were formed and launched; • Trainings on peacebuilding and conflict resolution were Initiated; • Gender was considered in conflict analysis within communities i.e. women's needs as related to basic public resources; and • Youth attended meetings that were held with various local and national stakeholders (RDC, councillors, CSOs). The meetings discussed developmental issues[43]. The reported information did not however allow for measurement against the targeted of 320 local peace committees.
Indicator 2.6: Learning models for nurturing young women and men as peacebuilding leaders	As at the beginning of the project in 2019, Pilot Internship Fellowship with 6 Universities targeting 20 (10 women and 10 males) young students was designed, and the project set targets to expand this to 13 universities with 100 students benefiting. 75 students benefitted from the Internship Fellowship Programme on Peacebuilding that was jointly run by the RUNOs with agender balance close to 50:50.
Indicator 2.7: Percentage of peacebuilding and social safety needs that have been resolved and addressed through timely responses	The assessment of achievement of proportion of cases that were timely resolved is challenging due to a couple of reasons including lack of clarity on timeliness and also lack of information on the outcome from cases that were "referred to relevant authorities", and rather too many cases pending / "under investigation". The number of cases reported in the 2nd year of the project rose sharply from the figure reported in the first year, in fact being more than 5 times as much, reaching 92 cases for the year (2020). Out of the total of 244 cases received by NRPCs Complaints Handling Department during the course of the project, 179 were referred to relevant authorities, 40 are pending & 25 were successfully resolved.

Key outcomes achieved

Finding 26: Several guidance materials developed by the project have the potential to strengthen capacities to integrate peace building in sectoral work.

The project has facilitated development of various guidelines and materials to support sectors mainstream peace building. These include:

- Handbook, Toolkit and Training Manual in Designing and Implementing Conflict Sensitive and Gender Responsive Social Protection Programmes;
- Development of peacebuilding self - learning materials targeting upper primary and lower secondary pupils. Self-learning materials to be used and distributed as teaching aids/materials. The materials were still to be approved by MoPSE; and
- A handbook on citizen engagement used as an ongoing tool for citizen engagement.

These documents have the potential to increase capacity of sector ministries, however, at the time of the evaluation no trainings had been conducted and in some cases the documents were yet to be approved by the relevant ministries.

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[43] Semi-Annual Report 2020

Finding 27: ZIM-CATT has contributed to a strong appreciation of the need to have conflict sensitive programmes by sector ministries.

Discussions with government ministries – MoWAGSMED, MoPSLSW, MoPSE – showed that they were now viewing peace and conflict sensitive planning as central to programme and policy planning. In the past conflict and peace were a reserve of mandated institutions. Sectoral ministries did not recognise their role in peace building. As noted by one respondent from the MWAGSMED (and discussed earlier under relevance), the project had helped them to think differently about programmes by ensuring programme planning and implementation uses conflict sensitive lenses. This thinking was also being cascaded to lower levels of the ministry. In the MoPSE, the mainstreaming of conflict and peace in the Disaster Risk Reduction Self-Learning Assessment is another example of a sector ministry recognising the importance of considering peace and conflict in planning.

Finding 28: Through supporting young academics the project has laid the foundation for the creation of a network future peace builders.

The project initiated and supported the Internship Fellowship Programme for students from various Universities in Zimbabwe with the aim of capacitating and creating a pool of young peacebuilding leaders and champions. They have also been engaged in various dialogue events at national and regional level on peace building and conflict prevention. Some of the peace builders that have found formal employment after internships in CSOs, UN agencies as well as NPRC have expressed commitment to pursue and advocate mainstreaming peace building in their areas of work (See Box 3). However, it should be noted that this is a long-term investment by the project which was not expected to bear fruits immediately. Follow up and support of these young peacebuilders is still required to facilitate their effectiveness.

Box 3: Building future peacebuilding leaders through the Internship Fellowship Programme
The RUNOs supported this fellowship programme in promoting the attainment of SDG16 of promoting a just peaceful and inclusive society.   The fellows were attached to various organisations, institutions and Commissions for learning and exposure to peacebuilding. The exposure helped fellowship students gain confidence, capacity and acquire skills to promote peacebuilding. Some of the fellowship had this to say during a review workshop for the component: *"As intern, I learnt that if you are tasked with anything, take it up, no matter how hard it sounds or looks-ask questions, nobody knows everything"* stated the student from the 1st cohort   The other fellowship student stated that, *"I learnt a lot of things at Culture Fund like project development, capacity building, report writing, the importance of teamwork and that some days will be better than others – but one should always give nothing but their best."[44]*

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[44] UNDP Zimbabwe Report

Another fellow noted that, *"I have found my dream job. I never realised I would be working on peace and conflict prevention. It is such an exciting area of work!"*

As a new intervention, it is not without challenges. As part of the evaluation process, a half-day review workshop was held with fellows, host institutions and universities to determine the intervention's effectiveness and areas that needed improvement. The following were identified as requiring improvement (Table 5):

Table 5: Areas that need improving for the fellowship intervention

Fellows	Host institutions	Universities
• Female fellows faced challenges of settling when host organisations was outside their normal residence.	• Limited host orientation on the intentions of the internship led to limited exposure for fellows • Welfare of interns not always considered • In some instances, stipend provided by the programme especially when placed in government institutions affects the relationship with peers in the workplace who receive a much lower salary than the stipend provided to the fellow.	• Absence of work preparedness workshops for fellows was undermining their integration in the workplace. • Limited monitoring of interns by universities was negatively affecting fellows' performance in the workplace • Absence of guidelines for the fellowship was affecting how universities and host institutions interact

Finding 29: The ZIM-CATT supported the ZRP Women Network (ZRPWN) to develop a Gender Sensitive Strategic Plan.

The Gender Sensitive Strategic Plan guided and enabled female Police Officers to analyse their situation both at work and in their families and advocate for gender equality. They were able to challenge some of the gender inequalities within their institution and workstations. Additionally, female officers had already advocated for the review of the Police Act and the review was in the process during the evaluation period.

Output 3: National healing and reconciliation strategy implemented by the NPRC in partnership with key stakeholders

Progress on targets

Indicators	Progress son targets
Indicator 3.1: National Assessment Report (outlining the existing capacities and gaps including social safety nets with a potential for conflict, with a capacity enhancement plan) produced	The NPRC conducted provincial stakeholder consultations that provided feedback on their five-year Strategic Plan 2018-2022 ZIM-CATT project implementation with1500 citizens taking part in NPRC provincial stakeholder consultations & dissemination. However, while a strategic plan was developed, there was no evidence found of an operational plan developed.
Indicator 3.2: Number of key state and non-state institutions (especially those	Of the four targeted oversight institutions, high level sessions were reported to have been conducted with the law enforcement agencies (ZRP), security

Indicators	Progress son targets
mandated to ensure accountability, gender equality, promote peace, protect human rights, guarantee justice, security and enforce rule of law) that have been engaged and developed action plans with activities to complement the NPRC in implementing its strategy	(ZNA) and the politicians (Parliament). There is no mention of engaging traditional leaders. While three of the four targeted institutions are reported to have been reached, there is no evidence of them having developed action plans thereafter, as required by the indicator, hence the project failed to meet its targets.
Indicator 3.3: Number of NPRC thematic, national, provincial and district committees that are operational and functional	The NPRC exceeded and achieved targets in establishing 7 thematic committees (against the target of 4) and 10 provincial peace committees respectively. One National Peace and Reconciliation Committee**.** The established 7 thematic committees focused on complaint handling and investigation; conflict prevention and resolution; gender inclusivity to assist Programming Activities
Indicator 3.4: Number of recommendations adopted and actioned by the NPRC thematic, national, provincial, and district-level committees	There is no information to base on for the determination of whether this indicator target was achieved. The listed target seems to be disconnected to the indicator. However, the reported relevant information suggest good progress was made regarding actioning of recommendations (efforts being made to facilitate their adoption and action by government) [See annex 4 for details]
Indicator 3.5: Number of gender-specific recommendations adopted and actioned by the NPRC thematic national, provincial and district-level committees	There is no baseline and target set in the project document for this indicator, therefore it was not possible to measure the project's achievement.
Indicator 3.6: Number of CSOs and FBOs initiatives that advance NPRC efforts to promote an enabling environment for healing and reconciliation in targeted communities (disaggregated by location and thematic area of peace	NPRC did not meet the target of 10 MOUs signed. Seven (7) MOUs were signed between ECLF with Local and District Authorities, including 570 Traditional Leaders. Councillors and District Officials were trained on ADR (420 Male; 150 female), mainly from a rural and peri-urban setting. Other CSOs such as WLSA, ECLF etc implemented activities that contributed to the NPRC healing and reconciliation strategy.
Indicator 3.7: Number of CSO-led policy engagements with State institutions on peace and reconciliation issues following the launch of the Strategic plan	ECLF & NANGO carried out 3 engagements on the NPRC mandate and Reconciliation Agenda. Numerous consultations were held on interfacing with the Local Authorities, District Assemblies and Traditional Leadership. This was building on the 5 engagement sessions carried out in 2019. More complete information to determine both whether the engagements reached the target of 10, and what proportion of these was led by women and youths, was not available and the time of writing the evaluation report. Also, the information available reports number of engagement sessions. Not clear but target seems to have been on number of engagement agendas (issues) rather than sessions.
Indicator 3.8: NPRC Strategy for dealing with the past is developed in consultation with the state, civil society and persons affected by historical conflicts	The Strategy for dealing with past historical conflicts was developed by Conflict Prevention, Management and Transformation Thematic Committee for the NPRC. The Strategy identified the concept of Public Hearings as a tool for resolving unresolved historical conflicts. This was developed in consultation with stakeholders (NRPC)
Indicator 3.9: Initiatives by the NPRC in collaboration with stakeholders for dealing with the past developed	The Project supported NPRC in achieving its target of identifying the 3 initiatives of dealing with the past. The three (3) strategies that dealt with the past were developed with a focus on Exhumations and Reburials; Public Hearings; and Women Safe Spaces and opened up discussions on previously sensitive topics such as the Matabeleland Disturbances of the 1980s. A truth telling programme was initiated but was suspended midway.

Indicators	Progress son targets
	The safer spaces for women were in four provinces (Matabeleland North, Matabeleland South, Midlands, Mashonaland East) WSSP rolled out in 4 provinces, reaching over 700 women (WLSA & NRPC & community platforms in Mutoko, Tsholotsho, Mapisa, Bulawayo, and Zhombe to be strengthened on peace and reconciliation (353 women and 116 men).
Indicator 3.10: Number of gender specific programmes, tools or initiatives initiated or established in line with Section 9 of the NPRC	In the project document, the baseline and target was not stated for this indicator. Hence it is not possible to measure the progress. However, several notable accomplishments were realized as follows: • Gender sensitive Victim Support Mechanisms and Guidelines were developed as well as the Strategy for operationalization of gender mainstreaming (Section 9 of NRPC's Act); and the Guidelines for research on Sexual Crimes, grounded in UNSCRES 1325. Programs and tools (UN3 Programmes were developed (Social Cohesion and Reconciliation Index (SCORE), CEWER, Conflict Mapping Baseline. The tools broadly measure social and economic indicators; • Enforcement of the Domestic Violence Act was conducted; • Women's projects were funded as an empowerment initiative to prevent and protect victims from abuse; • Conducted prevention programmes and awareness campaigns to prevent violence or abuse of any kind; • Established One Stop Centres in all the provinces to provide services to victims and survivors of domestic violence; • Brought critical resources, financial and technical to complement government interventions on development in rural Zimbabwe (16 meetings in 8 rural Provinces); • Bottom-up approach where the implementation of the TSP was reviewed by women in hard-to-reach areas who were usually left out of such processes; and • Safer spaces for dialogue were created for women in four provinces (Matabeleland North, Matabeleland South, Midlands, Mashonaland East (WLSA & NPRC). This enabled women to share without fear or embarrassment, their experience and feelings as victim of violence on non-harmful ways, using platform to share expectation reaching over 700 women in 4 provinces.
Indicator 3.11: Number of programmes, mechanisms and frameworks initiated and established respectively by the NPRC in collaboration with key stakeholders to facilitate long term peace and reconciliation	The project however had applicable achievements including (The Social Cohesion and Reconciliation Index (SCORE), CEWER, Conflict Mapping Baseline being developed to measure social cohesion & reconciliation for peace in multi-ethnic societies as of the time of ending the project. Also, the write shop held in 4 provinces with NRPC, WLSA, CSOs on WSSP report & legal roundtable to identify long-term reconciliation through policies and justice based on WSSP findings A guidance notes for security sector response in the COVID-19, developed and submitted it to chapter 12 commissions for engagement of police to address citizens' concerns (UNW)
Indicator 3.12 Number of legal and policy recommendations to ensure non-recurrence and facilitate assistance to persons affected by conflicts is submitted to state institutions including parliament	The ZIM-CATT project achieved and exceeded the set target of 2 recommendations to 13 recommendations (5 legal and 8 policy) on Exhumations and reburials and dealing with past conflict. The 13 recommendations were submitted to the Government of Zimbabwe for consideration. The Ministry of Justice was drafting National Policy on Exhumations and Reburials during the period when the evaluation was conducted.

<u>Key results achieved</u>

Finding 30: Capacity strengthening support of the NPRC has helped it to transition to a fully functional organisation anchoring the peace infrastructure in Zimbabwe.

The ZIM-CATT project provided technical support to deepen institutionalisation of the NPRC. The project was introduced during a time of transition for the NPRC which included fully establishing the secretariat and onboarding of new Commissioners. The role of the project in building technical capacity as well supporting activities that strengthened the ability of the secretariat and Commissioners deliver their mandate and strategic plan smoothened the transition process. This included induction training of commissioners and staff; as well as financial technical support for implementing the commission's strategic plan. This support complimented well increased financing from the Government which focused on funding operational and capital expenses to establish the secretariat.

As NPRC's visibility and operations increased, so has its stature and recognition. For example, complaints received by the NRPC's Complaints and Handling Department has been increasing exponentially from 16 in 2019 to 92 cases in 2020. The litigation case between Gukurahundi survivors (Charles Thomas, Zapu & Ibhetshu Likazulu) and the Government of Zimbabwe where the litigant (Gukurahundi survivors) sought to bar government from conducting exhumations provides a clear example of the recognition of NPRC and its role. Box 4 provides more details on this case.

