

NORWEGIAN PEOPLE'S AID
ZIMBABWE COUNTRY PROGRAMME

Mid-Term Review
The Rights Based Approach Strategy 2004 - 2007

Final Report
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Abbreviations Used

AIAS	African Institute of Agrarian Studies
AIDS	Acquired Immune Deficiency Syndrome
AIPPA	Access to Information & Protection of Privacy Act
CP	Country Programme
CPO	Country Programme Office (Zimbabwe)
ESAP	Economic Structural Adjustment Programme
HIV	Human Immune Virus
HR	Human Resources
IDO	Immediate Development Objective
KDCA	Kajiwa Development Coordinating Association
KWA	Kunzwana Women's Association
LFA	Logical Framework Approach
LRR	Land and Resource Rights
LTDO	Long-Term Development Objective
MDA	Manicaland Development Association
MDC	Movement for Democratic Change
MDTC	Mwenezi Development Training Centre
MTR	Mid-Term Review
NANGO	National Association of Non-Governmental Organisations
NNGOs	Northern Non-Governmental Organisations
NPA CPO	Norwegian People's Aid, Country Programme Office (Zimbabwe)
NPA HO	Norwegian People's Aid, Head Office (Norway)
NPA RO	Norwegian People's Aid, Regional Office (South Africa)
NPA	Norwegian People's Aid
PO	Programme Officer
POSA	Public Order and Security Act
RBA	Rights-Based Approach
SAfAIDS	Southern Africa HIV & AIDS Information Dissemination Service
SAHRIT	Southern Africa Human Rights Trust
SMEs	Small and Medium Enterprises
YAZ	Youth Ahead Zimbabwe
ZANU(PF)	Zimbabwe African National Union (Patriotic Front)
ZIMCET	Zimbabwe Civic Education Trust
ZIMNET	Zimbabwe National Environment Trust
ZPT	Zimbabwe Project Trust
ZWLA	Zimbabwe Women Lawyers Association

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To those partners and partner staff who lost their loved ones and staff during the period of the review, our heartfelt condolences to them.

Executive Summary

1. The mid-term review of Norwegian People's Aid Zimbabwe country strategy concentrated on the implementation, operationalisation, results and achievements of the Rights-Based Approach (RBA) and the partnership policy halfway into the strategy period of 2004-2007.

Findings

Context

2. The current strategy was designed in response to the major changes in the social political and economic environment in Zimbabwe which had rendered the strategy 1998 – 2002 irrelevant; the strategy 1998 – 2002 was anchored on the economic empowerment of the poor and marginalised as a way to fight poverty without recognising the political dimensions of poverty. However, the economic, political and social conditions in Zimbabwe had deteriorated so rapidly making the political dimensions of poverty more paramount in combating poverty.

3. The social and political landscape of Zimbabwe has been, characterized by violence and polarization; the passing of legislation threatening individual freedoms and the exercise of democratic rights by citizens has been contentious; among these pieces of legislation, the NGO bill drafted and passed by parliament still awaiting ascent by the President a year later, has generated high levels of tension between civil society organisations and government and remains a threat to the continued functioning of civil society without government interference.

4. The economic meltdown has continued with annual inflation exploding from the beginning of the new millennium to breach the 1000% mark; shelter and livelihoods evaporated in the name of restoring planned urban settlements as the government and local authorities implemented the controversial operation Murambatsvina destroying shelter and business premises for the informal sector.

Strategy focus on Rights Based Programming

5. Designing and implementing a rights based programme in this environment meant seeking to influence systems, structures and mindsets to achieve equity and equality with the recognition of fundamental freedoms for individuals especially freedom of expression and the right to participation in the democratic processes of governance and the social, political and economic processes in the country. To effect this new focus, the evaluation of strategy 1998 to 2002 recommended that the NPA Country Programme (CP) had to restructure its portfolio to engage partners relevant to the rights based approach. The major challenge was to build the capacity of such partners as RBA was not a mainstream programming area.

6. The intermediate development objective of the strategy 2004-2007 was therefore to build the capacity of its partners in terms of skill and knowledge to enable them to strengthen the capacities of the communities they work with to claim and exercise their rights. The major objective was to strengthen the implementation of RBA by partners while at the same time promoting in-country and regional exchanges as part of capacity building of partners.

Portfolio 2004 – 2006 and thematic relevance

7. The implementation of the objectives has been pursued for the past 2.5 years with a portfolio of 10 partners in 2004, 12 partners in 2005 and at present 15 partners with one project implemented by NPA directly. The partners are spread among the following thematic areas: Violence Against Women, Democratization and Youth Participation, Land and Resource Rights and the cross-cutting issues of HIV & AIDS, Environment and Gender. All the major thematic areas as well as the three cross-cutting themes are highly relevant in the Zimbabwean context. Gender, as a cross cutting theme remains highly relevant due to the high prevalence of gender-based discrimination, violence against women, unjust inheritance practices against widows and girl-child abuses.

8. Although the cross-cutting issues of NPA are seen as highly relevant, the evaluation team did not find any systematic efforts at reporting on them. While the other projects report on results and achievements, the consequence of “mainstreaming” seems to be a lack of specific reporting.

Partner implementation of RBA

9. The review of the current partners found that all 15 NPA partners are working within the RBA framework, but the degree of knowledge, understanding and internalization vary depending on the type of organisation and the partners' core activities, which are sometimes different from the NPA funded activities. Overall, rights are real and evidence exists to show that partners have made progress in empowering communities and individuals to claim and exercise their rights at individual and community level.

10. The large majority of the partners have service delivery core activities especially Musasa Project, ZWLA, MDTC, ZIMNET, KWA, Dabane, ZPT, Kajiwa, Kubatana, Wadzanai, and Youth Ahead. ZIMCET, NANGO, Women's Trust, Young Voices Network and SHAPE focus on working as change agents and thus addressing the rights issues of the communities they work with more directly.

11. Most NPA funded activities involve workshops which are less labour-intensive. Resources person are hired and community participation is high. This helps to reduce the demand of direct NPA and partner staff capacity to implement the project activities making the implementation process cost effective.

Capacity building by NPA CP

12. The NPA CP has implemented a sustained capacity building effort over the period 2004 – 2006; the scope of NPA capacity building has included institutional strengthening and sustainability and human resources development. The human resources development component has seen a total of 63 staff members of partners trained in RBA programming, financial management and networking; delivery of training has been conducted using highly participatory and hands-on methods ensuring that content and methods are relevant to the partners. The training of senior staff of partners by NPA has meant a high risk of losing the staff and leaving a capacity gap if these senior staff left the partners; a staff turnover rate of 17% has been experienced; 11 of the 16 partners have conducted internal training for other lower level staff including field and administration and finance staff; 88 people have been trained this way but a staff turnover rate of 10 % has been experienced.

Challenges

13. Challenges faced by partners in reaching the IDO are related to issues such as the economic environment which is limiting effectiveness of partners as they achieve less due to hyper-inflation and the shortages of goods and services; political polarization inhibits freedom of expression and engagement; perceptions and self-censorship limit the cooperation between partners; staff retention capacity at partner level vis-à-vis staff trained by NPA as well as those trained internally in RBA.

14. Effectiveness of the NPA country office has been compromised in some respects by unclear management structures internally. The lack of leadership at the CPO for the last 1,5 years has meant no clear cut responsibility and initiative in coordination leaving staff divided and uncertain about their roles at the office. The non-appointment of a leader of CPO was perceived as indicative of the short term perspective to the Zimbabwe office by some partners.

15. The lack of clarity in communication lines between the CPO, RO and the HO has also had a negative impact. Direct supervision from regional office in Johannesburg is not seen as effective with the current organisational structure in the CPO.