Box 4: NPRC's role and legal mandate increasingly recognised by institutions of the State*.

To solve the exhumation's dispute, the litigants, namely the Gukurahundi survivors, Charles Thomas, Zapu & Ibhetshu Likazulu, jointly sought an order to bar government from exhuming victims of post-independence conflict known *as Gukurahundi* and rebury them, by filing an urgent application at the BULAWAYO High Court [45]. But, in his opposing argument & motion to dismiss, the Government argued that the exhumations programme is emotive issue, that must be handled carefully, laid out, discussed & agreed to by all stakeholders. Recently, after weighing in, the High Court judge, has ruled that applicants had to consult first the NPRC, which is constitutionally mandated to lead the exhumation and reburial for healing & reconciliation. Therefore, the court has dismissed the victims' application to stop the Government from exhuming victims and rebury them properly. The applicants were told to exhaust domestic remedies, namely, engaging the NPRC, the legal authority[46][47].

*Extracted from the ZIM-CATT 2020 Semi-Annual Report

The capacity of NPRC is also evident in its ability to navigate sensitive landscapes and achieve its objectives. For example, the NPRC successfully lobbied and advocated to the GoZ to be empowered to carry out public hearings on past conflicts and grievances which has been developed[48] and now ready for roll out.

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[45] https://www.newzimbabwe.com/judge-reserves-ruling-on-barring-exhuming-gukurahundi-victims/

[46] https://www.herald.co.zw/landmark-ruling-on-gukurahundi-exhumations/

[47] https://www.herald.co.zw/landmark-ruling-on-gukurahundi-exhumations/
;https://www.herald.co.zw/ed-mat-leaders-seek-gukurahundi-closure/;https://www.newsday.co.zw/2020/02/gukurahundi-fast-track-programme-draws-fire/
https://www.chronicle.co.zw/gukurahundi-exhumations-process-starts/
https://www.sundaymail.co.zw/president-to-fast-track-gukurahundi-reburials

[48] The framework for public hearings was developing following engagements with a multiplicity of stakeholders (Government, Security Institutions, Traditional Structures, CSOs, FBOs).

Finding 31: The project contributed to strengthening the decentralised peace infrastructure in the country leading to improved capacities for conflict prevention and peace building at local levels.

Provincial Peace Committees (PPC) were established in each of the ten provinces. This process included support for training PPC members on conflict mapping, analysis, conflict resolution and their roles and responsibilities as peace committee members. Their establishment has enhanced understanding of conflicts including identifying hotspots. All ten PPCs have undertaken conflict mapping and analysis. However, functionality of the peace committees depended on the levels and type of conflicts. For example, the PPC in Bulawayo province was more functional than the Manicaland PPC due to the varying levels of conflict. The establishment of the NPRC office in Bulawayo also contributed to strengthening of the Bulawayo PPC as compared to Manicaland where NPRC was still in the process of establishing one.

In some provinces the project facilitated establishment of Local Peace Committees while in others such as in Masvingo district Peace Committees were in the process of being established. The establishment of these LPCs has the potential to enhance peaceful dialogue and addressing conflicts at local level as demonstrated by the example of Nkayi LPC in Box 5.

Box 5: Nkayi LPC contributing local peace building

The evaluation team visited three LPCs in Nkayi. LPC in Ward 26 (Mdengelele Centre) presents the best example of a functional LPC. Its members are drawn from general village members representing women, men, and youths. The members received training on intra-personal conflict, conflict analysis, inter-personal conflict, conflict among relatives, power-based conflict, conflict between two groups, how to respond to conflict and the nexus between peace and development. Members of the LPC viewed the training as adequate although lamented the lack of IEC materials to use as reference.

After this training and support from the CSO partner, ECLFZ, they managed to achieve the following:
- Raised awareness on peace building in their community;
- They were increasingly recognised as peace builders. They were the go-to for conflict resolution when members of the community experience conflicts. For example, they intervened when an orphan in the care of a female older person was sexually abused and property stolen, they intervened working together with child protection system. Their intervention led to the arrest of the alleged perpetrator and thief. Another example was the disagreements among community with regards participating in the construction of a local clinic. The LPC was able to intervene to ensure peaceful dialogue between community members with contrasting views. Their intervention led to a peaceful resolution of the conflict resulting in the clinic construction being undertaken as planned with full community participation.
    - o *"People are now seeking us to vent out their issues and problems to achieve peaceful resolutions to conflicts"*
- They have undertaken conflict analysis to understand the conflicts they need to address.
- They have increased their status in communities as one member boldly said:
    - o *"We are now the envy of other who would like to be the peace ambassadors"*

Another example is in Masvingo. One of the newly established district peace committee (DPC), Masvingo DPC, was able to constitute themselves into sub-groups to track varying conflicts. Discussions with the NPRC revealed these initiatives were demonstrating the institutionalisation of these structures within the decentralised governance structures.

However, the operations of LPCs still need to navigate a polarised political environment where in some cases addressing peace issues can be misunderstood as opposition activities. They require support for conflict mapping and analyses and identifying resolutions, in some cases they intervened, while in some they referred to appropriate stakeholders.

4.3.2   Factors supporting or impeding effectiveness

Success factors for the project
The success factors for the project included the following:

- the strength of partnerships;
- flexibility of the project to address emerging issues; and
- adopting a multi-sectoral approach.

Finding 32: Partnerships had a significant influence on project effectiveness.
As discussed under Section 4.1 (Relevance) and later under Section 4.4 (Partnership strategy), partnerships established for the project had a significant bearing on project success. UNDP played a key role in facilitating a collaborative approach between partners that would help foster cohesion at all levels of peace infrastructure. This collaboration enhanced the creation of platforms for conflict identification, monitoring and resolution, and broad-based inclusive participation of citizens in national development processes. Through partnerships the project was able to leverage comparative advantages of each partner helping the project to enhance its efficiency and effectiveness. OPC was able to give the project its prominence as well as creating enabling environment for stakeholder engagement at all levels on the sensitive topics and conflict resolution. UN agencies provided the necessary technical support for the smooth implementation of the project including convening stakeholders. CSOs had the comparative advantage of their already known and trusted presents in the communities. Thus, collaboration with the CSOs strengthened the existing consultative mechanisms and provision of safe dialogue spaces for all community subpopulations. Importantly, partnerships between the UNDP and CSOs have also allowed information sharing and building of trust between institutions, as well as with the government and citizens. These partnerships have also contributed to improved access of communities and their leaders to enhance peacebuilding programs.

Finding 33: While the RUNOs for this programme did not make explicit reference to any innovative approaches or techniques, in practice they established some innovative initiatives (e.g. internship programme mainstreaming peacebuilding and governance across the cycle; supporting creation of the CEWER policy framework), but there is room for more innovativeness.
The RUNOs utilised a number of approaches to enhance and foster peacebuilding into national development. This involved collaboration between institutions, government and

partners to allow knowledge and information sharing from other programming experiences. Such platforms for collaboration enhanced the ability of the NPRC to generate actionable knowledge to inform policy formulation and practice in conflict resolution in different contexts across the country. The ZIM-CATT project was also designed to complement existing national development agenda (TSP and then NDS), as well as supporting and fostering the peacebuilding mechanisms as outlined in the constitution. This helped to build trust and allowed the strengthening of institutions, monitoring and review of peacebuilding programs. More so, to consolidate the values of dialogue, peace and reconciliation, policy frameworks such as the CEWER were developed. CEWER was established to allow the scale up of early conflict detection and timely implementation of appropriate responses to resolve them.

However, more could be done for the programme to be more innovative or for some of the innovations already started to be more effective. For instance, for CEWER to be effective, peacebuilding mechanisms still need to be embedded within community governance structures. At the moment structures for peacebuilding are mainly centralized at the national (NPRC) and provincial (PPCs) levels, though some Local Peace Committees were established in some districts such as Nkayi.

Finding 34: Flexibility of the project enhanced its relevance and appropriateness in turn sustaining stakeholder interest in the project.
In the advent of COVID-19 the project initiated several interventions to respond to COVID-19. These included, research to determine impact of COVID-19 on GBV prevalence, development of a monitoring tool on GBV in the context of COVID-19. This flexibility was important to enable the project address emerging conflicts due to COVID-19. The project's flexibility in supporting the transition from the TSP to the NDS1 2021-2026 ensured the project remained relevant to the changing context in the country and thus maintaining interest of key stakeholders.

Finding 35: Trust between government and the RUNOs was critical in ensuring project effectiveness.
The RUNOs support on peacebuilding programs date back to as early as 2002. Support has ranged from providing resources (human and financial), technical expertise, coordination and implementation of relevant frameworks to support peace. Thus, trust has been built over the years between the government and RUNOs as well as other stakeholders. Additionally, the RUNOs' experience from previous peace building efforts gave them a comparative advantage on influencing policy makers, institutions and partners.

With the high levels of polarization in and lack of trust between the government, citizens and other stakeholders, the RUNOs were also viewed as less confrontational partners that could help improve platforms for dialogue between partners, government and citizens. Additionally, while all stakeholders are keen to develop sustainable partnerships there is a clear need to develop a clear set of indicators to monitor contributions and implementation gaps amongst all stakeholders. Local organizations realized their limitations in terms of funding to rollout peacebuilding programs. Hence, they perceived the RUNOs as strong partners for effective peacebuilding in Zimbabwe. Thus, more could be achieved by harnessing experiences and knowledge from all stakeholders.

<u>Challenges that undermined effectiveness</u>
Finding 36: A series of crises affected project implementation and achievement of some results.
Restrictions on movement to curb the spread of COVID-19 had a significant negative effect on the project necessitating a no cost extension. Physical meetings were stopped which negatively affected the ability of the project to undertake effective consultations. While there was a shift to virtual meetings, as highlighted earlier, this approach undermined the broadness of these consultations as a marginalised population do not have access to facilities to allow for engagement online. Initial hesitancy by government to engage on virtual platforms due to important security concerns also hampered the ability of the project to continue with its work. Multi-stakeholder processes such those required for development and finalisation of guiding and training materials were also affected. Resultantly majority of these guidance and training materials had only just been completed at the time of the evaluation and their intended results not yet visible.

In 2019 Cyclone Idai had a devastating effect in the districts of Manicaland province. In the immediate aftermaths of the cyclone the Government was ceased with responding to the crisis which became priority over all other activities. This meant activities of the project that required participation of Government counterparts could not be implemented.

Delays due to crises were compounded by general disbursement delays by RUNOs and capacities in some partners. There were concerns raised by CSO and government partners on delays in disbursement by three to four months which would undermine the period for implementing activities, See Section 4.4 for more details. The NPRC had a newly established secretariat which meant some tasks allocated to it e.g. procurement would take long to be done. Bureaucracy in decision making in Government also contributed to delays in activities which ultimately had a ripple effect on effectiveness (See Section 4.3, Efficiency, for more details).

Finding 37: Despite the fact that partnerships were a success factor to the project, there were some challenges which would need to be addressed.
Misunderstandings between partners need to be clarified from onset of activities as they have the potential to undermine project effectiveness. While the project enrolled CSOs to support the peace infrastructure to mainstream gender in activities including creation of safe spaces for women, the evaluation established that there were cases when the roles of CSOs and NPRC, for example, were not clear.

The project has not yet been able to hold engagements with traditional leaders and political parties. These stakeholders are also key in peacebuilding as well as conflict resolution. Additionally, the process of financing the activities was efficient, for example, transport and IEC material production and payment of participant's transport allowances.

Within government, the project did not engage senior management of the sectoral ministries during sector specific support activities[49]. This would have ensured ownership and prominence of project activities within ministries to ensure sustainability and ministry takeover.

Finding 38: Peacebuilding interventions in a context where peace is a political issue means processes are slow and investments are long term.

Work in peacebuilding requires negotiation of political impediments, consensus building and continuous dialogue. The ZIM-CATT was no exception. The delayed start to the project due to negotiations with the government[50] (particularly on the inclusion of CSOs in the project); and slow pace on some activities of the NPRC (e.g. truth telling and exhumations had to be suspended due to risks they posed), SCORE and CEWER development required consensus building etc); and political impediments faced by PPCs and LPCs all demonstrate the challenges a peacebuilding project has to overcome. Further, while NPRC has the Constitutional mandate for facilitating National Healing and Reconciliation, there areas in which these boundaries are faulty. For example, the national healing and reconciliation on the Gukurahundi in Matabeleland is led by the OPC which prefers a traditional leader approach while the NPRC has been engaged in an all stakeholder led approach. Negotiations to harmonise approaches takes time due to various considerations. This makes a three- year project insufficient to achieve broad changes at the outcome level. In the context of ZIM-CATT, these three years were shortened even further by delays in implementation due to crises and internal inefficiencies of RUNOs and partners. Thus, wide scale outcome level changes were unrealistic to expect. However, this point was partly acknowledged in the project document where the ZIM-CATT project is conceived as a catalyst that will trigger additional financial and technical support to entrench its initiatives (See Section 4.4, Sustainability).

4.4 Efficiency

4.4.1 Staffing, procurement and financial safeguards

Finding 39: RUNOs highlighted that the project was adequately staffed, however the project could have benefited from increased investment in M&E staffing.

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[49] Although they were involved in the Project Steering Committee, implementation at sectoral level required their engagement commitments towards supporting interventions.
[50] The project started during a transition process for the country where space for engagement on issues of peace or governance contracted. CSOs were viewed as a threat to democracy by government.

By using existing staff to lead project interventions, the project was able to continue relationships established between staff in RUNOs and those in national partners allowing for a smoother take off of activities. RUNO staff were appreciated by national partners for their role in ensuring activities were implemented and for being responsive when their assistance was required. However, there were concerns about the depth of peace building expertise among staff from RUNOs especially given some capacity gaps in peace building, reconciliation, and conflict resolution. RUNOs relied on externally recruited support for peacebuilding expertise which offset this concern from the RUNOs perspective but did not address the day to day technical support requirements for partners. RUNOs are addressing some of these deficiencies. For example, UNDP had, at the time of the evaluation, completed recruitment of a peacebuilding expert. The departure of the first project coordinator in UNDP at the initial stages of the project led to a loss of institutional memory especially given they had led design of the project. While the impact was not significant as UNDP was able to recruit a replacement speedily, the loss led to instances of limited clarity on intentions of some parts of the design. This also occurred for UN Women (loss of project lead) albeit at the tail end of the project. The loss had limited impact on the project implementation.