Lessons learnt

16. The following are some of the lessons learnt emerging from the implementation of the CP strategy so far: a) it is possible to mobilize communities and organisations for RB programming even when the rights issues appear to be too sensitive as long as the relevance is demonstrated; b) RB programming is not a short term intervention and requires capacity building amongst partners; c) the core business of the partners for RB programming whether a change agent or service delivery organization influences the conditions under which RBA can be implemented, the necessary conditions for its success and the preconditions for sustainability of the results achieved; d) partners operating at community level or specific locations have more to show for their RBA implementation in terms of community ownership and participation in programming unlike partners engaging in scattered urban and national locations.

Conclusions

17. The shift to RBA was highly relevant and the NPA CP thrust is relevant to the environment in Zimbabwe. The capacity of partners is a key input into the implementation of RBA and NPA CP has focused on the appropriate priority of capacity strengthening. Sustainability of partners' capacity is threatened by high staff turnover where 50% could have left the partners by the end of the strategy period at the current levels of staff turnover. The same applies to staff trained internally though 11 of the 16 partners have trained staff internally to minimize this risk.

18. The NPA thematic areas and cross-cutting themes will continue to be viable in the foreseeable Zimbabwean context for 2008- 2012.

19. Sustainability of the RBA strategy is anchored on strong community organisation and management structures if the partnership involved service delivery as the core, while for change agents, there is greater sustainability because the major cause of behaviour change is communication and internalisation of specific knowledge and skills and values.

20. There are major gaps in the management systems and organizational structures at the NPA CPO (and indirectly its relationship with the regional office) which affect internal efficiency and effectiveness of programme implementation.

Recommendations

Country strategy

21. For the next NPA Zimbabwe strategy period for 2008- 2012, the thematic areas and cross-cutting themes will continue to be viable, but NPA could benefit from planning for different scenarios (better, status quo or worse – political/economic unrest).

22. The cross-cutting issues of HIV and AIDS and Gender (and to a less extent) need to be mainstreamed in specific manner so that the actual mainstreaming can be identified with activities, outputs and results achieved, otherwise it remains difficult to measure the extent to which mainstreaming is achieved.

23. Networking with other local, national, and/or international organisations should be given more importance as NPA in the current context is seen as insulated and only in contact with their own partners. Synergies are not explored.

Portfolio structure

24. It is recommended that NPA builds a portfolio that will maintain a balance between change agents partners and (rights-based) service delivery institutions because of the pressure to address some immediate needs of communities.

25. Country programme is encouraged to explore synergies for follow-up in field by cooperating with other organisations due to the geographical spread-out, constraints on access to fuel and transportation and human resources capacity for reaching the most remote areas.

26. NPA CPO should strengthen the operationalisation of the strategic partnerships to augment the limited capacity at the CO. Methods of engagement such as workshops and conferences are recommended to be continued because it's more cost-efficient.

27. To counter signs of stagnation in the portfolio structure, NPA should develop clear partnership cycles, including exit strategies

Partnership mechanisms

28. NPA could consider moving away from the current annual agreements used with partners, and instead make a commitment to the partners for the whole strategy period (multi-annual), while negotiating budgets on an annual basis.

29. Greater transparency at organisation and management level is needed, especially sharing of management letters from partners' external auditors. NPA CPO is also encouraged to increase transparency towards partners, i.e. regarding the criteria for partner selection and resource allocations;

30. Foreign exchange rate management by NPA partners needs to be given higher attention by both NPA CPO and HO to ensure high levels of integrity and transparency. NPA's administrator need to have a more hands-on follow-up of partners' financial management routines and procedures.

Capacity strengthening of partners

31. Strengthening financial management capacity of partners in the area of financial reporting, general accounting concepts and foreign exchange management. NPA could utilise its KPMG auditor for ensuring compliance with the provisions of the law.
32. Public audits. Encourage NPA partners to start conducting public audits of accounts and budgets with the local communities. This promotes stronger ownership and transparency of projects among constituencies and target group.
33. RBA conceptualisation needs to penetrate to partners' project officer and field staff, beyond the directors and the senior programme managers which have benefited from NPA's training so far.
34. Enhancing evidence-based networking and advocacy. Partners need to be trained in using experiences and case studies from the partner level activities as the basis for evidence based advocacy at national policy level.

Organisation of the Country Programme Office (CPO)

35. Lack of leadership of the CPO needs to be addressed immediately by either employing a CP manager or clarify roles and responsibilities among the existing management team for better team work and more effective interface with the RO and HO;
 36. Capacity for programme coordination be left at the same level for the remainder of the current strategy period while increased use of strategic partners is encouraged. A thorough review of capacity requirements should be done as part of the formulation of the next country programme framework after 2007;
 37. To strengthen financial management of CPO, a second post could be established in finance and administration; the creation of such a post will achieve explicit segregation of duties in finance, which is imperative for the integrity of the system of internal controls at the CPO, as well as releasing the Administrator to have more time for engagement with partners.
 38. Make a system for absorbing 'best practices' – it is recommended that NPA Head Office initiate a system for absorbing best practises and/or lessons and take these into account when changing development strategies or policies.
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1. INTRODUCTION

1.1 Brief background

The Norwegian People's Aid (NPA) has been active in Zimbabwe since 1976. The present country programme evolved through a number of phases starting with support of the Zimbabwean people's liberation struggle to support for the newly established government culminating in the setting up of a country office in 1983 in Harare. The primary motivation for setting up the CPO was solidarity with Zimbabwe. NPA was motivated by the need for solidarity with the liberation movements which had been successful in their liberation efforts and were now faced with enormous public anticipation of quick development results. Thus the main feature of the NPA country programme has been both rural and urban development with a specific focus on the marginalised. The NPA Zimbabwe Programme was based on key elements within NPA "Solidarity Across Borders". (SAB) – Policy for International Activity in the 1990s which is translated in the NPA Zimbabwe Strategy Document 1998 – 2002. The NPA Zimbabwe Country Programme has been operating in the context of rapid and sometimes turbulent changes in the political and socio-economic environment. NPA has therefore had to continually analyse and assess the relevance of its strategy in reflecting and meeting the needs of the target group. The current Country Programme Strategy 2004 – 2007 was born out of the experiences of the most turbulent post independence era in the history of Zimbabwe when the changing social, economic and political environment rendered the then country programme strategy 1998 – 2002 irrelevant and ineffective in addressing the needs of the marginalised. It is in the context of the need to continuously monitor the relevance and effectiveness of the country programme strategy given the changing socio-economic and political environment that the present mid term review was commissioned by NPA.

1.2 Scope and purpose

The mid term review was expected to cover and concentrate on the implementation of the Country Strategy in Zimbabwe and analyse the success of the partnership midway in the strategy period of 2004 – 2007. The review looked at the following main components and attempted to answer specific key questions raised in the detailed Terms of Reference (TORs) in annex 1 to this report under each of the major components:

- Relevance of the CP thematic focus to the Zimbabwe context and the needs of the target group
- Effectiveness of the structure of the CP partnerships and the methods of engagement in such partnerships
- Sustainability of the CP in terms of its structure, the individual partnerships and the results achieved by the partnerships
- Drawing conclusions and recommendations on the performance of the CP midway through the current programme cycle 2004 – 2007

1.3 Methodology

The review was carried out from October to November 2006 by one lead consultant from Symacon, Harare, a team member from Nordic Consulting Group (NCG), Oslo and support staff from Symacon.

The Terms of Reference (ToRs) stressed that the review should be participatory and focus on promoting learning among all stakeholders involved. Thus, the consultants chose a participatory working method which involved all stakeholders: the review started with an inception workshop whereby NPA partners were encouraged to share lessons learnt, major achievements in the period and focal issues that the evaluation should look at. This was after the consultants had shared their major findings from the desk review of available literature for the previous strategy period and the current one as part of their identification of issues to focus on in the review.

The consultants developed their approach & methodology in the preparatory phase before the field survey using a range of tools such as an interview guide containing three sets of questions: one for

NPA staff, another for the implementing partner organisations in Zimbabwe and another for the communities or target groups of the implementing partners during field work. In addition other international organisations, the Norwegian Embassy and key staff at NPA Head Office in Oslo were consulted.

Field visits were conducted for direct engagement with the beneficiaries of the NPA funded projects and validation of the achievements stated in the partners' reports to NPA and the inception workshop. This allowed the review team the opportunity to appreciate the operating environment of the partners and the NPA CPO more concretely in terms of the social, economic and political environment as well as the geographical spread of the portfolio.

After the field visits, the team collected supplementary data from the partners on their results and achievements, training and human resources, as well as audited financial statements with some partners sharing the letters of management and others not. Finally, the team processed the findings and drew up some preliminary findings and conclusions and recommendations which were shared with NPA CPO in a half day debriefing session before departure of the Norwegian team member. Further inputs and some immediate feedback were obtained from the NPA CPO staff and the team proceeded to produce a draft report for sharing with the partners, the CPO staff, RO and HO representatives in a feedback workshop on 15-11-2006. The final report was distributed to all stakeholders and presented at NPA HO in Oslo in December.

1.4 Enabling and limiting factors

There have been several limitations to this review. First, it was a review of NPA's country programme for 2004-7, not an in-depth impact assessment of individual projects supported by NPA. Inevitably one has to engage with the individual projects in order to gauge the effectiveness and efficiency with which the country programme is being implemented, but the main focus being on the overall relevance and effectiveness of the CP.

As a direct consequence of the outreach component of the review, time is always a limitation. Despite the limitations of time, the review team managed to meet with most of the partners in the field except for MDTC (unable to establish contact and not sure that the team would meet the relevant staff if it undertook an unplanned trip), ZIMCET (due to the sad loss of the Director's wife on the day of the inception workshop and the team having to compromise on a meeting at the Head Office after the funeral, a week latter) and ZPT Insiza project site (due to the sad loss of the Program Manager through a traffic accident a day after the inception workshop and the review team compromising on a meeting at the Head Office a week later after the funeral).

2. CONTEXTUAL ANALYSIS OF NPA ZIMBABWE CP

2.1 The social, political and economic rights issues

The political and socio-economic situation of Zimbabwe has changed dramatically from that of the 1980s when the newly independent state took up policies that aimed at addressing the needs of the majority who were poor and have remained so. For various reasons the state is unable to adequately provide for their basic needs. The reasons for this inability include unequal access to resources and opportunities, a weak democratic system with accountability of public institutions and service delivery institutions having deteriorated progressively over the past two decades; poor human rights observance, the negative impact of economic reforms sponsored by the Breton Woods institutions namely the IMF and World Bank in the 1990s and exacerbated by inappropriate or wrong government economic policies and corruption all contributed to the social and economic upheaval that was experienced in the period 1998 to the present.

Various social, economic and political formations metamorphosed out of the upheaval of the 1998 period. The most notable being the emergence of a strong and vibrant civil society movement galvanising civil society to respond to the deteriorating social, political and economic situation. With the acknowledgement of the failures of the economic structural adjustment programmes and their abandonment by the government, the economic meltdown that has continued to date started with massive job layoffs and factory closures in the new millennium; there was an increase in the level of informal sector activity as the social safety nets which had been crafted as part of the ESAP programmes proved grossly inadequate. Many NGOs as well as government and donor agencies focused on support to SMEs as a response to the deteriorating economic situation and increasing levels of poverty. Micro-finance schemes proliferated during this period. It was not until the inflation rate in the economy surged to unprecedented levels breaching the 1000% annual rate of inflation by 2005 that it became apparent that micro-enterprises, such as had been supported by NPA during the country strategy period 1998 to 2002, had no chance of making an impact on poverty alleviation.

It is also during this same period that the land reform programme, reportedly stalled by the provisions of the Lancaster house agreement which ushered in the political independence of Zimbabwe in 1980, gathered momentum. An international donors conference to finance the redistribution of land was held in 1998 and nothing significant was pledged by donors to support the proposed redistribution programme. The demand for land reform i.e. the need to open up access to and ownership of land and the natural resources found therein beyond the minority to the majority and alleviate poverty among the overcrowded and poor communities did not go away. The forces around such demands gathered fierce momentum which exploded in the form of the land invasions led by the veterans of the armed liberation struggle. The subsequent redistribution of land has seen very few women, who make up the majority of the poor in society, being allocated the land acquired by the state. Where land is allocated to families, this is still being done in the name of the husband as the so called "head of household". For communities such as the ZIMNET project communities in Nyanga, land reform has meant the possibility to consolidate their title to and control of access to and exploitation of the natural resources in the land through the proposed "usufruct rights" which have been built into the legislation for leasing the land acquired by the state to the new farmers and resettled communities. However, intensive advocacy and lobby work still remains to be done to ensure equitable distribution of the acquired land and the inclusion of women and poor men in the process. Youth, including the thousands of orphans and vulnerable children relentlessly generated by the impact of HIV and AIDS, have been totally excluded from the process as the land is allocated to adults only.

At the same time, the once in five years parliamentary elections were due in 2000 and amid the social, political and economic upheaval, the elections proved the most hotly contested and brought out the sharp social, political and economic contradictions and conflict that had characterised the period to the forefront. Violence was very high in the run up to, during and after the parliamentary elections of 2000 and the presidential elections of 2002. It is in this context that the need for peace and peaceful co-existence of people of different political ideologies and affiliations became very high. Without such

peace there would be no environment to exercise the individual freedoms such as freedom of expression, freedom of association or freedom of choice which all underlie the exercise of democratic rights by any citizen. Violence resulted in the severe curtailment of the participation of many people on opposite sides of the political divide of ZANU(PF) and the MDC including women, men and youth. The impact was to deny the affected people their right of participation in the development, social and political processes which directly affected their lives as individual citizens. It is in this context that ZIMCET, one of the NPA partners, made a bold and direct response to the high levels of violence in the country from this period by initiating efforts to bridge the divide and re-establish peace at community level for the exercise of individual freedoms that would nurture the democratic aspirations of the citizens. This shrinking democratic space due to violence was further curtailed by the enactment of two controversial pieces of legislation, AIPPA and POSA. The former was perceived as curtailing the freedom of expression as it targeted the media and seen to be seeking to silence the media's criticism of the government while the latter was seen as curtailing the freedom of association and giving the government increased powers to interfere with the operations of civil society organisations and the rights of individual citizens. NANGO, the NGO umbrella has come in as a strategic player in mobilising for NGO activism for the defence of and extension of the space for civil society to act in the exercise of rights by the various constituencies.

Civil society has lost some measure of credibility among the general public as some of its prominent leaders have been convicted of fraud and theft of public funds. There is also a high level of tension in its relationship with the state. The proposed NGO bill, which the president has not signed for over a year since it was submitted to him by the legislature, remains a threat to the existence and operations of some civil society organisations, especially those seen as "enemies of the state" as defined by the government. Human rights related work has been regarded with high levels of suspicion by the government as government believes such NGOs are only concerned with "empowering people" for the violent removal of the sitting government. At the same time there are very few, if any, sustained programmes to engage the state or state organs in dialogue and a process of education and information to change mindsets and create space for more open participation of civil society organisations in policy formulation, implementation and monitoring the performance of the state against delivery targets to the poor and marginalised members of society.