> *"We had experts brought in through the facilitation from SEED helping us to have an appreciation of social cohesion and how to do scenario planning and developing a conflict early warning system. We didn't have much time to learn the complex process. We also need support and follow through, for example, some mentorship and sustained orientation especially where some are coming from backgrounds that did not deal with peacebuilding, reconciliation, and conflict resolution."* **Respondent from NPRC**.

The project was wide in scope and involving multiple partners making a 15% M&E contribution, as envisaged in the project document, grossly inadequate to meet the demands for M&E in the project. While staffing for project coordination was expressed to be adequate, coordination at UNDP was too stretched to accommodate effective monitoring as well. The inadequacies of M&E staffing were visible in the gaps in M&E highlighted under Section 4.2, Process.

Finding 40: There were significant delays in disbursement and procurement which affected project implementation.

National partners highlighted delays in disbursements of three to four months in worse cases. These delays affected implementation with activities in some cases having to be "rushed" to meet the next disbursement.

> *"We started the community awareness meeting a bit late. We were given a month to implement the rest of the activities. Though it was a tight and crush programme we managed to implement all activities and report for the whole year. But these were activities conducted in a month or so."* **Respondent from CSO**

> *"Delays in disbursement affect the programme. We ended implementing very fast to meet the set deadlines."* **Respondent from government**

These delays were a results of a number of issues at multiple levels including:
- Delays by service providers to issue invoices;
- Delays by national partners in processing requests due in some cases to inadequate knowledge of UN requirements for disbursements; and
- Delays by RUNOs in processing disbursement requests.

However the significant challenge was at RUNO level although national partners did contribute to the challenge. Delays in disbursements had the potential to undermine partners' relationships with suppliers and stakeholders. For example, there was strong discontent with the delays in payment of allowances to national partners' stakeholders which was said to have the potential to affect the stakeholders' confidence in the partners. This can affect not only activities under the ZIM-CATT but other initiatives by the partner as well.

Finding 41: COVID-19 compounded inherent efficiency bottlenecks within RUNOs and national partners causing significant delays that led to a project no cost extension.
As a result of COVID-19 induced movement and in person meeting restrictions, UN staff worked from home for the greater part of 2020 and part of 2021. There were significant delays in procurement and disbursements for the project.

> *"Processes in [RUNO] move a bit slow, just getting approvals from one process to the other, the disbursements it took time and as you are aware UN has been working from home since first phase of COVID-19. So just getting approvals for the process is a painstaking thing. Even for them to come and do the voucher and verification and acquittals takes a long period of time."* **Respondent from CSO**

Due to in person meeting restrictions, there were significant delays in the implementation of activities as it was not possible to mobilise stakeholders. As highlighted earlier, the adoption of virtual meetings was slow as government stakeholders had security concerns while marginalised communities could not access such platforms.

Finding 42: Collaborative nature of the project opened up space for dialogue at various levels.
The project managed to establish platforms for high level dialogue that promoted consensus building and stakeholder engagement in policy formulation (TSP &NDS1) and decision making. These allowed discourses to take place on sensitive and divisive issues (Gukurahundi, Murambatsvina, political violence) to take place and thus promoted tolerance, transparency and inclusiveness (women, youth and vulnerable groups).

However, as highlighted earlier, initially the program did not maximise available opportunities to engage all strategic CSOs and other national partners during the design of the project. More could have been achieved through mapping and engaging all partners who were already working on peacebuilding in Zimbabwe. There is still need for creating an inclusive multi-stakeholder platform for engagement to help strengthen peacebuilding responses and leverage on the comparative advantage of each stakeholder. While this could have been possible the evaluators do acknowledge the constraints that undermined a multi-stakeholder engagement including the fractured relationship between government and CSOs where the latter was seen as a threat to democracy in the country. This reduced the number of CSOs that the project could work with.

4.4.2   Complementarities or overlaps with existing national partners' programmes
Finding 43: The RUNO's implementation approach facilitated complementarities with work with national partners' programmes.

National partners complimented the implementation approach of the project for enabling them to structure activities in such a way that ensured it avoided duplication. The project achieved this by supporting existing initiatives in partners, and giving partners the room to structure activities in the best way to deliver results. This was epitomised by NPRC who said:

> *"The programme was flexible in approach. For example we were supposed to develop a Conflict Early Warning System, the manner of developing it was left to the NPRC. This was the same approach with setting up of the Peace Committees and modalities for supporting Healing Reconciliation and Rehabilitation."*

For some national partners' (e.g. government ministries) the mainstreaming of peacebuilding was a welcome addition as it complemented well their existing mandates ensuring they contributed to fostering peace through their activities. For CSO's the project was able to help them expand existing work e.g. for WLSA (on women led peace committees, mobile legal aid clinics), as well as enabling them engage citizens on the TSP and development of NDS1.

4.4.3 Value for money

As per agreement in the inception report, the determination of whether the project was value money relied on stakeholder opinions as no detailed value for money quantitative assessments were conducted.

Finding 44: The costs to the project were justified because it promoted access to information and participation, hallmarks of any developmental intervention.
The project facilitated the centrality of peacebuilding to development in light of implementation of national development programmes that impact women and marginalized communities, including those living with disabilities.

As perceived by government agencies, specifically MWACSMED, peacebuilding was mainstreamed in other programs not as much as a standalone activity. Having qualified personnel helped with effective planning resulting in achieving more with less without exploiting employees or other contributing partners. Constant meeting of the facilitators teams and hiring of transport to facilitate efficient mobility of the teams contributed to achieving the implementation time lines more so under compressed timelines. CSOs indicated that the use of online tools for data collection within communities reduced project costs. However, marginalized those without appropriate internet or technology.

4.4.4 Project coordination and governance

Finding 45: The project management coordination arrangements had positive influence on coordination and synergies but with some challenges.
The Project Board and Steering Committee provided platforms for Government leadership and opportunities to enhance coordination of project activities. Despite not meeting as regularly as planned the platforms did enable partners to be aware about the project progress and areas that needed decisions. The Steering Committee was helpful in raising prominence of the project in Government and UN agencies given it involved OPC, heads of agencies and Permanent Secretaries of ministries. This enhanced efficiencies in engagement of ministries and other stakeholders during implementation. In terms of coordination, the coordination

platforms enabled some synergies that were credited with enhancing messaging as highlighted by one respondent:

> *"Synergies that were formed at national level helped the project to avoid mixed messaging (between partners) during awareness raising. This is what sort of helped to popularize the TSP and NDS1 and general acceptance of the policy documents. Not saying acceptance in terms of all the content, but in terms of participation and being able to feedback."* **Respondent from government**

At subnational level there were difficulties in forming synergies between partners. Partners had difficulties in aligning frameworks and structures where peacebuilding activities were already being implemented. Difficulties faced included not readily sharing activity frameworks, reports and useful insights. Additionally, opportunities where organizations could use same structures for mobilizing and engaging citizens were also not fully maximised. This led to duplication of activities and as well as lack of collaborative efforts for program effectiveness.

One of the advantages of a joint programme is the technical support that can occur between agencies given their specialisations. There were actions taken by RUNOs to leverage on this advantage by contributing to each other's activities, especially where they worked on the same output. However this was not systematic across outputs. Therefore this could have been a missed opportunity. One contributing factor to this was the nature of the pillared outputs that provided limited linkages between the partners. Resultantly, there were concerns by national partners that where RUNOs worked with the same partner at times the work was uncoordinated.

> *"The way it was compartmentalised in the various outcomes. The agencies in the outcome were working together well for example the third outcome where there were multiple agencies that worked but the interconnectedness between the outcomes that wasn't always there. You would only know what everyone was doing in the board. Interconnectedness within and among the outcomes wasn't always there. For example those in the third outcome had no direct link with UNICEF doing something else. At the heads of agency level that connection was missing."* **Respondent RUNO**

Secondly for some RUNOs e.g. UNICEF and WFP, peacebuilding was not a core area to their business and therefore required technical support and guidance from experienced agencies particularly UNDP. The structure for technical support was not clear in the management arrangements.

4.5 Sustainability

4.5.1 Sustainability strategy
The project included an exit or sustainability strategy in the project document. This strategy was premised on the following:
- **Strategy 1**: The project was building on stakeholder priorities and interests in peacebuilding in the country and therefore there would be quick take off and ownership of the interventions;

- **Strategy 2:** Adopting the local implementation modality supported by capacity building would enhance the abilities of national counterparts to continue with the interventions;
- **Strategy 3:** Capacities transferred by the project would reside in the national partners allowing them to continue with interventions; and
- **Strategy 4:** ZIM-CATT was conceived as a catalytic project and thus would trigger additional support within the UN, government, and other development partners to continue with initiatives started by the project.

Finding 46: These strategies had mixed effect on the potential sustainability of the project interventions and benefits.
While indeed the national implementation modality fostered ownership and drive from national counterparts, especially the Government of Zimbabwe, there were several weaknesses in this strategy that need to be strengthened in a future project.

> *"We had leeway to say the capacities we needed. The PBF gave us room as a Commission to make decisions on what was important to us."*
> **Respondent NPRC**

First, sustainability of capacity resides in its utilisation by recipients of support as well as the build-up of regeneration capabilities. There are pre-conditions for capacity utilisation that need to be understood and planned for during design and addressed during implementation. For the project, as noted earlier (See Section 4.3.2), the limited inclusion and participation of senior management of ministries in key capacities undermined or has the potential to undermine capacity utilisation. Accompanying capacity development with action planning and commitment to utilisation through resource allocation was another missing element in the strategy. Furthermore, accompaniment and support is required to ensure confidence among national partners to implement newly transferred knowledge. Secondly, as explained in Section 4.1.2, identifying pre-conditions for capacity utilisation need the project to understand and conceptualise the types of capacities (individual, organisational and institutional)[51]. Different types of capacities require varying approaches to ensure capacity utilisation. Third, the ZIM-CATT was a catalytic project. However, it was not clear how the project had planned to help partners leverage new capacities for either establishing new funding pipelines or strengthening existing ones. Fourth, the exit strategy was not discussed and agreed with national partners to develop a shared understanding of mechanisms that needed to be in place to enhance sustainability of the interventions.

Overall, the sustainability strategy would have benefited from a shared detailed plan on how these strategies were to be operationalised, exit managed and sustainability achieved.

Effectiveness of the exit strategy was also hampered by delays in implementation of activities which meant some capacities had only just been developed at the end of the evaluation with no time to allow the RUNOs to support national counterparts to cement the capacity. This challenge is particularly evident in work with the MoPSLSW, MoPSE and MoLGPW on various guidelines, handbooks

> *"Close out could have managed better if it wasn't due to delays because of COVID-19"*
> **Respondent from government**

and training materials. Additional support is still needed to enable these partners to utilise the transferred capacity.

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[51] There was an over reliance on individual capacity building.

Finding 47: Institutional strengthening of the NPRC will be sustainable but there is still need to provide technical support to ensure effectiveness.
The project provided various capacity support to the NPRC. The secretariat was well established, Commissioners were inducted, Thematic Committees were operational, PPCs were established in all 10 provinces and a regional office was established in Bulawayo and one was being established in Mutare at the time of the evaluation. With this strengthening, NPRC had started and continued to support several initiatives under its thematic areas of:

- Conflict Prevention and Non-Recurrence;
- Complaints Handling and Investigations;
- Research and Knowledge Management;
- Victim Support, Gender and Diversity; and
- Healing, Reconciliation and Rehabilitation.

The NPRC receives operational and capital funding from the Government of Zimbabwe. Its operationalisation has raised its profile and visibility, with NPRC staff spoken to during the evaluation noting an increasing interest of development partners willing to work with the institution by funding various activities in its operational plan. While it was clear the institutional strengthening support through the project has contributed significantly to the organisational standing there were areas that required support:

- The Secretariat still requires technical support to implement activities in the strategic plan and across its thematic areas;
- PPCs were still new and still required technical and financial support to entrench the institutions in the provincial governance systems (and leverage funding from the devolution process) as well to enable them to carry out their mandate; and
- Locating the conflict risk management in traditional institutions – chance to create permanency.

There are potential political risks to sustainability. Recalls of Members of Parliament of the main opposition have led to withdrawal of affected members from PPCs. These have not been replaced resulting in the balance of membership affected. The institution also deals with a highly political subject in the country as conflict in Zimbabwe is largely politically driven (See Section 4.1). Navigating the political space and remain effective in delivering the mandate in a perceived impartial manner maybe the greatest challenge for the NPRC to maintain its traction among stakeholders.

The Secretariat also expanded rapidly, from about 30 staff at the beginning of the project about 100 staff members at the time of the evaluation. These staff need to be equipped with the appropriate knowledge and skills to manage peace building interventions in Zimbabwe.

Finding 48: While guidelines and handbooks developed by the project provide a basis for sustaining capacity within targeted institutions they were at various stages of implementation.
As discussed earlier, to support capacity of institutions to mainstream conflict and peace building the project facilitated development of various guidelines, handbooks and learning

materials. Table 6 provides stages of various documents. It was not clear at the time of the evaluation how sector ministries were going to roll out these outputs as there were no action plans or resource commitments. This is an area that RUNOs will need to continue supporting through other funding pipelines. Another opportunity exists through ensuring the initiatives are implemented by the sector ministries through the peace pillar of the NDS1.

Table 6: Stage of development of various outputs

Action	Status	When
Conflict Early Warning and Early Response (CEWER) system	Under development	On-going
Social Cohesion and Reconciliation Index (SCORE) for Zimbabwe	Piloting stage	2020
Handbook, Toolkit and Training Manual in Designing and Implementing Conflict Sensitive and Gender Responsive Social Protection Programmes	Completed.	2021
Social Protection Targeting Assessment	Completed	2021
Development of a social protection community-based feedback mechanism	Completed	2021
Peacebuilding self-learning materials targeting upper primary and lower secondary pupils	Completed	2021
Strategies for citizen engagement by local authorities in policy implementation	Completed	2020

Finding 49: RUNOs participating in the project have long term interest in supporting peacebuilding in their sectors of work and will likely continue with the project's interventions.