2.2 The economic environment

Bad economic policies by government coupled with international sanctions¹ have made the collapse of industry inevitable with production levels running at about 40% capacity utilisation or less and in many cases companies collapsing. The current situation where all suppliers are quoting the prices of goods and services on the basis of the expected re-stocking/replacement cost plus a profit margin which is expected to exceed the level of inflation (over 1000% for the greater part of the past two years) has made normal business planning and economic activity meaningless for most. Poverty levels have escalated with the urban and rural poor being hit by the continuous price increases and shortages of basic commodities, increasing transport costs and many other challenges. The poor have become very poor in the past few years. The carrying out of operation Murambatsvina in 2004 by the government and local authorities further exacerbated the social and economic situation of already marginalised and poor communities with the loss of shelter and livelihoods and even loss of access to the social support programmes that some NGOs had in place to support the residents of the neighbourhoods that were destroyed under the operation. The response by government in the form of Garikai / Hlalani Khuhle through the provision of decent housing has fallen far short of the magnitude of the losses of shelter and livelihoods suffered under operation Murambatsvina.

Greed, corruption, conspicuous consumption of monstrous proportions in the midst of deepening and growing poverty and declining levels of integrity among government, business and civil society sector

¹ While NPA contends that international sanctions are targeted, the reality on the ground is that the sanctions are having an economy-wide effect.

leaders and functionaries have become more common than the vision and passion for development that characterised the first decade of independence in all sectors.

The performance of NGOs has been heavily affected by the economic challenges like any other organisation. High prices, shortages and short term perspectives have made planning and operations management extremely difficult. Financial planning has also been made very difficult by the controlled exchange rate environment characterised by multiple rates being offered to various players including at some point NGOs, exporters, government and donor agencies without a transparent basis on which the system is to be administered. Management of funds and reporting challenges have been inevitable in such circumstances.

2.3 The HIV & AIDS Epidemic

With up to 27% of the adult population affected by the HIV & AIDS pandemic, the issue touches every household in Zimbabwe. Sub-Saharan Africa has just over 10% of the world's population, but is home to more than 60% of all people living with HIV—25.8 million and has gained the ignominy of being the global epicentre of the pandemic. According to the 2006 UNAIDS report, declines in adult national HIV prevalence appear to be occurring in Zimbabwe. A mainstreaming of HIV & AIDS into all projects is therefore not only relevant, but pertinent.

Women have been recognized as a 'high risk' population for HIV worldwide. According to the World Health Organization, women in Zimbabwe are disproportionately affected by AIDS, constituting 51 percent of the population and 53 percent of people living with HIV & AIDS in 2003.² National AIDS estimates show that the majority of new cases (57%) and deaths (58%) in 2005 were women.³ Women are vulnerable to HIV & AIDS for a number of reasons including: the greater statistical probability of male to female transmission; a lack of protection against prejudicial cultural and traditional practices in sexual and reproductive health matters and relationships dominated by patriarchy that restrict their decision-making; general poverty caused by no or low incomes that make them more vulnerable to unsafe sexual practices such as forced and unprotected sex and commercial sex work. Beliefs that healing from HIV & AIDS can come from sexually abusing girl children are still reported in Zimbabwe.⁴

A key driver of the HIV & AIDS epidemic in Zimbabwe is the combined effect of poverty and inequality among women. Because female-headed households are more vulnerable to poverty, they are susceptible to particular livelihood strategies that open them to the risk of HIV infection. In rural areas women generally have lower education levels than men and as a result they have limited capacity to access new technology and knowledge to enhance their productivity. Women are very often the main caregivers for those with AIDS and their dependants. Women who are infected die at an earlier average age. While the stigma attached to living with HIV & AIDS still exists in the country, there is a growing acknowledgement of the need to be open about living with AIDS through the work of many HIV and AIDS service organisations throughout the country. The lack of access to the anti-retroviral medicine has been a huge problem in the efforts to sustain high levels of awareness and positive living in the community, Zimbabwe having been denied access to the Global Fund support except for the 2nd and 5th rounds of funding (US\$67 million in total signed for only in December 2006⁵ when approval was much earlier).

² Human Rights Watch (July 2006) "No Bright Future: Government Failures, Human Rights Abuses and Squandered Progress in the Fight against AIDS in Zimbabwe"

³ UNAIDS 2006

⁴ Press release, UNICEF, 1 August 2006, http://www.unicef.org/infobycountry/media_35154.html

⁵ Zimbabwe Ministry of Health and Child Welfare, Press Release December 2006.

3. FINDINGS – TRANSITION TO RBA

3.1 The NPA Zimbabwe Country Programme 1998 – 2002

3.1.1 Goal, strategy and content of the CP 1998 - 2002

Goal of the CP strategy 1998 – 2002 was to build capacity for economic empowerment of the poor and marginalised communities and individuals. The strategy for the CP was anchored on working with like minded organisations in the form of a partnership which saw NPA engage with NGOs, Government departments and local authorities to create economic opportunities for the marginalised especially women and alleviate poverty. The focus was on the informal sector using instruments such as:

- availing financial resources for institutional support of partners
- skill training
- linkages with micro finance credit institutions
- direct support to income generating opportunities

The above constituted the basis package that was meant to assist in the economic empowerment of the poor and marginalised especially women. The following were key features included in the NPA engagement with partners:

- an institutional development thrust which was focusing on the promotion of civic education, lobbying & advocacy through a number of partners who had these activities as part of their portfolios; amongst them were MDA and ZIMCET
- an organisational capacity building thrust which had the following elements to it:
 - HR planning skill development,
 - awareness raising in participatory, democratic and professional management practices

One cross cutting theme was emphasised for this period i.e. women gender & development. Its focus was on women's empowerment at access level – promoting women's access to health, education & credit expecting that such access would enhance the chances of the women's realisation of their rights in sexuality, politics, physical security and justice. This link was not to be.

3.1.2 Review of strategy 1998-2002 - conclusions and recommendations

The strategy coincided with the period when the land issues was gaining momentum and international attention was focusing on the Zimbabwean land reform programme. In 1998 the Zimbabwe dollar crashed for the first time and this sent import costs spiralling and the downstream knock on effect on commerce and industry was felt through the price escalations and the food riots that nearly brought down the government as there was visible oneness of opposition to the policies enacted by the government especially around the highly discredited and now abandoned IMF and World Bank sponsored policies of economic structural adjustment programmes (ESAP). Against the background of the deteriorating social, political and economic environment in Zimbabwe as discussed in the contextual analysis in chapter 2 above, a mid term review of the CP strategy was carried out in 2000.

The conclusion of the CP strategy was that the CP had become irrelevant to the situation in Zimbabwe because:

- it had inadequate focus on civic education & human rights awareness raising which had become major issues as a result of the social and political upheaval of 1998 to 2000
- focus on economic empowerment missed the emerging political dimension of poverty where access to credit would be insufficient to create economic empowerment of women and the poor and marginalised due to the changing economic and social environment

The overall recommendation was that civic education and human rights awareness were to be the core of NPA CP future programming.