The ZUNDAF provides a framework for UN continued support towards peacebuilding in the country. The SDG 16 also provides a long-term working framework for peacebuilding in Zimbabwe. To support this long-term interest, UNDP, at time of the evaluation, the had recruited a peacebuilding expert to enhance quality of technical support to and mentoring of partners and interventions, demonstrating the continued prioritisation of peace building within the UN in Zimbabwe. There is also commitment at the highest levels of the institution to strengthen gains made so far in capacitating the peace building infrastructure of the country. For UN Women, engendering governance processes and ensuring safe spaces for women remains a critical priority area for the organisation going into its new five-year country programme. Although UNICEF has not traditionally funded peacebuilding work there was a realisation among the agency's management that peace was a critical enabler for positive outcomes on children. Thus, there remains a commitment to support the social protection and education sectors to mainstream peace building and conflict management, beyond the ZIM-CATT project.

4.6 Partnership Strategy

Finding 50: The evaluation finds that the ZIM-CATT partnership strategy was effective due to several reasons that include:

1. The partnerships considered all stakeholders in peacebuilding and facilitated establishment of relationships between them for effective implementation as already highlighted in Section 4.3, Effectiveness;

2. As highlighted in Section 4.1, Relevance, bringing together UN Agencies was an appropriate partnership as it enabled the project to address peacebuilding from a systematic approach; and

3. The orientation of the partnership, where Government through OPC led implementation of the project, increased the project's appeal as well as unlocking institutional bottlenecks e.g. potential bottlenecks where CSOs could not have implemented the peacebuilding project without being misinterpreted as opposing the Government, particularly without clearance that could have been difficult to get. The partnership strategy created safe space for CSOs and communities to participate in dialogues on sensitive issues related to peacebuilding.

In addition, the project built on and supported the national peace and reconciliation programme in the Vice President's Office. However, the evaluation noted that there were no deliberate efforts to complement other existing project as confirmed by some respondents from the CSO sector:

R1: *"Besides having a specialized fund that is dealing with peace building, the RUNOs can actually integrate some peace building and peace building partners within current work. Like Spotlight Initiative, which is a very strategic fund that you can easily integrate some of these concepts and partners that work around that issue. Because there is no way, I have been unpopular in saying Spotlight is dealing with some conflicts and some forms of GBV in the country, so you also need strategic partners you cannot always be dealing with domestic violence and child molestation. It is only but a piece of manifestations in our country. We have to be creative in realizing that violence against women is much broader than what is in their documents and see how we can bring in other strategic partners to deal with other structural issues including violence amongst other things."*

R2: *"Also they will miss out on the gains because they are dealing with one component."*

R2: *"Even if it has nothing to do with the funding it is really the RUNOs opening up to their framework and sharing with other international partners that are also funding peace building so that there is complementarity. Unless if that platform is there, and/ but we were not aware of it, we really felt like this was just some exclusive partnership with the OPC and the UN. There was no other platform to engage either with the Churches or with other International Partners that could also be working and funding Civil Society Partners on peace building so that we can actually say that this is what we are contributing to and then the other partners are contributing to X Y Z."*

CSOs were an integral part of the project management structures, namely: the Project Management Board and Project Steering Committee. As highlighted earlier in Sections 4.1 and 4.3, this together with platforms for collaboration first between ministries and between Government and CSOs during implementation of activities contributed to relationship building.

However, the partnership strategy needs to ensure that there is avoidance of duplicating support among ZIM-CATT project partners and other actors supporting the peace infrastructure in the country. For example, NPRC is increasingly receiving support from multiple donors. Without harmonisation, there is a risk of duplication.

4.7 Human Rights, Gender and Cross-cutting Issues

Findings 51: The project employed inclusive approaches that enabled disadvantaged and marginalised groups to participate and benefit from project activities.
Specific efforts made included, for instance, applying an inclusion criterion that captured these groups (women, youth and persons living with disability) and inviting representatives from these groups to participate in the review of the implementation of the TSP and subsequent development of the NDS. Safe spaces were created for dialogue (through NPRC and partnership with CSOs) and consultations. In some districts, local women led peace committees were established to create safe spaces form women to contribute to peace building in their locations. Already existing women led peace committees were strengthened in Southlands, Mabvuku and Mutoko and established in Mabvuku, Hopley and Chitungwiza these were meeting quarterly. Furthermore, simplifying complex documents such as the TSP and NDS1 2021-2026 and highlighting content relevant for sub-groups such as women, improved the capacity of these groups to analyse and contribute to government policy.

Lastly, having a specific UN agency focusing on gender enabled greater focus on this area by the project.

However, the long periods of restrictions of in person meetings due to COVID-19 pandemic undermined the project's ability to apply this inclusive approach as the intended participants had limited access to internet enabled devices and means to purchase data required for virtual platforms. In addition, even when they did manage to participate, the level of participation was low due to a combination of technological savviness and literacy. There were some innovations. For instance, WLSA conducted legal counselling of some the clients who visited their offices under strict COVID19 protocol while also establishing a Toll-Free number on which clients called for assistance. Furthermore, there was need to ensure communication was made in time for participation to ensure full participation.

Finding 52: Despite these positives, the project design and implementation could have benefited from a gender analysis to identify the entry points and the outcomes to be achieved for gender.
Although progress was made, much is left yet to be done in addressing gender issues in conflict and peacebuilding. Due to time constraints a gender analysis was not conducted. In future, this will be important into evaluating the inclusion of gender issues in design and implementation of programmes. In addition, while the monitoring framework from the project design document included gender mainstreaming indicators, the actual reporting process by partners was not necessarily done in a systematic way. Gender-sensitive reporting may not have been (adequately) recognized by at least some of the partners.

Finding 53: While the project had a strong focus on women and youth, there was no similar attention to people living with disabilities in the project design. However, there were efforts during implementation to ensure disability was covered.

Though efforts were made to address gender issues in peacebuilding, there was less emphasis on poverty, environmental issues as well as disability. There were no systematic and comparative efforts (to gender inclusion) to cater for people living with disabilities during implementation despite having provisions for facilities for those with hearing and other physical impairments. However, UNICEF, through the funding from the ZIM-CATT, enrolled the J F Kapnek Trust to support with disability information dissemination and linking of CWD with services. The disability specialist partner provided disability inclusion messaging at social protection cash transfer pay-points and linking children with disabilities to services. Other efforts included: 16 days of Activism and a symposium on conflict resolution that was held with PWDs.

There were also some challenges experienced during consultations. For example, NANGO highlighted that when they went for consultations the number of participants would not have covered those people with disabilities that have to come with assistants or aides. This meant additional unplanned costs for consultations. Systematic planning for disability inclusion would have enabled for budgets and project concept notes to fully cater for the participation of persons with disabilities.

> *"We had some disability led organisations to assist PWDs e.g. sign language, visually impaired, accessibility to venues was seriously considered"*
> **Respondent from CSO**

5. Conclusion, Lessons Learned and Recommendations

5.2 Conclusion

The ZIM-CATT project design addressed beneficiary needs. Its joint implementation approach was commended for being based on a good understanding of the complex drivers of conflict in Zimbabwe that required a multi-sectoral approach. Despite these commendations, the design of the project could have been enhanced by being clearer on the theory of change and the capacity building approach. Project design could also have had been more inclusive to help the project partners negotiate partnerships at this stage than during implementation. Its failure to do this led to delays in implementation and missed opportunities in creating broad based partnerships.

Despite these challenges and those posed by COVID-19, which necessitated a no cost extension, the project had a significant influence on the peace building infrastructure in Zimbabwe including heightening the agenda for peace in sectoral ministries. Key achievements include:

- Improvement of government's capacity to undertake inclusive consultations;
- Improvements in confidence and trust in the government and the TSP;
- Improved relationships between local authorities and central government which enabled better coordinated planning;
- Contributing to a strong appreciation of the need to have conflict sensitive programmes by sector ministries;
- Laying the foundations for a system for building a network of peacebuilders for the country; and
- Capacity strengthening support of the NPRC (including its decentralised structures) which has helped it to transition to a fully functional organisation anchoring the peace infrastructure in Zimbabwe.
- Supporting to development of NDS1

The main success factors for the project were: 1) its partnership approach; 2) flexibility of the project to i) allow partners to implement activities in a way aligned to their capacities; and ii) taking of advantage of entry points such as the NDS1 to sustain relevance of the project; 3) and it adoption of a multi-sectoral approach facilitated by bringing UN agencies for joint delivery; and 4) the trust between government and RUNOs was critical in ensuring project effectiveness.

The RUNOs will need to continue supporting national partners as the capacities transferred by the project were still at nascent stage at the time of the evaluation. Further support will support confidence and transition national partners to scale up capacities within their sectors.

5.3 Lessons Learned

- **Lesson 1:** Consultations held on virtual platforms can help similar projects address restrictions posed by COVID-19, but they are inherently exclusive and not ideal for inclusive dialogue as majority of the marginalised population will not have access to the platforms.
- **Lesson 2:** The UN joint programme is an appropriate implementation approach for peace broad based peacebuilding programmes. The UN joint implementation modality allowed the programme to implement harness the expertise and capacities of other RUNOs enabling the project effectively adopt a broad based peacebuilding programme. This is particularly useful in a context where the drivers of conflict are multi-sectoral.
- **Lesson 3:** While the UN joint programme modality was appropriate, the absence of guiding procedures that can be adopted by agencies for joint working undermines the ability of these agencies to apply fully the principles of joint working.
- **Lesson 4:** Where peacebuilding requires a broad based approach and drivers are complex and political, investments need to be made based on a long term perspective with a clear vision and plan of how the ultimate objectives will be achieved. This is mainly due to the slow nature of engagement and institutional reforms processes in such contexts.

5.4 Recommendations

5.4.1 Relevance

Finding	Recommendation	Responsibility
The project's theory change of insufficiently developed without clarity on the how the project would lead to the envisaged outcomes. Theory of change approaches are critical for peacebuilding projects to deepen understanding of how change happens and the conditions underpinning that change.	A future project design will need to demonstrate the theory of change and clearly show how change happens as well the conditions for achieving that change to project planning and monitoring.	UNDP
The ZIM-CATT was essentially a capacity building project. However, the project design lacked clarity on the capacity building approach for the types of capacities being developed. This could have helped in identifying the assumptions and risks for the envisaged change.	In the future RUNOs will need to detail the capacity building approach and understand how risks for the types of capacities will be addressed during project implementation.	UNDP

5.4.2 Process

Finding	Recommendation	Responsibility
The program did not maximise all opportunities for building strategic partnerships from the design stage. This led to exclusion of some stakeholders (especially CSOs and FBOs) and challenges with negotiating the project with the OPC.	Future projects for peacebuilding in Zimbabwe are encouraged to strengthen inclusive stakeholder engagement and coordination from the design stage of the project to avoid duplication of activities and promote optimum use of scarce resources. This should include: a broad mapping conflicts (current and potential) and stakeholders to maximize stakeholder contribution and to better-harmonize their differences.	UNDP

Finding	Recommendation	Responsibility
While the outputs of the project were interlinked, implementation was pillared, RUNOs delivering activities in one output worked well together but less so across outputs. This undermined the project concept including technical support for some RUNOs for whom peacebuilding was not a traditional area of focus. For example, activities supporting the same national partner from different outputs were not coordinated, whole coordination at subnational level was difficult to achieve.	There is need for the convening organisation to put in place mechanisms that allow for RUNOs to contribute across outputs to ensure the over project concept is realised.	UNDP
Indicators selected for monitoring performance of the project were not matching with expected outcomes and in some cases very difficult to measure.	There is need to ensure alignment between indicators and expected achievements. Selection of indicators needs to also consider not only quantitative indicators but qualitative indicators as well that can fully demonstrate the project's achievement. This needs to be accompanied by good understanding of the project's theory of change; and a baseline.	UNDP
There were challenges in consolidating national partner reports (including linking them to key project indicators and results) emanating from the absence of harmonised reporting templates. Some partners also felt that the UNDP reporting template too brief and may result in some crucial information relevant to the project implementation being left out	A similar project will require the RUNOs to agree on harmonised reporting templates that align with indicators and results of the project.	UNDP (working with all RUNOs)
LPAC was conducted that during the initial stages of the project. It recognized the need to promote a sustainable discourse on conflict resolution in Zimbabwe. However, meeting notes did not show that any discussion were done on effectiveness, efficiency, on gender dimensions and value for money.	Future project LPAC meetings should ensure comprehensive documentation adequately covering all expected areas for the project (e.g., including efficiency, effectiveness, sustainability, value for money, gender dimensions)	UNDP

5.4.3   Effectiveness

Finding	Recommendation	Responsibility
The decentralization of the peace infrastructure has the potential to enhance capacities for peaceful dialogue and local conflict identification and management. The establishment of Local Peace Committees in some districts such	Investment in strengthening the peace infrastructure should aim to expand the decentralised peace infrastructure to the community level. This should start in conflict hotspots with the learning from these areas being used to support scale up in potential conflict areas. Among other benefits, this is	UNDP

Finding	Recommendation	Responsibility
as Nkayi is a notable example of good practice. Decentralised structures supported by the project were also still nascent and required further support to entrench them in the decentralised governance structures of the country.	expected to allow for quicker identification conflicts and their peaceful resolution. Further follow up is still needed by Provincial, district and local peace committees. This includes mentorship and financial support to facilitate their growth, prominence and integration. A future project should extended down further to district or even sub-district level.	
At the end of the evaluation capacities built by the project including guidance documents (guidelines and handbooks) were either fully developed and approved by relevant national partners or were still to be approved.	The RUNOs need to continue supporting this work to ensure these capacities that were at nascent stage are nurtured and strengthened. This will include support for rolling out training programme and revisions of programme guidance and implementation approaches to ensure they adopt a peace lense. The structure and content of this support will need to be partner specific.	All RUNOs
Despite the major successes and achievements of the ZIM-CATT project, several issues remain outstanding and need to be addressed to facilitate continued peacebuilding.	Recommendations on future intervention strategies suggested each of the stakeholders groups (Government entities; CSOs; RUNOs; and Community) were identified (see Annex 7).	
Peace requires all stakeholders to engage in a non-threatening environment. The project had a significant impact in the creation of safe spaces for dialogue between GoZ and stakeholders and especially the CSO sector. However, challenges remain in ensuring widescale safe spaces for dialogue between the parties which is central for peacebuilding.	To maximize the progress in peacebuilding, a more encouraging environment needs to be cultivated to facilitate more participation and joint efforts between government and CSOs with less emphasis on political divide, especially at lower levels where the commitment and mutual trust shown at the national level may not necessarily be reflected.	GoZ
There were promising practices in the project, particularly those that build a network of peacebuilders. If given the long term investment they require they are likely to address future conflicts.	Building a network of peacebuilders is a long term investment. There is need to ensure RUNOs continue supporting these initiatives (NJCA, and the Fellowship programme) through core resources or other funding pipelines.	All RUNOs

5.4.4 Efficiency

Finding	Recommendation	Responsibility
The project's M&E support was inadequately staffed. The 15% allocated to M&E support was inadequate to provide support to the multiple partners on the project.	A future project of similar scale and scope will need an M&E officer within the convening UN agency with at least 75% of the time allocated to the project.	UNDP

Finding	Recommendation	Responsibility
Experience from this project suggests more could have been done to balance due diligence in financial procedures and urgency in execution of project activities. The need for efficiency became even more pronounced following earlier delays (due to COVID-19, as the teams initially thought the epidemic would be controlled soon and situation would get back to normal).	UN agencies are encouraged to review and revise procedures to limit bureaucratic delays in project execution, particularly for projects with complex set-ups involving multiple stakeholders. Specific areas of focus include finding ways for procedures to be fulfilled efficiently in challenging environments where work is being done remotely.	RUNOs
The project required significant support from a peace building expert at all levels of implementation.	There is need for a future project to have a peacebuilding advisor that provides technical support to the project across all agencies.	UNDP

5.4.5   Sustainability

Finding	Recommendation	Responsibility
The project had sustainability strategy but lacked clarity on how it would be operationalised. The strategy was also not shared with national partners.	There is need to ensure the sustainability strategy is accompanied by an operational plan. It is important for this strategy to be co-designed with key national partners to ensure a shared exit plan for the project that can be implemented from the onset of the project.	UNDP

5.4.6   Human rights, gender and cross-cutting issues

Finding	Recommendation	Responsibility
The project had a specific funding for gender including having UN Women as a RUNO specifically responsible for this component. While this approach led to significant strides being made in ensuring women participate in peacebuilding, investment in mainstreaming were minimum when compared to the scale of support needed to fully integrate gender.	Future similar projects are encouraged to increase investments towards gender. A systematic gender assessment of the peacebuilding infrastructure should be used to determine the level of investment required.	UNDP and UN Women

Annex 1: Terms of Reference

Terms of Reference
PBF TTF.docx

Annex 2: Evaluation Framework

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
Relevance and Strategic Positioning	To what extent are the respective UN Agencies engagement in governance support a reflection of strategic considerations, including UN's role in the particular development context in Zimbabwe and its comparative advantage vis-a-vis other partners?	What are the drivers/motivation for engagement in governance for UN agencies within the development context of Zimbabwe? What is the comparative advantage for Un agencies' involvement in governance vis a vis capacities and positioning?	Drivers for engagement in governance Development and governance interface in Zimbabwe Historical engagement in governance for each UN agency Comparative advantage vis a vis other partners	Key Informant Interviews (KII)	RUNOs manages and resident representatives Office of the President and Cabinet RCO Government Ministries Civil Society Organisations Independent Commissions
	Has UNDP, UN-Women & UNICEF been influential in national debates on governance and peace issues and has it influenced national policies on legal reforms, human rights protection and peace and reconciliation efforts?	What influence has UNDP, UN Women and UNICEF had in national debates on governance and peace issues? How has this influence contributed to policies on legal reforms, human rights protection, and peace and reconciliation efforts?	Specific influence of UN agencies Link between influence and reforms	Documentary review KIIs	Semi-annual reports Annual reports Summary results reports RUNO programme managers and resident representatives Office of the President and Cabinet Government Ministries Civil Society Organisations Independent Commissions
	To what extent has the project influenced the relevance of peacebuilding support to Zimbabwe in the Governance and Peacebuilding sector	How have the RUNOs contributed to prioritisation of peacebuilding within the Government? How has the programme transformed perceptions and acceptance of peace building support within the Governance and Peacebuilding sector?	Change in peacebuilding prioritisation in government Contribution of RUNOs to prioritisation Perceptions among government, development partners and CSOs on peacebuilding	Key Informant Interviews (KII)	RUNOs managers and resident representatives Office of the President and Cabinet RCO Government Ministries Civil Society Organisations Bilateral partners (FCDO, EU and USAID) Independent Commissions
	Were the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?	How were the activities and outputs linked to the outcomes and overall programme goal?	Theory of change for the programme demonstrating link between activities,	Documentary review	Project document Joint Annual work plans RUNOs programme managers

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
	Were the activities and outputs of the programme consistent with the intended outcomes and effects?	Were the activities and outputs sufficient to achieve the intended outcomes, goal and programme objectives?	outputs and overall goal of the project.	KIIs	Government ministries CSOs Independent Commissions
	Did the outputs and outcomes address the specific development challenges of the Country and the intended beneficiaries? Were there any unintended consequences (positive or negative) that have implications to the human development goals of the country?	What development challenge were the project addressing? What linkage exist between the development challenges, activities and the outcomes of the project?	Challenges addressed by the project Challenges being addressed by project outcomes	Documentary review KIIs FGDs	Project document Joint Annual work plans RUNOs programme managers Government ministries CSOs Independent Commissions Provincial Peace committees Local peace committees
	Were the inputs and strategies identified realistic, appropriate and adequate to achieve the results? To what extent has the projects selected method of delivery been appropriate to supporting the current project and the overall development context?	Were the implementation approaches appropriate for the desired results?	Implementation approaches Perceptions on effectiveness of implementation approaches	Documentary review KIIs	Project document Joint Annual work plans Semi annual and annual reports RUNOs programme managers Government ministries CSOs Independent Commissions Provincial Peace committees Local peace committees
Process	How was the project conceived and designed? What was the role of each development partner design/modification/implementation? To what extent was it participatory and done through consultations?	What process was undertaken in developing the project? What roles were played by RUNOs, OPC, civil society in project formulation?	Process of development of project Roles of RUNOs, OPC, CSOs in project development	Documentary review KIIs	Project document RUNOs programme managers Government ministries CSOs Independent Commissions
	Was there a conflict analysis, involving input from a wide range of	What was the scope of consultations for the conflict analysis?	Stakeholders consulted	Documentary review	Project document

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
	stakeholders? Was there a geographic mapping of high needs areas and a prioritizing of peacebuilding needs? How would/did that have helped?	How was gender considered in the conflict analysis? Was there a process of prioritising needs and mapping needs in various geographic areas?	Gender issues identified in the conflict analysis Needs geographic map Needs prioritisation	KIIs	RUNOs programme managers Government ministries CSOs Independent Commissions
	When additional funds were received in the course of the implementation, what was the role of contributing partners in designing, modifying, and implementing project activities?	What additional funding was received by the project and its focus? How were all project partners involved in designing and modifying the project and its activities?	Additional funding received and intentions Role of partners (RUNOs, State and non-state actors)	Documentary review KIIs	Project addendum Project Management Unit meeting reports Project steering committee meeting reports RUNOs programme managers Government ministries CSOs Independent Commissions
	Were there special components built in for women, youth & children and for any particular hotspot areas?	What were the components for women, youth & children in the programme? How have these been implemented in project areas?	Project components for women, youth and children Appropriateness of the special groups for the objectives	Documents KIIs FGDs	Project documents Semi annual and annual reports RUNOs programme managers Government ministries CSOs Women, young men and women
	Was there a capacity assessment (including HACT assessments) of any of the program relevant institutions (not only at national level but local and especially in high-risk areas)	What capacity assessments were done and the gaps identified? What measures were put in place to support capacity gaps of partners to facilitate programme implementation and success?	Gaps in capacity identified Measures put in place in place to address capacity gaps and their success	Documentary review KIIs	HACT reports Joint annual work plans Semi annual and annual reports RUNOs programme managers Government ministries CSOs

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
	Was there a Project LPAC at which efficiency, effectiveness, sustainability, value for money, gender dimensions were discussed and addressed?	What were the Project LPAC findings? What measures were put in place to address the LPAC findings and their success?	Findings of the LPAC Measures implemented and their success	Documentary review KIIs	LPAC documents RUNOs programme managers Government ministries CSOs
	Was the results framework developed with SMART indicators? Was that relevant and did it help? To what extent did the M&E mechanism of the Project contribute in meeting the Project results? Was the RRF utilized as a monitoring instrument during implementation?	Do all the indicators meet the SMART criteria? How were the indicators used to measure project performance and make decisions? Were monitoring tools developed in line with the Results framework? What monitoring activities were undertaken to operationalise the results framework?	Indicators are SMART Decisions made based on indicators Monitoring tools developed to measure indicators Monitoring activities planned and implemented	Documentary review KIIs	Project Document Semi annual and annual reports Project Management Unit meeting reports Project steering committee meeting reports Monitoring visit reports Monitoring tools Joint annual work plan RUNOs programme managers
	To what extent did UNDP, UNICEF, and UN Women work together towards common strategic objectives?	What platforms were put in place to encourage and facilitate joint working for the RUNOs? What successes were recorded and challenges?	Platforms and systems for joint programming Successes and failures in joint programming	Documentary review	Project Document Semi annual and annual reports Project Management Unit meeting reports Project steering committee meeting reports RUNOs programme managers and resident coordinators RCO OPC Government ministries Independent Commissions
	What was the process for compiling project reports and work plans, and their quality?	How were project reports prepared? Did this affect quality and timeliness of reports?	Process of preparing reports Timeliness of reports and feedback on quality of reports	Documentary review	Project Management Unit meeting reports Project steering committee meeting reports RUNOs programme managers

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
				KIIs	
	How effective was the project management in providing technical oversight?	What technical support is provided by senior managers in RUNOs during implementation? Is this support sufficient?	Stakeholders view on role played by senior managers in RUNOs and other implementing partners Support provided by senior managers of RUNOs and partners Perceptions on adequacy of this support	KIIs	RUNOs programme managers and resident coordinators RCO OPC Government ministries Independent Commissions
	How well did the monitoring system function? Was baseline data collected/available/used in measuring achievements?	Was baseline data collected sufficient to provide a basis for assessing programme performance? Were the baseline findings consistently used to determine programme performance?	Indicators collected by the baseline vis a vis the results framework Reference to baseline findings in programme performance reports Views on the adequacy of baseline report	Documentary review KIIs	Baseline report Results framework Semi-annual and annual reports RUNOs programme managers and resident coordinators RCO OPC Government ministries Independent Commissions
	How were the principles of do no harm integrated in day-to-day management and oversight?	What support was provided to partners to ensure integration of do no harm principles? What mechanisms were put in place by RUNOs to monitor implementation do no harm principles?	Support to partners on implementation of do no harm principles Monitoring mechanisms for implementation of do no harm principles	Documentary review KIIs	Project document Partner reports RUNOs programme managers OPC, Government ministries, CSOs, Independent Commissions
	How did the programme evolve due to changing context- in view of COVID-19? What programme adaptations were made and what were the effects to the programmes' results.	What challenges did COVID-19 pose to the project? What modifications were made to the project? What effect did the modifications have on project performance?	Challenges posed by COVID-19 Modifications made to the project	Documentary review KIIs	Revised project document Joint Annual Work plans Semi-annual and Annual reports RUNOs programme managers and resident coordinators RCO

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
			Effectiveness of the chosen modifications to the programme		OPC CSOs Government ministries Independent Commissions
Effectiveness	What evidence is there that the support has contributed towards an improvement in government capacity, including institutional strengthening? What evidence is there that project support has contributed towards an improvement in the country's capacity, including institutional strengthening?	What capacities have been built within government to support government's peacebuilding efforts? How have independent commissions been strengthened to advance peacebuilding? How have relationships and structures between state and non-state actors been transformed/established to address peacebuilding?	Observed Government capacity and contribution of the project Examples of capacities Observed capacities of Independent Commissions targeted by the programme Contribution of the programme to observed capacities Change in the relationship between state actors and state actors and non-state actors Institutional structures established to facilitate peace building Examples that demonstrate effectiveness of these structures	Documentary Review Results workshop KIIs	Semi-annual and annual reports Summary of programme results Other relevant literature including activity reports All RUNOs and OPC staff RUNOs programme managers and resident coordinators RCO OPC CSOs Government ministries Independent Commissions Provincial Peace committees Local Peace Committees Local Governments
	Has UNDP, UNICEF, and UN Women worked effectively with other UN Agencies and other international and national delivery partners to deliver governance and peacebuilding services?	How have the RUNOs worked with other UN agencies and other international and national delivery partners and their result on governance and peacebuilding? What results were achieved, and challenges experienced?	Partnerships established Scope of partnerships Results of the partnerships	Documentary Review Results workshop KIIs	Semi-annual and annual reports Summary of programme results Other relevant literature including activity reports All RUNOs and OPC staff RUNOs programme managers and resident coordinators

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
			Challenges in establishing partnerships and operationalising them		RCO OPC Government ministries
	How effective has UNDP been in partnering with civil society to promote peace and good governance in Zimbabwe	What partnerships were established with civil society to promote peace and good governance in Zimbabwe? What have been successes and challenges in partnering civil society for governance and peacebuilding in the Zimbabwe context?	Partnerships established with Civil society Scope of partnerships Successes of civil society partnerships Challenges in partnering with civil society in governance and peacebuilding Approaches to address challenges	Documentary review KIIs	Original Project Document and Revised Project Document Semi-annual and annual reports Summary Results Report RUNOs programme managers and resident coordinators RCO OPC Government ministries Independent Commissions CSOs
	Has UNDP, UNICEF, and UN Women utilised innovative approaches, techniques and best practices in its peacebuilding and governance programming?	What innovations were utilised in the programme by RUNOs? What approaches could be highlighted as best practice and the reasons for such recognition? What were the successes and challenges of these approaches and innovations	Innovations utilised Best practice approaches Reasons for recognition Results if innovations and best practice approaches Challenges in applying them	Documentary review KIIs	Original Project Document and Revised Project Document Semi-annual and annual reports Summary Results Report RUNOs programme managers and resident coordinators RCO OPC Government ministries Independent Commissions CSOs
	Is UNDP, UNICEF, and UN Women perceived by stakeholders as a strong advocate for improving government and peacebuilding effectiveness and integrity in Zimbabwe?	What are the stakeholders' views on the capacity of RUNOs to engage in governance and peacebuilding?	Stakeholder views on capacity of RUNOs to support governance and peacebuilding in Zimbabwe	Documentary review	Semi-annual and annual reports Summary Results Report OPC

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
		What are stakeholder views on the positioning of RUNOs to address governance and peace building?	Stakeholder view on the strategic positioning of RUNOs to address governance and peacebuilding	KIIs	Government ministries Independent Commissions CSOs
	Considering the technical capacity and institutional arrangements of the UNDP, UNICEF, and UN Women country office, is UNDP, UNICEF, and UN Women well suited to providing governance and peacebuilding support to the country?	Did RUNOs have technical capacities to provide governance and peace building support?