3.1.3 Operationalising recommendations – formulation of strategy 2004 – 2007

This was a major cross roads challenge for the CP since it had an on-going CP portfolio with relationships which had obligations for both NPA and the partners. The decision was to engage in a process that included extensive dialogue with partners to assess whether NPA had the right partners for the shift to RBA. The conclusion of the assessment of the portfolio was that the activities and goals of many partners were not relevant to the RBA strategy and that NPA should phase out its support to these activities and partners. Thus the new NPA country strategy had to address the following key issues:

- defining RBA as the new programming thrust
- restructuring the NPA CP portfolio to reflect shift to RBA programming
- baselining of partners as they came into RBA portfolio
- defining new capacity needs, measures of success and expected impact of RBA

The year 2002/03 was therefore used to plan the country programme shift to rights based approach to programming and the multi year plan 2004-2007 was the result and the subject of the current mid term review. The transitioning from strategy 1998 – 2002 to strategy 2004 – 2007 saw the following major changes in the NPA Zimbabwe CP portfolio:

- starting with an expected incremental shift from the previous programme over 2003 to a dramatic 100% shift to RBA in 2004, the programme actually made a radical shift in its content by disengaging from partners whose strategies and content were considered not fitting into the RBA thrust of the CP; the partners were given the chance to understand and decide on the implications of RBA to their core business and what they would need to discard or to introduce in implementing the 100% shift to RBA; NPA assisted with this internal analysis with consultancy services for partners; the process involved baselining the partners in relation to these issues and getting their projections with regard to capacities for RBA programming , activities to be dropped and introduced;
- overall, the expectations were that there would be a completely new orientation to their programmes to reflect the focus on specific rights issues rather than the discarding of current core activities such as those involved in service delivery; by and large partners expected the major challenges to be around building the capacities of staff to design and implement RBA programming activities and how to measure the impact of RBA implementation.
- as a result of the decision to discontinue support to activities not considered relevant to the RBA strategy, the CP had to drop the following partners from its portfolio Rushinga District Development Committee (RDDC), Dzidzai Women’s Club Community Based Organisation (DWCBO), Twin School - Gwangwava, Gwashure and Mukonde (Schools Development Committees), Makina Carey Trust (MCT) (Women’s Centre Mabvuku), Self-Employed Women’s Association of Zimbabwe (SEWAZ), Women Development Credit Scheme.⁶ Organisation of Rural Association for progress (ORAP) was phased out purely for governance reasons.

3.2 The NPA Zimbabwe Country Programme 2004 – 2007

The intermediate development objective of the NPA CP for 2004 – 2007 was stated as being that

- NPA’s partner organization in Zimbabwe have skills and knowledge that are supportive of a participatory and empowered civil society, ensuring that marginalized men, women and youths in local communities know, understand and are able to claim and to exercise their rights.

Elsewhere the IDO for the strategy 2004 – 2007 is presented as follows “NPA’s partners, their staff, members and constituencies have information, tools and competence that enhance their organizational

⁶ From NPA Zimbabwe’s Country introduction to NORAD, 1998.

capacity and ability to network, lobby and advocate for equitable distribution of resources and increased food security”.

Essentially both of the above mean that the NPA CP set out to build the capacity of its partners in terms of skill and knowledge to enable them to strengthen the capacities of communities to claim and exercise their rights.

Specific results of the CP were not stated in the draft country strategy document⁷ but elaborated on later in a log-frame developed by the country programme as a tool for further planning. The major objective was to strengthen the capacity of partners through the delivery of grants and training activities that sought to strengthen the implementation of RBA by partners while at the same time promoting in-country and regional exchanges as part of capacity building of partners.

The implementation of the above objectives has been pursued for the past 2.5 yrs with a portfolio of 10 partners in 2004 (since two projects Organisational Networking and Young Voices Network were implemented by NPA directly), 12 partners in 2005 and in 2006, 15 partners with one project being implemented by NPA directly. The partners are spread among the thematic areas of the CP as follows:

Table 1-Thematic structure of CP portfolio 2004 – 2006

Thematic areas:	Partners	Geographical coverage
Violence against women	Musasa, ZWLA, Kajiwa, Wadzanai, Kubatana, KWA	National and regional/district specific
Democracy and participation	Women’s Trust, ZIMCET, NANGO	National; Regional / district specific
Youth participation	Youth Ahead, SHAPE Zimbabwe, Young Voices Network;	National / location specific at tertiary institutions throughout the country
Land and resource rights	ZIMNET, MDA, Dabane, MDTC, ZIMPRO;	Four have district coverage and one (ZIMPRO) have a national level office
Cross-cutting themes		
HIV & AIDS	All partners	As for their core programming coverage and at HQs
Environment	ZIMNET, Dabane, MDTC	As in their locations for core programming but scaling up to participate in cluster around AIAS which could open chances for policy input at national level
Gender	All partners at organisational and implementation level	As in locations of core programming activities and located at national HQs

3.3 Capacity Building Activities Implemented Under CP 2004 – 2005/2006

NPA implemented a range of activities to strengthen the capacity of its partners in order that they in-turn strengthen the capacities of the communities they work with. The major activities implemented included the following (for full list, see Annex 2):

- a) Annual Partners’ Conference focusing on the shift to RBA for 2003, 2004, 2005 and 2006: this has been a consistent activity beginning with the initial discussions to shift to RBA, then the 100% shift to RBA and in 2006 the focus of the conference was learning from the implementation of RBA.

⁷ Draft Country Strategy, June 2005 (never finalised)

b) Financial management training and funding: training workshops for partners by NPA and the NPA auditor were done; in some cases one-on-one hands-on assistance to some partners by the NPA CP Administrator was given focusing on specific accounting challenges. In addition, financial support for the implementation of RBA programmes by partners was administered by NPA CPO;

c) Infrastructure development for specific communities and organisations: only a few partners have benefited from this component of capacity building; one organisation was supported financially for purchasing an office building; and some others for building of community infrastructure for the provision of water as a strategic input into the community's livelihood and food security needs. The decision on what to support was based on 'needs' of the partner as assessed by CPO;

d) Linking partners with strategic partners: the purpose of this was to enhance understanding and programming content for specific partner clusters; for thematic areas this was done on the basis of thematic clusters such as the LRR partners linking up with the AIAS & SFAIDS though there is reportedly under-utilization of the latter for the cross cutting theme.

e) Hands-on assistance in deepening understanding of and operationalising cross cutting themes: this has been done as part of the capacity building process through field visits to all partners and engaging them in discussions in cross cutting themes by the 2 NPA CPO programme coordinators.

3.4 Sustainability of Partner Capacity Building : targeting and staff turnover

The core of NPA capacity building activities with its partners has been the building of capacities of partners' staff and members. As observed elsewhere in this report, capacity building of individual staff members has made such staff more marketable and the partners have become more vulnerable to loss of the capacity given the high staff turnover in the operating environment in Zimbabwe. A review of the capacity building activities carried out between 2004 and the time of the MTR in 2006 reveals the following salient features in terms of the targeted staff and subsequent staff turnover:

- A total of 63 staff members of NPA partners have been trained over the past three years; they have been mostly the directors, finance managers/accountants and senior programme staff; no junior staff have been trained during the period according to available information; targeting senior staff is vital because they drive the programming thrust and maintain focus; however there is an inevitable risk of focusing just on senior staff as these are senior staff for whom there might not be much room left for personal growth in their organisations; hence they are more likely to leave;
- Of those trained, 17% have left the organisations they were working in with the majority (about 80%) having left for greener pastures and 20% having died during the period; at this rate of turnover, half of those trained under the current programme over the past two years could have left by the end of the strategy period; the challenge of sustaining partner capacity for continuity in RBA implementation is thus very high
- to counter this risk, of the 16 partners engaged currently, 11 carried out internal training of other staff in RBA while 5 did not; the staff trained internally included field staff and finance and administration staff; 88 staff were trained in total across the 11 partners during the period 2004 to 2006; of these 2 (or 2%) died – both from one organisation while 9 or just over 10% of the total left the partner organisations mainly for greener pastures; on balance there could have been more staff trained at lower levels if all partners had conducted internal training after training from NPA; nonetheless, those trained internally exceed the ones trained directly by NPA; this is a major thrust for the sustainability of RBA implementation at partner level; (for details see table in annex 3)

The overall feedback from the partner capacity building at the staffing level has been positive with partners acknowledging that they have gained knowledge and skill which they have applied in the implementation of RBA and in improving their financial management.