What cross partner support was available to ensure all RUNOs deliver on their objectives?

What initiatives were implemented by each RUNO to address internal capacity gaps in governance and peacebuilding? | State of technical capacity with RUNO prior the programme Capacity gaps

Cross partner support

Internal initiatives address capacity weaknesses | KIIs | RUNO programme management and Resident Representatives RCO OPC Government ministries Independent Commissions CSOs |
| | What contributing factors and impediments enhance or impede UNDP, UNICEF, and UN Women performance in this area? | What are the internal challenges, bottlenecks and success factors experienced by each RUNO in delivering governance and peacebuilding support?

What external challenges were faced by each RUNO? | Internal challenges for each RUNO

External challenge for each RUNO | KIIs | RUNO programme management and Resident Representatives RCO |
| | As a supplement to project and other reports, implementing partners and stakeholders will be queried, as appropriate: What was achieved/not achieved and what factors were involved per activity? | What are the stakeholders' and partners' views on: a) What was achieved by the project? b) What factors facilitated success c) What was challenging to achieve and the reasons? | Stakeholder views on: Achievements Challenges Unfinished business | KIIs | OPC Government ministries Independent Commissions CSOs |
| | Were the main beneficiaries reached and to what extent? | What was is the extent of citizen engagement? | Approaches for citizen engagement s Number of citizens reached by the programme | Documentary review | Original Project Document and Revised Project Document Semi-annual and annual reports Summary Results Report |

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
		How were marginalised and at-risk groups reached?	Approaches to reach marginalised and at-risk groups Marginalised and at-risk groups reached by the programme	KIIs	RUNOs programme managers and OPC Government ministries Independent Commissions CSOs
	Were the stated outputs achieved? Did they contribute to the stated outcomes? What are the key development and advisory contributions that project has made/is making towards the outcomes, if any? If not fully achieved, was there any progress? If so, what level of progress towards outputs has been made as measured by the output indicators presented in the results framework.	To what extent were outputs and their targets achieved? Have outputs translated to outcomes? How is the programme contributing to the observed outcomes?	Achievement of set targets Outcomes observed and contribution of outputs to outcomes	Documentary Review Results workshop KIIs	Project document Joint annual work plan Semi-annual and annual reports Summary of programme results Other relevant literature including activity reports All RUNOs and OPC staff RUNOs programme managers OPC Government ministries
	What are the future intervention strategies and issues to be addressed? (split)	What remains outstanding to enhance state and non-state actors' capacity to facilitate peacebuilding? How could these be addressed?	Unfinished business Approaches for addressing them	Documentary Review Results workshop KIIs	Project document Joint annual work plan Semi-annual and annual reports Summary of programme results Other relevant literature including activity reports All RUNOs and OPC staff RUNOs programme managers Resident representatives RCO OPC Government ministries

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
	To what extent has the project supported domestication of key regional frameworks, experiences and international best practices through national development plans and strategies?	How has the programme drawn from international best practice and examples of adoption? What support has been provided in domestication of regional frameworks in support of peacebuilding?	Example of international best practice adopted for the programme Adaptations made to suite the Zimbabwean context Support from the programme for domestication of regional frameworks	Documentary Review Results workshop KIIs	Project document Joint annual work plan Semi-annual and annual reports Summary of programme results Other relevant literature including activity reports All RUNOs and OPC staff RUNOs programme managers OPC Government ministries
Efficiency	How timely were: recruitments of staff and consultant? Procurements of goods and services?	Were recruitments done on time? What were the bottlenecks or factors that enhanced timely recruitment?	Time taken to complete recruitment Bottlenecks for timely recruitment		
	How has the steering or advisory committee contributed to the success of the project? Does project governance facilitate good results and efficient delivery? Is there a clear understanding of the roles and responsibilities by all parties involved?	What were the benefits of the Project Management Committee in relation to facilitating project efficiency and effectiveness? Were there any bottlenecks in its functioning and actioning of recommendations? What were the benefits of the Project Steering Committee? Were meetings consistently held and well attended?	Extent of integration of programmes Partnerships between RUNOs Reduced duplication Bottlenecks in implementing recommendations Institutional blockages unlocked Policy guidance to project implementation Number of meetings vis a vis planned number Attendance by all	Documentary review KII	Minutes of Project Management Team Minutes of Steering Committee RUNOs programme managers OPC

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
	Were there delays in expenditures? If so, what were the reasons and how could they have been fixed? Have they been fixed?	What was the delivery rate for RUNOs? Were there RUNOs particularly affected and why? What could have been done to undo delays in expenditures? Were there activities more affected by delays in expenditures?	Delivery rates for the programme Delivery rates for each RUNO Reasons for any delays Recommendations for addressing delays Activities affected the most by delays in expenditures	Documentary review KII	Financial reports Semi-annual and annual reports Joint annual work plans RUNOs programme managers and resident coordinators Government ministries Independent Commissions CSOs
	Were there delays in implementation? How could those delays have been better handled?	Which activities were affected by delays in implementation? What were the main reasons for delays? How could those delays have been better handled?	Activities that were delayed Reasons for delays Recommendations for addressing delays	Documentary review KII	Semi-annual and annual reports Joint annual work plans RUNOs programme managers and resident coordinators Government ministries Independent Commissions CSOs
	What was the implementation capacity of the individual RUNOs and their implementing partners?	Did RUNOs have adequate staffing for their roles? Did all RUNOs have the technical capacity address governance and peacebuilding? Were the selected partners the right ones in terms of capacity to deliver the scale of the programme for working in governance and peacebuilding?	Adequacy of staffing vis a vis the activities Availability of staff among project team with experience in governance and peacebuilding Selection process for partners Experience of partners in governance and peacebuilding Capacity support for partners	Documentary Review KIIs	Semi-annual and annual reports Summary of programme results Other relevant literature including activity reports RUNOs programme managers CSOs Government ministries Independent Commissions Provincial Peace committees Local Peace Committees Local Governments
	Were systems put in place to ensure accountability and mitigate against mismanagement and/or corruption?	What systems were put in place to ensure accountability and mitigate against mismanagement and/or corruption?	Measures put in place	KII	RUNOs programme managers CSOs Independent Commissions

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
		Have these been consistently implemented and monitored?	Extent of implementation		
	Has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?	What measures were put in place to ensure economical use of resources? How were human resources and expertise allocated to maximise economy? What extent was efficiency in expenditure a key consideration?	Measures to ensure economic use of resources Considerations in allocation of human resources for the project Considerations of efficiency in expenditures	KII	RUNOs programme managers CSOs Independent Commissions
	Was the process of achieving the results efficient? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?	To what extent do the results achieved justify the costs of the programme? Were there alternative ways the project activities could have been implemented?	Stakeholder perceptions on value for money of results Alternative ways for implementing the project	KII	RUNOs programme managers Government ministries CSOs Independent Commissions
	Did the Project activities overlap and duplicate other similar interventions (funded nationally or by other donors)? Are there other efficient ways and means of delivering more and better results with available inputs?	What additional funding were partners receiving for governance and peace building and its focus? Who are these funders? How could collaboration and coordination with these partners have been improved?	Additional funding being received by partners/beneficiaries Activities for this additional funding List of funders Stakeholder views on possible coordination and collaboration approaches	KII	RUNOs programme managers OPC Government ministries CSOs Independent Commissions
	What are the strengths, weaknesses, opportunities and threats of the Project's implementation process?	What are the strengths, weaknesses, opportunities and threats of the Project's implementation process?	Strengths of the project Weaknesses of the project Opportunities Threats	KII	RUNOs programme managers Country Representatives RCO OPC Government ministries CSOs Independent Commissions

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
Sustainability	What is the likelihood that UNDP, UNICEF, and UN Women governance and peacebuilding interventions are sustainable?	Will partners continue with interventions in governance and peace building? How will the RUNOs support unfinished business?	Measures put in place by partners to continue with interventions Measures put in place by RUNOs to support unfinished business	Documentary review KIIs	Partner sustainability plans Exit strategy RUNOs programme managers Country Representatives RCO OPC Government ministries CSOs Independent Commissions
	To what extent are the benefits of the Project likely to be sustained by national capacities after the completion of this Project? If not, why? What is the likelihood of continuation and sustainability of the Project outcomes and benefits after the completion of the Project?	What measures have been put in place by partners to sustain capacity from the project? How will the scale of interventions be maintained by national partners? What mechanisms have been set in place by UNDP, UNICEF, and UN Women to support the government of Zimbabwe to sustain improvements made through these interventions?	Measures put in place by national partners to sustain capacity Measures put in place by government to support government to sustain benefits from interventions	Documentary review KIIs	Partner sustainability plans Exit strategy RUNOs programme managers Country Representatives RCO OPC Government ministries CSOs Independent Commissions
	How should the peacebuilding portfolio be enhanced to support central authorities, local communities, and civil society in improving and maintaining peace dividends over the long term?	What are the emerging issues at central, local level and among civil society that need to be addressed to improve and maintain peace dividends over the long term? How could these emerging issues be addressed by the peacebuilding programme?	Emerging issues at central authority, local community and civil society Recommendations on how these can be addressed	Documentary review KIIs	Semi-annual and annual reports Partner sustainability plans Exit strategy RUNOs programme managers Country Representatives RCO OPC Government ministries CSOs Independent Commissions

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
	What changes should be made in the current set of partnerships in order to promote long term sustainability?	What changes should be made in the current set of partnerships in order to promote long term sustainability?	Changes needed to partnerships	Documentary review KIIs	Semi-annual and annual reports Partner sustainability plans Exit strategy RUNOs programme managers Country Representatives RCO OPC Government ministries CSOs Independent Commissions
	What are the key factors that will require attention in order to improve the prospects of sustainability of the Project outcomes and potential for replication of approach?	What are the key factors that will require attention in order to improve the prospects of sustainability of the Project outcomes and potential for replication of approach in terms of: • Partnerships • Interventions • Implementation approaches	Stakeholder views on changes needed in • Partnerships • Interventions • Implementation approaches	Documentary review KIIs	Semi-annual and annual reports Partner sustainability plans Exit strategy RUNOs programme managers Country Representatives RCO OPC Government ministries CSOs Independent Commissions
	Has the project generated the buy- in and credibility needed for sustained impact?	Is there ownership of project interventions? How did the project facilitate ownership by national partners? How were national partners leaders of interventions?	Perception of ownership Examples that demonstrate ownership Measures put in place by the programme support national leadership Examples that demonstrate national leadership in design, implementation and monitoring of interventions	Documentary review KIIs	Exit strategy Semi-annual and annual reports Partner sustainability plans Exit strategy RUNOs programme managers Country Representatives RCO OPC Government ministries CSOs Independent Commissions
	Is there an exit strategy to phase out the assistance provided by the Project	Is there an exit strategy to phase out the assistance provided by the Project	Exit strategy, activities and roles and responsibilities	Documentary review	Exit strategy Semi-annual and annual reports Partner sustainability plans

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
	including contributing factors and constraints?	including contributing factors and constraints? Are the roles, responsibilities and expectations post project well understood by all? To what extent was the exit strategy mainstreamed throughout the project cycle?	Demonstrable examples of partners delivering their roles and responsibilities Exit preparatory activities implemented across the project that	KIIs	Exit strategy RUNOs programme managers Country Representatives RCO OPC Government ministries CSOs Independent Commissions
Partnership and strategy	Has the partnership strategy in the governance and peacebuilding sector been appropriate and effective?	Was the structure and type of partnerships appropriate to deliver results in governance and peacebuilding in the Zimbabwean context? What successes were recorded as a result of these partnerships? Are there results that could not have been attained with these partnerships?	Appropriateness of structure of partnerships Successes achieved because of partnerships Results that could not have been attained without the partnerships	Documentary review KIIs	Project document Semi-annual and annual reports Partner sustainability plans Exit strategy RUNOs programme managers Country Representatives RCO OPC Government ministries CSOs Independent Commissions
	Are there current or potential complementarities or overlaps with existing national partners' programmes?	What programmes are national partners implementing in advancing peacebuilding? How has the programme complimented these programmes? Are there any overlaps?	Programmes implemented by national partners in governance and peacebuilding Complementaries established with national partners' programmes Overlaps with national partners' programmes	Documentary review KIIs	Project document Semi-annual and annual reports Partner sustainability plans Exit strategy RUNOs programme managers OPC Government ministries CSOs Independent Commissions
	How have partnerships affected the progress towards achieving the outputs?	What specific contributions have partnerships made in observed project outputs?	Contributions made by partnerships	Documentary review	Project document Semi-annual and annual reports Partner sustainability plans Exit strategy

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
				KIIs	RUNOs programme managers OPC Government ministries CSOs Independent Commissions
	Has UNDP, UNICEF, and UN Women worked effectively with other international delivery partners to deliver on good governance initiatives?	What interventions are being implemented by international partners on good governance and peacebuilding?	Interventions supported by other international partners	Documentary review	Project document Semi-annual and annual reports Partner sustainability plans Exit strategy
		What partnerships were established with international partners working on good governance and peacebuilding?	Partnerships established Nature of partnerships	KIIs	RUNOs programme managers OPC Government ministries CSOs Independent Commissions Other DPs (EU, FCDO, USAID)
		Have these partnerships yielded specific results?	Results from these partnerships		
	How effective has UNDP, UNICEF, and UN Women been in partnering with civil society?	How have the RUNOs supported partnerships with civil society e.g. providing the framework for government – civil society working in the context of governance and peacebuilding?	Support provided to civil society Appropriateness of support	Documentary review	Semi-annual and annual reports Partner sustainability plans
		What results have been achieved through partnerships with civil society?	Results from partnership with civil society	KIIs	RUNOs programme managers OPC Government ministries Civil society Independent Commissions
Human Rights	To what extent have indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefitted from UNDP, UNICEF, and UN Women work in support of good governance and peacebuilding?	How did the programme target the marginalised?	Targeting approaches	Documentary review	Programme document Semi-annual and annual reports Partner sustainability plans
		Was the project successful in reaching these groups and the successes?	Effectiveness of targeting approaches		
			Successes recorded in reaching the marginalised and disadvantaged groups	KIIs	RUNOs programme managers OPC Government ministries Civil society Independent Commissions

Evaluation Criterion	Evaluation Question	Detailed questions	Evidence	Method of Data collection	Data Source
Gender Equality	To what extent has gender been addressed in the design, implementation, and monitoring of governance of the project? Is gender marker data assigned to the project representative of reality?	How was gender planned to be implemented within the programme? Was this supported by a gender analysis of the peacebuilding context? Have gender issues been sufficiently addressed in the context of gender influences and impact on conflict?	Gender considerations at programme design Gender analysis and entry points identified Link between gender considerations and the gender analysis	Documentary review KIIs	Programme document Semi-annual and annual reports Partner sustainability plans RUNOs programme managers OPC Government ministries Civil society Independent Commissions
	To what extent has UNDP governance and peacebuilding support promoted positive changes in gender equality? Were there any unintended effects?	What changes have been recorded on gender? What are the intended effects? *Information collected should be checked against data from the UNDP, UNICEF and UN Women country office' Results-oriented Annual Reports (ROAR) during the period 2019-2020.*	Gender results as a result of the project Unintended effects	Documentary review KIIs	Programme document Semi-annual and annual reports Partner sustainability plans RUNOs programme managers OPC Government ministries Civil society Independent Commissions
Cross cutting	To what extent were poverty, environmental issues, gender, disability and human rights addressed?	How was poverty, environment, disability and human rights addressed in programme design, planning and management?	Measures taken to address poverty, environment, disability and human rights	Documentary review KIIs	Programme document Semi-annual and annual reports Partner sustainability plans RUNOs programme managers Government ministries Civil society Independent Commissions

Annex 3: Performance on Results Framework

The following tables provide details of achievement of indicators as informed by reports up to September 2021. The following key guides the interpretation of colours under "Progress" column:

	Off track
	Significant progress made but target not achieved
	Target met

Output 1: Meaningful citizen engagement on the monitoring and review of the implementation of the TSP and formulation of the National Development Strategy I.

Indicator	Baseline	Target	Actual	Progress	Comments
1.1 Gender Responsive Strategic Plans (including Annual Work Plans) for targeted institutions developed demonstrating strategic foresight, long term planning, gender and conflict sensitive development.	0	8 (from key state institutions)	4 strategic plans in place: NPRC provincial peace committees' strategies for conflict management and resolution since COVID-19 outbreak & Curriculum for civic managers, commissions and Ministry of Women Affairs with UZ, developed. ZRP Women Network Gender supported to develop a Strategic Plan for 2021-2025. The MoPSLW developed a gender responsive Strategic Plan 2019-2023. Policy for the NPRC is at final stages.	50 %	A Gender Policy for the NPRC was being finalized as of the end of project.

A gender focal persons system was also being developed (as of mid-2020). |
1.2 Standardized capacity enhancement handbook with trainer of trainers (ToT) guide developed for fresher-purposes and orientation of future senior Government officials and departments	0	1	Local Authorities Citizen Engagement Handbook developed.	100 %	Assumption is made here, that the noted handbook developed meets the attributed of the targeted document
1.3 Percentage of trained senior civil servants (at permanent secretary, principal director and deputy director level) technically lead the strategic planning disaggregated by gender	0	75	Total of 248 [186 Male (M) and 62 Female (F)} senior civil servants trained included Town Clerks 72 (58 M, 14 F), Finance Directors 83 (54 M, 29 F), Engineers 83 (68 M, 15 F) and Min of Local Government 10 (6 M and 4 F) trained on strategic planning.	Over 100 % with 25% women	Women constitute 25% of the trainees (248), but make-up 82% of the target (75).
1.4 CSO-led progress review meetings on priority governance and economic	0	4	8 meetings were carried out countrywide to sensitize CSOs on national	200 % with	While achievement doubled the

Indicator	Baseline	Target	Actual	Progress	Comments
reforms in the TSP (participation disaggregated by gender, age, geographical representation, inclusivity of marginal areas and sex by) 2020			development policy implementation, focusing on the TSP, reaching to 196 CSOs, represented by 286 members (152 M and 137 F) [*The final project report actually reports 26 meetings yet the number of individuals apparently reached remains unchanged from previous report that reported 8 meetings. For the purposes of the evaluation, we therefore kept the number of meetings at 8*]	47% women	target, disaggregation by the noted attributes is important. The reported meetings however, were meetings to sensitize CSOs, as opposed to CSO-led progress review meetings.
1.5 Percentage of gender responsive recommendations made by citizens that have been adopted / incorporated into national development processes and frameworks by 2020	0	20%	**Not clear the level of achievement.** However, the following are recognised as progress towards this indicator: - In commemoration of IWD 2020, the AWLN Zimbabwe Youth Caucus, held a strategic intergenerational dialogue on gender equality in Zimbabwe. The dialogue provided a platform for agenda setting and crafting of recommendations for accelerating gender equality in the country's development agenda. - ZRP Act under review incorporating findings from consultations by women. - WLSA produced an issue paper, based on NDS consultation and submitted the same to the Ministry of Foreign Affairs for consideration in ongoing NDS processes. - Established Victim Friendly Unit and Handbook to support GBV programme. - Assertiveness from women who are challenging oppressive regulations, systems, and rights. - The GoZ has extended the Women's Parliamentary Quota		While the actual estimate of percentage progress for this indicator could not be ascertained, progress is represented by the associated developments noted. To measure the progress for this indicator as it is stated, we would have needed to have the total recommendations made and how many of these sailed through.

Indicator	Baseline	Target	Actual	Progress	Comments
			for an additional 10 years as well as establishing a Women's quota in the Local Governance structures to ensure and enhance women's participation in decision making and the political sphere - Activities to commemorate the 20th anniversary of UNSCR 1325 resulted in increased engagement on the resolution within NPRC and the Ministry of Defence		
1.6 Number of joint GoZ and CSOs initiatives around key Governance and Economic reforms undertaken by 2020	0	8 (50% led by women's organizations)	Awareness meetings on the TSP implementation, conducted by WLSA & Ministry of Finance and Ministry of Women affairs for Community, across 10 provinces, in 16 districts, reaching 770 women and 214 men. OPC and NANGO carried out joint engagement meetings to harvest insights int the TSP and channel them into the NDS (as of 2021).		Please see comment in narrative section for explanation of the rating of progress for this indicator.
1.7 Number of high-level multi-stakeholder platforms meeting quarterly to take stock of the implementation of the TSP	0	8	Information was not available on the # of quarterly meetings that were held, out of a total of quarters in the project life. Other notable meetings however were held (see narrative section).	# of meetings held / # of quarters	
1.8 National Development Plan for 2021-2026 priorities identified and agreed through a consultative process.	0	1	1 – achieved. The project facilitated consultations to gain citizen inputs into the NDS1 2021-2026. Several papers were prepared as mechanisms to influence prioritisation of issues in the strategy.	100 %	
1.9 Percentage of Action Plans (including Key Performance Indicators) developed on priority national development issues including specific gender specificities in the TSP	0	30%	1 action plan from 20 representatives of Chapter 12 Commissions, deliberated on their collective mandate & adopted resolutions to strengthen peace, democracy, constitutionalism & drafted a plan to engage in the		The number of eligible Action Plans developed during the period needed to be established first.

Indicator	Baseline	Target	Actual	Progress	Comments
			constitutional making process.		
1.10 Percentage of women's and Youth Organizations participating in the multi-stakeholder platform	0	30%	Trainings, conducted with CSOs, on Monitoring Accountability to TSP outcomes & use of monitoring tools for 77 participants, including 51 women & 26 men; accountability reports, made & presented + submitted the findings to the Ministry of Finance & Government Stakeholders, w/ 33 women, 3 men participating. (WLSA) ([It was not if this narration was speaking to the indicator – we need the numbers of organizations – Same comment added in narrative section above]		

Output 2: Improved dispute resolution services and social protection systems design in marginalized and at-risk communities

Indicator	Baseline	Target	Actual	Progress	Comments
2.1 National Assessment Report (outlining the existing capacities and gaps including social safety nets with a potential for conflict, with a capacity enhancement plan) produced	Number of capacity assessments undertaken	1	The Social Sector Review was concluded (Final Report Attached). Findings influenced the Social Protection's support, including the planned social protection targeting review. 1 Analysis of Discriminatory Laws was undertaken that is intended to influence women's access to justice. 1 mapping of national implementation of UNSCR 1325 was carried out intended to support further collaboration with NORC and the Ministry of Defence	100 %	Target for this indicator was exceeded based on the number of assessments quoted. However, we note that the target set specified "Capacity Assessments", which may be different from the exercises reported here.

Indicator	Baseline	Target	Actual	Progress	Comments
2.2 Number of key stakeholders who make use of the national assessment information to inform their institutional decision making, programming and policy engagement processes.	0	(20) 10 State including Independent Commissions; 10 CSOs (50% being women and youth groups)	6 - The RUNOs (UNICEF, UN Women UNDP) and the World Bank are making use of the Social Sector Report. Government Ministries and Departments MoPSLSW, MoHCC are also making use of the tool	40 %	
2.3 Gender and Conflict Sensitive programming tool for the social protection sector (containing a Grievance and Redress Mechanism, including conflict-sensitive targeting approaches)	0	1	A baseline study was commissioned by NRPC on Conflict Mapping. The study was meant to identify prevailing conflict themes and hotspot areas. The findings influenced the development of the Conflict Early Warning and Early Response System (CEWER). Community Based plan was developed to foster accountability to affected populations in service delivery. Indicators for the Conflict Early Warning and Early Response System had been developed and a prototype of the system was being customized to suit the Zimbabwean context by end of the project period. UNICEF Supported a review of Community Based Feedback Mechanisms.		
2.4 Trainer of trainers selected from the Social Protection Steering Committee equipped to deliver gender and conflict sensitive services in marginalized and at-risk communities	0	50 (50% being women)	Social Protection Steering Committee was resuscitated and convened in June 2020. Social Protection Capacity Building Handbook was developed for use in training SC members, targeting 60 members 30 Males & 30 females A total off 31 Officers (8 Males and 23 (74%) females) MoPSLSW	62 %	Rating was done based on the understanding that although 60 trainees were targeted, 31 were actually trained, which is below the target of 50 but at least over half. Notably, proportion of women was

Indicator	Baseline	Target	Actual	Progress	Comments
			trainers were trained on the newly developed Social Protection handbook. The handbook provided guidance on integration of peace building in Social Protection.		disproportionally very high.
2.5 Network of peace facilitators (including community mechanisms, women and strategically positioned individuals (at national and sub-national levels)) assisting stakeholders (40% being women) to collaboratively find pragmatic solutions to conflictual situations	320 Local Peace Committees (LPCs)	320 (LPCs); 30 (Multi-sectoral insider mediators); 15 (women's and youth organisations) 80% of women benefited mobile clinics; 100% women trained facilitators;16.38% women trained facilitators for CPF; 50 % of female children engaged as education stakeholder	• 17 Mobile legal aid clinics were conducted and reached 684 people (551 women and 133 men) (WLSA), • Women led peace committees were strengthened in Southlands, Mabvuku & Mutoko & established in Mabvuku, Hopley & Chitungwiza for 15-20 members for each constituency) (WLSA) • NANGO trained 40 community facilitators (40 Women). This resulted in creating a cadre from within that pushed for peaceful expression of community concerns . • 63 Community Peace Facilitators (37M, 26F) were trained. • 1000 Education Stakeholders were engaged, including 100 children (50 M, 50 F) • Gender Clusters to address GBV were formed and launched • Trainings on peacebuilding and conflict resolution were Initiated • Gender was considered in conflict analysis within		The target set and the corresponding activities done for this indicator lack clarity to measure and clearly determine level of achievement.

Indicator	Baseline	Target	Actual	Progress	Comments
			communities i.e. women's needs as related to basic public resources. • Youth attended meetings that were held with various local and national stakeholders (RDC, councillors, CSOs). The meetings discussed developmental issues.		
2.6 Learning models for nurturing young women and men as peacebuilding leaders	2019 Pilot Internship Fellowship with 6 Universities targeting 20 (10 women and 10 male) young students has been designed	Scale this up to 13 Universities benefitting 100 students by 2019	75 students benefitted from the Internship Fellowship Programme on Peacebuilding that was jointly run by the RUNOs with agender balance of almost 50:50. 16 youth delegates attended the African Regional SDG Forum 25-27 February 2020 One youth delegate, attended a global peace summit in Malaysia IFPs developed policy briefs and papers on YPS; WPS; COVID-19 and peace. This was done for the purpose of building a cadre of young people, who can promote peace building, (UN Women supported these interventions).	75 % for number of students For number of universities, information not available.	Need information on how many universities were participating in the internship fellowship programme by the end of the project.
2.7 % of peacebuilding and social safety needs that have been resolved and addressed through timely responses	0	50%	Out of the 244 cases received by NRPCs Complaints Handling Department during the course of the project, 179 were referred to relevant authorities, 40 are pending & 25 were successfully resolved as of the end of the project. Out of the 16 cases that were received in 2019, 4 cases were pending, 5 referred to relevant authorities and 7 were resolved as of mid-2020. 92 cases were	43% for year 2019 cases as of mid-2020 For year 2020 cases and 2021,	Challenges include lack of clarity on timeliness for resolution and on status of the cases post-referral, yet the referred cases actually account for almost three quarters (73%) of the cases.

Indicator	Baseline	Target	Actual	Progress	Comments
			received in 2020, were currently under investigation as of mid 2020.		