3.5 Budget Implementation of the CP 2004 to 2005

In analysing the budget performance of the partners, it is noted that 3 of them were not under the NORAD frame. In such a case, the team's analysis must be viewed as pointing towards salient features of the general financial performance of the CP portfolio which may indicate capacity strengths or areas that require attention for greater financial transparency and accountability, irrespective of sources of funding. The following are the main features of the findings of the budget implementation over the period 2004 to 2005 by the NPA partners (see the detailed figures in the table in annex 4):

- Nominal income growth ranged from 80% over 2004 income to 741% of 2004 levels in the whole portfolio; the growth in income is attributed to the foreign exchange rate gains realised by some of the partners and not realised in some cases; there has been a wide variation in the management of this aspect of the grants received from NPA; given the inflation rate, it can be concluded that the real incomes of partners on the NPA grants declined;
- It is noteworthy that while the partners received their grants in NOK into their foreign exchange accounts and had to convert at a time convenient to their needs to avoid losing value in excess cash sitting in the local currency account; this way, the possibility to achieve growth rates in income that would match or exceed the inflation rate and yield real income growth would be increased – at least theoretically; analysis of the results shows that none of the partners was able to achieve this feat; all achieved growth rates below the inflation rate upon conversion; this reflects the inability of partners to get better than the official exchange rates or reporting differentials between the actual transaction rates and the reported rate for financial reporting purposes; due to the lack of a policy, the magnitude and full extent of these variations can not be established for purposes of this review;
- Expenditure also grew by less than the inflation rate of over 1000% over the period yet this is the period during which it reached a peak before starting to fall in the last quarter of 2004; this phenomenon maybe explained by the possibility that partners avoided expensive suppliers and bought very tightly or they also engaged in direct imports which would reduce the translation rate of exchange as the official rate would be used in such cases where no actual remittance of foreign exchange cash took place but commodities exchanged hands.
- It is however fascinating that almost all partners managed to match their income and expenditure within less than 100 percentage points with income and expenditure growing within close range of each other; this is not quite consistent with what would be expected to obtain in a market that is subject to wild and speculative swings in prices and exchange rate gains in which case one or the other would be growing or lagging behind the other by a very wide margin. This all points to a situation where greater transparency is required in grant management.

Several audit reports did not mention the exchange rate upon receipt of the grant. The absence of the NOK statements limits the degree of meaningful financial analysis where the actual growth rates in NOK and Z\$ could be established and compared to gauge the optimisation of the grants being made.

An analysis of the distribution of expenditure of NPA grants across all partners reveals the following performance indicators:

- The expenditure of the NPA funds has been spread among direct capacity building activities of staff ranging from lowest of 9% of total expenditure in ZIMNET to 62% for MDTC in 2004 and 3% and 77% in 2005; the range is very wide and out of the 13 partners for whom figures were available 9 of them spent less than 50 % on capacity building of their staff in 2004 and 2005; from the above range it shows that even less was spent on direct capacity building activities at staff levels;

- The balance of expenditure went to infrastructure capacity building⁸ and other programme activities as well as programme overheads; in 2004, 5 of the 13 partners had expenditure on infrastructure development ranging from 3% to 56% of total expenditure; in 2005 the number of partners with expenditure on infrastructure increased to 8 with a range of 1% to 33%;
- “*Other programmes*” is a significant expenditure line in the financial reports of partners with 10 of the partners having this expenditure in 2004 taking up between 12% and 71% of total expenditure while in 2005 the number of partners was 12(all except 1) with a range of 4% to 51% of total expenditure; this is a line of expenditure raises questions regarding the nature of the priorities being addressed by these “other programmes” that are not classified under capacity building or infrastructural capacity building and how NPA monitors such allocations; this is a significant line because “other...” is not explicit and may compromise disclosure of information regarding expenditure of funds on agreed budget allocations;
- An analysis of the ratio of programme overheads for 2004 reveals that these ranged between 9% and 68% of total expenditure being the ratios for Dabane and ZWLA respectively; all other partners’ ratios fall in between with 3 partners having programme overheads of 15% or lower, which would be the generally accepted level of overheads in normal circumstances; the remainder had ratios above 15% with 6 partners having ratios between 40% and 68%; the differences might be due to the definition of programme overheads as others include programme salaries as programme overheads and others do not; this makes the comparisons of the efficiency of the programme implementation of the partners not possible; in 2005 the range changed to the lowest ratio being 13% and the highest being 92% on programme overheads with 3 partners having overheads of above 50%; the conclusion is that there seems to be no common definition of what makes up programme overheads and the desired ratio for efficient distribution of resources; in such a case the basis for monitoring efficiency is lost;
- During the feedback workshop for this evaluation, it was revealed that NPA’s policy is to be as responsive as possible to the articulated needs of partners and not be strictly bound by the so-called generally accepted standards financial performance; such indicators however point towards the generally accepted corporate measures of resource allocation and operational efficiency; examples include the thresholds for overheads being 15% or less or human resources costs being 30% or less of the total expenditure and others; while it is noteworthy that NPA is being true to the spirit of partnership by being flexible and responsive to specific needs, it is contradictory to then ask a review process to assess efficiency levels when there are no standards to be used as a basis for this.

The conclusion drawn from the analysis of the financial statements from partners is that NPA may not have the basis on which to compare what was spent on the various line items with what was budgeted on the basis of the audited financial statements. It has been argued that to request the auditors to produce financial statements that also show the variance analysis between budgets and actual expenditure of NPA funds will mean additional costs. While this is true, the production of in house management accounts which show these variances as the reporting format to NPA would close the monitoring gap.

⁸ Supporting the acquisition of office accommodation or other assets for boosting operational capacity of partners.

4. FINDINGS – RELEVANCE

4.1 RBA Focus in the CP Portfolio

As seen in the outline in chapter 3, NPA’s shift to rights-based approach (RBA) in 2003/4 and onwards, implied a strategic shift in outlook to the Zimbabwean context and choice of new cooperating partners (see 5.1). In the previous period (1998-2002) NPA’s LTDO was to contribute to poverty alleviation and a fair distribution of power and wealth, through job and income creation within the informal productive sector. Thus, combating poverty was removed from the goals of NPA in the new period. As the economy in Zimbabwe continued to deteriorate in the period under review, one indicator being the annual inflation which galloped to 1 070 percent in October 2006⁹, as well as livelihoods evaporating and further threatened, a key question for the Evaluation team was to address the relevance of RB programming with a continued meltdown of the economy. The evaluation team included questions in the field survey which opened up for bringing in other priorities by the target group (see 4.5 for more).

The review of the current partners established that all 15 NPA partners are working within the RBA framework, but the degree of knowledge, understanding and internalisation varies depending on type of organisation and the partners’ core activities, which are sometimes different from the NPA funded activities. The review team categorised partners as change agents or service delivery organisations for purposes of illustrating this differentiation of focus on RBA. The results are in table2 below.

Table 2 - Categorization of Partners under the NORAD Long-Term Framework for year 2006.