Output 3: National healing and reconciliation strategy implemented by the NPRC in partnership with key stakeholders

Indicator	Baseline	Target	Actual	Progress	Comments
3.1 5-year gender-sensitive operational plan with sequenced and prioritized activities designed through stakeholder consultations and consensus building efforts	0	1 roadmap (operational plan)	1500 citizens took part in NPRC provincial stakeholder consultations. The NPRC five-year strategic plan was disseminated. This provided feedback to the provincial caucuses, consulted prior to the development of the Strategic Plan.		Strategic plan was disseminated but no evidence of operational plan developed.
3.2 Number of key state and non-state institutions (especially those mandated to ensure accountability, gender equality, promote peace, protect human rights, guarantee justice, security and enforce rule of law) that have been engaged and developed action plans with activities to complement the NPRC in implementing its strategy	0	4 Oversight institutions, Traditional Leaders, Security Services, Rule of Law Agencies, Political Parties	• The high-level confidence building sessions (Number of sessions not available), conducted by NRPC with the Zimbabwe Republic Police Command Structure, Parliament & Zimbabwe National Army (number of participants not available), The sessions enlightened participants on NPRC's mandate and explored areas of cooperation in maintaining peace and order; and conflict prevention and management. • ZRP seconded 35 police officers to assist NPRC in Complaints Handling and Investigations. Thirty (30) were trained on gender & peace building at SADC.		While three of the four targeted institutions are reported to have been reached, there is no evidence of them having developed action plans thereafter, as required by the indicator, hence achievement could be considered even less.
3.3 Number of NPRC thematic, national, provincial and district committees that are operational and functional	4 thematic committees established, but not operational, National, Provincial and Provincial Peace and Reconciliation Committees not established	4 thematic, 1 National P& R Com, 10 provincial	The NPRC established 10 Provincial Peace Committees in all the 10 provinces. Seven (7) thematic committees on complaint handling and investigation; conflict prevention and resolution; gender inclusivity to assist Programming Activities	100 %	

Indicator	Baseline	Target	Actual	Progress	Comments
3.4 Number of recommendations adopted and actioned by the NPRC thematic, national, provincial and district-level committees	0	Establish 1 National Peace and Reconciliation Committee; 10 at Provincial Levels	The NPRC 2019 Annual Report to be tabled in Parliament has 12 recommendations touching on various issues such as Healing and Reconciliation, Resource Based Conflicts among others. The 2020 Annual report has 19 recommendations touching on legislative amendments and recommendations to government ratify and adopt the Convention Against Torture and Enforced Disappearances		There seem to be a disconnect between the indicator and the set target (as reflected in the project document) However, the suitable reported information suggests good progress
3.5 – Number of gender-specific recommendations adopted and actioned by the NPRC thematic national, provincial and district-level committees	0	Not stated in project document		N/A	In the project document, there is no baseline or target stated For the progress, no specific information available
3.6 - Number of CSOs and FBOs initiatives that advance NPRC efforts to promote an enabling environment for healing and reconciliation in targeted communities (disaggregated by location and thematic area of peace	0	10 MOUs at provincial level, illustrating partnerships	• 7 MOUS were signed between ECLF with Local and District Authorities, including 570 Traditional Leaders. Councillors and District Officials were trained on ADR (420 Male; 150 female), mainly from a rural and peri-urban setting. • # Ongoing (awareness raising, capacity building and monitoring efforts on the TSP and peace and reconciliation, were conducted (WLSA) • nationwide survey organized and conducted by WLSA and WCoZ, on gender impacts of COVID-19 response activities. They developed Community data collection tool, using 2 online links, helped to understand and trace women's experiences, constraints, hindrances to access services and gender related changes needed to address		In the project document, this was labelled as Output Indicator 3.4, which would be duplication of numbering

Indicator	Baseline	Target	Actual	Progress	Comments
			GBV/VAW in the COVID19 pandemic period • Two Gender Monitoring Survey Reports that were produced informed Situational Analysis Reports (Sitreps). • Two faith-based organizations/traditional institutions, were supported in promoting women's participation in conflict resolution and social cohesion (WLSA). w/ 126 participants,113 women, 11 men.		
3.7 - Number of CSO-led policy engagements with State institutions on peace and reconciliation issues following the launch of the Strategic plan	0	10 (50% led by women and youth organizations)	ECLF&NANGO carried out 3 engagements on the NPRC mandate and Reconciliation Agenda held on interfacing with the Local Authorities, District Assemblies and Traditional Leadership. This was building on the 5 engagement sessions carried out in 2019		In the project document, this was labelled as Output Indicator 3.5 Information available reports number of engagement sessions. Not clear but target seems to have been on number of engagement agendas (issues) rather than sessions.
3.8 NPRC Strategy for dealing with the past is developed in consultation with the state, civil society and persons affected by historical conflicts	0	1	The past strategy for dealing with the past (NRPC), was developed by Conflict Prevention, Management and Transformation Thematic Committee, that identified the concept of Public Hearings as a tool to resolving unresolved historical conflicts. This was developed in consultation with stakeholders (NRPC)	100 %	In the project document, this was labelled as Output Indicator 3.6
3.9 - Initiatives by the NPRC in collaboration with stakeholders for dealing with the past developed	0	3	Safer spaces for women were created in four provinces (Matabeleland North, Matabeleland South, Midlands, Mashonaland East WSSP was rolled out in 4 provinces and reached over 700 women (WLSA & NRPC &	100 %	In the project document, this was labelled as Output Indicator 3.7

Indicator	Baseline	Target	Actual	Progress	Comments
			community platforms in Mutoko, Tsholotsho, Mapisa, Bulawayo, and Zhombe to be strengthened on peace and reconciliation (353 women and 116 men). Three (3) strategies in dealing with the past were developed with a focus on Exhumations and Reburials; Public Hearings; and Women Safe Spaces and opened up discussions on previously sensitive topics such as the Matabeleland Disturbances of the 1980s(NRPC). Higher court stressed the NPRC's mandate in handling exhumation and reburial for healing and reconciliation. The process required consultation with stakeholders on policy, paving the ways for resuming the process		
3.10 - Number of gender specific programmes, tools or initiatives initiated or established in line with Section 9 of the NPRC			• Gender sensitive Victim Support Mechanisms and Guidelines were developed as well as the Strategy for operationalization of gender mainstreaming (Section 9 of NRPC's Act); and the Guidelines for research on Sexual Crimes, grounded in UNSCRES 1325. Programs and tools (UN3 Programmes were developed (Social Cohesion and Reconciliation Index (SCORE), CEWER, Conflict Mapping Baseline. The tools broadly measure social and economic indicators • Enforcement of the Domestic Violence Act was conducted • Women's projects were funded as an empowerment initiative to prevent and protect victims from abuse • Conducted prevention programmes and awareness campaigns to prevent violence or abuse of any kind.		In the project document, this Output Indicator was not numbered and has no baseline and target specified

Indicator	Baseline	Target	Actual	Progress	Comments
			• Established One Stop Centres in all the provinces to provide services to victims and survivors of domestic violence • Brought critical resources, financial and technical to complement government interventions on development in rural Zimbabwe (16 meetings in 8 rural Provinces) • Bottom-up approach where the implementation of the TSP was reviewed by women in hard-to-reach areas who were usually left out of such processes • Safer spaces for dialogue were created for women in four provinces (Matabeleland North, Matabeleland South, Midlands, Mashonaland East (WLSA & NPRC). This enabled women to share without fear or embarrassment, their experience and feelings as victim of violence on non-harmful ways, using platform to share expectation reaching over 700 women in 4 provinces		
3.11 - Number of programmes, mechanisms and frameworks initiated and established respectively by the NPRC in collaboration with key stakeholders to facilitate long term peace and reconciliation	0	5	The Social Cohesion and Reconciliation Index (SCORE), CEWER, Conflict Mapping Baseline, 3 works in progress, to measure social cohesion and reconciliation for peace in multi-ethnic societies. The meetings were held in 4 provinces with NRPC, WLSA, CSOs on WSSP report & legal roundtable to identify long-term reconciliation through policies and justice based on WSSP findings A guidance notes for security sector response in the COVID-19 was developed and submitted to chapter 12 commissions for engagement	100 %	In the project document, this was labelled as Output Indicator 3.9

| Indicator	Baseline	Target	Actual	Progress	Comments
			of police to address citizens' concerns (UNW)		
3.12 - Number of legal and policy recommendations to ensure non-recurrence and facilitate assistance to persons affected by conflicts is submitted to state institutions including parliament-UNDP	0	2	13 Recommendations (5 Legal & 8 Policy), made by the NPRC on Exhumations and reburials and dealing with past conflict; recent high court ruling, clarified the NPRC's mandate on exhumation programme and process to resume soon after clearance. Recommendations currently being considered by the GoZ and the Ministry of Justice in drafting National Policy on Exhumations and Reburials	650 %	In the project document, this was labelled as Output Indicator 3.6, which would be duplication of numbering

Annex 4: List of Respondents

Name	Position	Instituition
Maria Ribeiro	UN Resident Coordinator	UNRCO
Georges van Montfort	Resident Representative	UNDP
Madelena Monoja	Deputy Resident Representative - Programmes	UNDP
Moreblessing Chirombe	PA to the UNDP Resident Rep's	UNDP
Tafadzwa Muvingi	Head of Governance	UNDP
Takunda Make	Project Manager	UNDP
Amina Mohamed	Country Representative	UNICEF
Tawanda Chinembiri	Head Social Policy	UNICEF
Dominic Muntanga	Project Manager (education)	UNICEF
Jolanda Van Westering	Chief of Child Protection	UNICEF
Lloyd Muchemwa	Child Protection Officer	UNICEF
Sam Phiri	Project Manager (social protection)	UNICEF
Andrew Kardan	Social Protection Specialist	UNICEF
Dr. Patrick Ngandini	Director	Ministry of Primary and Secondary Education
Delphine Serumaga	Country Representative	UN Women
Maureen Shonge	Project Manager (Now with UN Women ESARO)	UN Women
Reverend Paul Damasane	Permanent Secretary	Office of the President and Cabinet (OPC)
Christina Chiware	Permanent Secretary	Ministry of Public Service, Labour and Social Welfare (MoPSLSW)
Faith Bhunu	Administrative Officer	Ministry of Women Affairs, Community, Small and Medium Enterprise Development
Caroline Matizha	Director of Programs	ZGC
Sibusisiwe Zembe	Executive Secretary	National Peace and Reconciliation Commission (NPRC)

Mr Joseph Mashingaidze	CPMRT Conflict Prevention, Management Resolution and Transformation	NPRC
Mr Tongai Simbarashe	General Manager Admin Harare	NPRC
Ms Caroline Munhuwei		NPRC
Mr Brian Mangoro	General Manager Finance	NPRC
Mrs Cynthia Mawema	Healing Reconciliation and Rehabilitation	NPRC
Priscilla Makotose	Commissioner/Chair Person	Zimbabwe Republic Police Women Network
Leornard Mandishara	Director	The National Association of NGOs (NANGO)
Ruvimbo Nhunhama	Programmes Manager	Women's Coalition of Zimbabwe (WCoZ)
Fadzai Traquino	National Director	Women and Law in Southern Africa
Father Chiromba	Secretary General	The Zimbabwe Heads of Christian Denominations (ZHOD)
Reverende Sikhalo Cele	Executive Director	ELCF
Dr T Mahiya		Women's University in Africa (WUA)
Dr Kudakwashe Chirambwi	Coordinator	National University of Science of Technology, Department of Peace and Leadership
Dr Ashton Murwira	Lecturer	University of Zimbabwe, Department of Political and Administrative Studies
Miriam Siun	National Coordinator	African Women's Leadership Network (AWLN)
Wellington Matsika	Programmes Manager	ZUPARU
Mr Shumba	Finance Manager	ZUPARU
Hon Minister Ncube	Provincial Minister	Government

Mr Gabriel Haruzivishe	Principal Admin Officer/Assistant DDC/Acting DDC	Matobo District
Mr Seenza	PDC Manicaland	MoPSLSW
Mrs Sekai Gatsi	DSDO Mutare	MoPSLSW-Mutare
Mr Andrew Gwenzi	SDO Mutare	MoPSLSW-Mutare

Annex 5: Tools

Annex 3_Data collection

Annex 4_Results Workshop
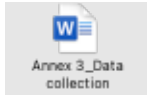
Annex 6: Future Strategies and Interventions

Finding: Despite the major successes and achievements of the PBF project, several issues remain outstanding and need to be addressed to facilitate continued peacebuilding:

Stakeholder	Issues and strategies for future
Government	• Building adequate communication infrastructure for the peace committees and enhance reach and presence of the NPRC at community level. • Funding to complement government programmes • Need to assign SDG 16 as one of the priority areas under the MoFED to ensure the NPRC is able to access more funding. Peace as a priority within the Constitution.
CSOs	• Lack of resources which impact people at the grassroots level in accessing services (ZRP) • There is need to continue engaging, supporting, and strengthening the capacity of police in peacebuilding. (ZRP) • Mainstreaming of Gender policy and assessment service conceptualization and provision (ZRP)
RUNOs	• Within the programme design there is need to involve more agencies and ensure activities are measurable with timelines and more focused on depth. • Timely implementation of programmes and activities influenced by not working well together • Buy-in from the government regarding the targeting process and correcting errors in targeting. • Technical capacity building and funding of community-based feedback mechanisms (UNICEF) • Stringent procedures in procurement and obtaining approvals under the UN system which impact the efficiency and effectiveness of implementing project activities.
Community	• Resources to implement peacebuilding programmes within communities for stakeholders at local level e.g., PPCs and LPCs. This includes transportation, regalia, IEC materials.

Finding: Future intervention strategies suggested by the various stakeholders include:

Stakeholder	Interventions/Strategies from stakeholder
Government	• Capacity building for Ministry official to articulate peacebuilding concepts and provide peacebuilding services including enhancing practice of conflict resolution skills. • Building synergies by the NPRC and other stakeholders in the peacebuilding sector • Engaging stakeholders within the creative arts industry to support peacebuilding activities and programming. • Developing a Monitoring and Evaluation framework to enable measurement of performance and capacity building • Strengthen mechanisms for people to be able to reach the Ministry for assistance
RUNOs	• Further decentralizing NPRC services through the use of Peace Committees and local authorities such that the activities and programmes are at the sub-national level (UNDP) • Reconfiguration of the new cooperation agreement and internal system for the UN • Strengthening M&E and outcome measurement as it relates to capacity building
Community	• Constant and refresher trainings for community-level stakeholders implementing peacebuilding activities and programmes e.g., PPCs under the NRPC. Training leadership to enhance understanding on peacebuilding. • Integrate peacebuilding in the school curriculum starting from early grades. • Strengthen linkages between community-based stakeholders through creating spaces for dialogues within communities • Knowledge and information sharing between community groups from different regions or provinces. • Address core sources of conflict including food supplementation, water shortages, power cuts