Partner Categories	Trusts or membership (NGO or CBO)	Core activities: Service-delivery or change agent
DEMOCRATISATION		
ZIMCET	Trust	change agent
NANGO	National NGO	Change Agent
Women’s Trust	Trust (in process of registering as national NGO)	Change agent
LAND & RESOURCE RIGHTS		
Dabane Trust	Trust	Service-delivery
MDTC	NGO	Service-delivery
ZIMPRO	Trust	Service-delivery
VIOLENCE AGAINST WOMEN		
Musasa Project	National NGO	Service-delivery with strong advocacy / change agent thrust especially around the domestic violence bill
ZWLA	Trust	Service-delivery with strong advocacy component
KWA	PVO	Service-delivery
Kajiwa	PVO	Service-delivery
Kubatana	Trust	Service-delivery
Wadzanayi	Trust	Service-delivery
YOUTH PARTICIPATION		
Young Voices Network	Not registered	change agent
SHAPE Zimbabwe	Trust	change agent
YAZ	Trust	Service-delivery

⁹ Information from the government’s Central Statistical Office referred to by Zimonline 11.11.06, <http://www.zimonline.co.za/Article.aspx?ArticleId=449>

Taking the service delivery category in the above table, for example, partners such as ZIMNET, ZIMPRO and Dabane Trust, would be primarily known for their activities such as conservation farming, water harvesting and livelihoods activities; in such cases, the target groups would be expected to identify the partner mainly with providing services to improve their livelihoods, and less with rights issues. However, in Nyanga (the one case where the review team was able to engage the target groups¹⁰) it was evident that the communities were very aware of the issues of rights that the communities were addressing through the NPA funded projects.¹¹

Case Study : Integrating RBA into Service Delivery – ZIMNET Nyanga Projects

The communities were able to articulate the theme of land and resource rights as it related to their entitlement to have access to and control of the resources within their area especially water and sand that the outsiders were accessing and utilizing without their permission before the project; now these same outsiders have to pay compensation to the community if they want to extract river sand for building purposes. The communities thus have moved to a stage where they now control access to and utilization of this resource and derive benefits from it. Community ownership of the project is very high with a clear dominance of women in the various project structures at village and overall project level in the committees. The mainstreaming of the cross cutting themes especially environment and HIV and AIDS was also articulated by the communities. They have integrated the HIV and AIDS awareness campaign activities into their water harvesting work sessions and have not set up separate sessions for this cross cutting theme. There is recognition of the negative impact of HIV and AIDS on the communities through illness, death and the general loss of productive members of the community. There is a realisation that the communities have to fight the stigma and that the water harvesting project is expected to contribute to their ability to cope with the impact of HIV and AIDS through the enhancement of food production.¹²

Thus from the case study of the model of introducing rights-based programming through infrastructure development programmes in ZIMNET such as construction of irrigation canals for income generating, small dams for trout fishing and food production at household level, it can be concluded that the model is viable for focusing on people's rights. The local communities in Nyanga were well aware of their rights to participate, aware of HIV & AIDS and women were active members of the committees. The local communities have greatly contributed financially to the project now well into its third year. Similarly discussions with staff and management of ZIMPRO and Dabane revealed that the service delivery project activities are an effective entry point to mobilize communities and focus on rights issues, community empowerment and getting women and men to take up leadership responsibilities for what goes on in the communities and ensuring equitable distribution of the benefits accruing from project activities e.g. water from the water pints developed in the Dabane projects.

Partner organisations such as Musasa and ZWLA, ZIMCET, Kajiwa (the NPA funded programme) and Women's Trust that have a more explicit focus on rights in their core activities were found to have more visible rights-based approach. Interviewed user groups of both Musasa and Kajiwa immediately recognised the NPA partners by their focus on women's rights, sexuality and reproductive rights and issues regarding HIV & AIDS. The three youth organisations also have an explicit focus on youth's democratic right and the right to participate, and are seen as highly relevant. Knowing that a strict patriarchal system is recognised as an obstacle to the inclusion of all social groups irrespective of biological sex and age, NPA's support for promoting youth is highly relevant.

¹⁰ The review team was unable to visit communities working with Dabane and ZPT due to death and the coincidence of local council elections and the dates of field visits. However the team had discussions with the staff and management of both partners.

¹¹ It should be noted that due to reasons mentioned in 1.4, the team was unable to conduct field visits with target groups of ZPT and Dabane, and thus there is inadequate data for comparing the community perceptions of the partners' developmental approaches.

¹² Finding from interviews and focus group with target group of ZIMNET in Nyanga.

4.2 Thematic Relevance To The Situation In Zimbabwe

NPA Zimbabwe's country strategy for 2004-7 clustered the projects and partners into four thematic areas; a) Democratization,¹³ b) land and resource rights,¹⁴ c) violence against women, and d) youth participation.

4.2.1 Democratization

As described earlier all four themes are relevant for the developmental challenges of Zimbabwe. The lack of a democratic space to freely operate, organise and advocate groups' needs and interests, makes development work vulnerable. In this thematic category, NPA supports organisations such as the NGO umbrella, NANGO, which is working for opening up space for civil society to work. With almost 1000 member organisations ranging from large national and regional organisations to smaller community-based groups, NANGO has become a focal point for engaging government and local authorities. The partnership with NPA primarily focuses on mobilizing for NGO Activism. The current thrust on corporate governance is part of the broader scope for collaboration and not the core business of NPA partnership. NANGO's recently published NGO Governance manual (2006) is actively in use by NPA for raising the awareness surrounding issues such as the role of NGO boards, institutional and administrative systems, accountability and transparency to target groups, donors and all other stakeholders.

ZIMCET is the only human rights organisation funded by NPA in Zimbabwe working to combat political violence by establishing peace committees around the country. A key principle for the peace committees is that they should have members from both political blocs (ZANU PF and MDC) that engage in dialogue and non-violent discussions.

Women's Trust is supported under the Democratization project due to its leadership skill development programme supported by NPA. The evaluation team attended activities in Zvishavane related to establishing a housing cooperative that was meant to promote leadership and access to economic resources such as land for women. Women's Trust is among the NPA partners with a very clear rights-based approach, staff working on the NPA funded project are competent and knowledgeable about the RBA. Promoting leadership is highly relevant in a situation where women have largely had marginal roles in the public spheres of decision-making.

4.2.2 Violence against Women (VAW)

Domestic violence against women, especially wife beating, is common and crosses all racial and economic lines in Zimbabwe. For NPA, violence against women has been a key issue for more than a decade, and most NPA country programmes are addressing the theme. In Southern Africa, Mozambique is one of the country programmes not addressing violence against women.

In Zimbabwe, NPA is supporting six organisations under the VAW thematic area:

- Musasa Project
- ZWLA
- Kajiwa
- Kunzwana Women's Association (KWA)
- Kubatana
- Wadzanayi

All six partners were new in 2003, except KWA which had cooperated previously with NPA for a shorter period. The three CBOs, Kajiwa, Kubatana and Wadzanayi were previously receiving funding

¹³ Please note that there are some inconsistencies in the terms used for this category. In the Country Strategy, it is referred to "community empowerment", while in other NPA documents, "Democratization and Participation."

¹⁴ Also this theme is named by different topics, in Country Strategy "Land Resource Management", while in Plans to NORAD 2006 and Terms of Reference for MTE it is referred to as "Land and Resource Rights". This report will use mainly the latter term.

under the umbrella of Zimbabwe Women’s Bureau, but when the support to the Women’s Bureau was suspended in 2004, it was channelled through Kajjiwa while waiting for the two CBOs to be formally registered.

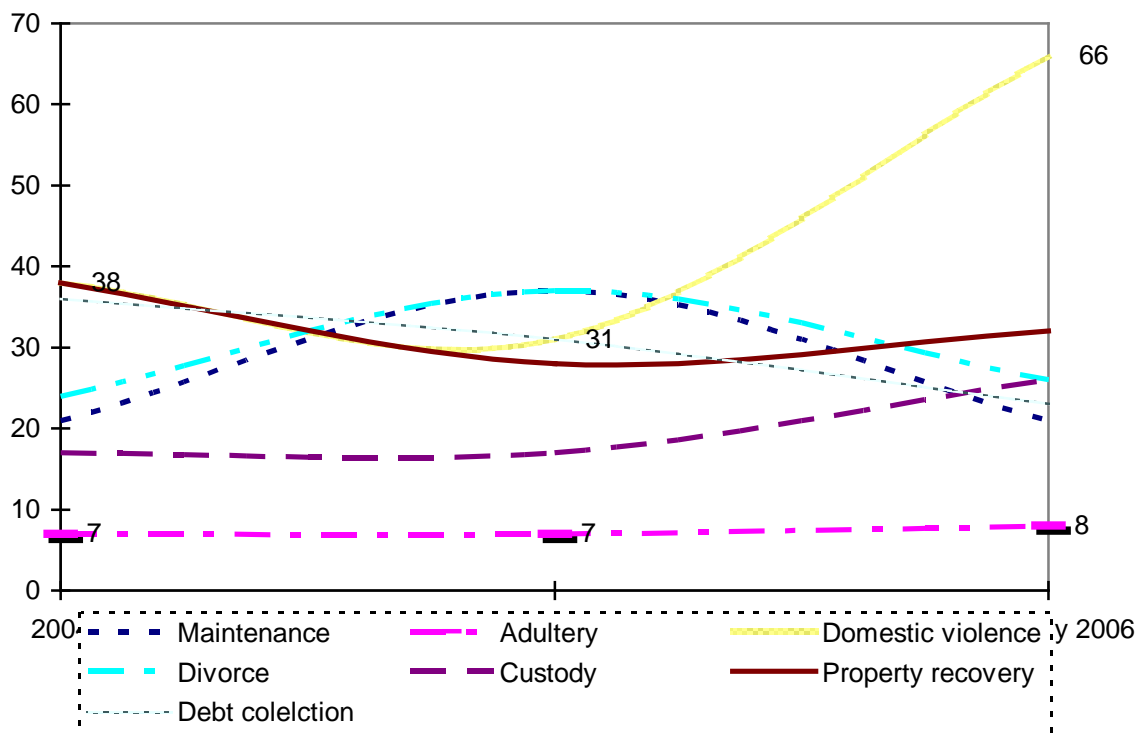
In the Midlands, NPA is supporting the Musasa project’s training of peer educators in 10 wards in Zvishavane. After an initial needs assessment, where Musasa conducted four focus group discussions in four wards,¹⁵ a problem tree was developed which pointed to poverty as the main issue caused by four root causes:

- drought
- disempowerment of women
- unemployment
- too many beer outlets

In order to address the main issue pointed out by the women when discussing what causes violence against women, Musasa put together a multi-sectoral team of facilitators from the police (the victim-friendly unit), Health and Social Services, as well as a paralegals from the Legal Project Centre and the field officer from the Musasa project.

The evaluation team visited several wards and spoke to a wide range of clients from the Counsellor in one ward to trained peer educators, among them an active group of commercial sex workers. Achievements of the project were already visible; around 20-30 trained peer educators acted very assertively and with self-confidence knowing their right to inherit from their husbands, right to protect themselves sexually and the right to live without domestic violence.

Table 3 - Number of female clients seeking legal advice in Zvishavane (Legal Aid/Musasa)



Source: Musasa Records (2006)

As seen in Table 3.above, the number of cases referred to the paralegals as a direct result of Musasa’s intervention has increased continuously. Even if the numbers for 2006 comprised only the first six months (up to July 2006), the number of women seeking legal advice increased from 28 cases for the whole of 2005 to 32 cases for the first six months of 2006. The paralegals working with Musasa

¹⁵ Musasa (undated) “Summary of the Four Focus Group Discussions Conducted in 4 wards of Mutambi, Chivonekano, Zvishavane urban and Runde.”

explained that for 2005, they saw a decrease in number of women coming to them due to the uncertainty of the situation after Operation Murambatsvina (see Context Analysis) whereby many were displaced or were unable to participate in the project's activities.¹⁶

The number of women seeking legal help regarding domestic violence in 2006 has exploded, 66 women had sought help during the first six months, and the number is likely to double according to the Legal Aid project. This trend could be seen as one side effect of the increased attention surrounding the Domestic Violence Bill¹⁷ which was finally approved by parliament in November 2006 (during the field survey). The campaign for the Bill was launched three years ago and has been a mobilising issue for many of NPA's partners working to fight violence against women, as well as an issue for public debate. One male parliamentarian claimed that violence is "part of our culture" causing a heated debate and his subsequent suspension by his political party for the utterances. The issue of obtaining birth certificates was a hot issue when Musasa project started up in 2004 (20 cases), while in 2005 only seven women approached for help on this issue. In the first six months of 2006, Musasa was able to conduct 8 out of 12 planned workshops where issues like violence against women, HIV & AIDS, as well as sexually transmitted diseases (STDs) were raised. The town of Zvishavane, being a mining town as well as close to the border with South Africa has one of the highest infection rates of both HIV and STDs in the country.

In Mutoko, the evaluation team observed Kajiwa conducting workshops gathering men from six wards to discuss and raise awareness around what violence does to women and the family. The trainer of the workshop came from Padare/Enkundleni/Men's Forum on Gender in Harare. Padare is an anti-sexist men's organisation founded in 1995. The organisation takes its name from a Zimbabwean tradition where men gather together in order to discuss community issues and make decisions about the community whilst excluding women and children from the process. The goal of Padare/Enkundleni is to transform the exclusive male tradition into a progressive practice to bring men together to discuss cultural and social issues related to gender justice and equality.

These two NPA partners illustrate how relevant the themes are to the context in Zimbabwe. While both work on fighting violence against women, both partners include men in the training, although Kajiwa has included men to a larger extent. Of Musasa's peer educators, only three out of 20 + were men, the rest were women, while in the wards Musasa had targeted the decision-makers, especially the chiefs, kraal heads and traditional leaders were all men.

Zimbabwe Women Lawyers Association (ZWLA) is an association of around 50 women lawyers that was established in 1992 by a group of lawyers in either private practice, government service or the academia and non-governmental organisations. ZWLA's goal is "a Zimbabwean society where women are empowered and assert their rights within a justice system that treats men and women equally and that is sensitive to the needs of children." NPA supports ZWLA's outreach programmes in areas outside Harare. According to ZWLA's statistics, the number of women coming for free advice increases by the day, especially cases of loss of property due to husband's death, issues of maintenance from fathers of the women's children and divorce. The intervention of ZWLA is seen as highly relevant in the Zimbabwe context as it creates immediate access to redress of denial of rights for women which is widespread due to the high death rate of spouses and the high level of poverty where property is grabbed by in-laws of widows or divorced women.

Two smaller young community-based organisations, Association of Kubatana and Wadzanayi Trust, were found to be in close touch with their target groups, but less professional in terms of planning and reporting. Initially supported through the Zimbabwe Women's Bureau (ZWB) prior to the phasing out of the NPA/ZWB partnership, both CBOs have benefited greatly from training and capacity-building

¹⁶ Interview with paralegal advisor, Legal Advise Project, Zvishavane, October 2006.

¹⁷ The Domestic Violence Bill that seeks to provide for protection and relief to victims passed the committee stage in the House of Assembly on 1 November 2006, and was referred to the Parliamentary Legal Committee for scrutiny on whether the amendments conform to the Constitution.

from Kajiwa, through whom NPA support is being channelled. Kajiwa has also helped them to register in accordance with Zimbabwe's law. Kunzwana Women's Association is the only partner in the thematic area of Violence against Women, which has been supported since 2000. The current phase is an extension. KWA (like 7 other partners as categorised in table 2 above) is a traditionally service-delivery organisation but the only one specifically focusing on women and youth in the severely disadvantaged farming communities, providing support and training for women in large commercial farms as well as in smaller farming units. KWA's goal is "To economically empower marginalised women, children, and the youth on commercial farms and adjacent resettlement areas and facilitate an improved standard of living enjoying equal status and benefits in the development process. Kunzwana hopes to achieve this through the provision of education, information, skills, credit, lobbying and civic awareness to allow women, children, and the youth full control of their lives."

The field level approach of KWA, like that of other service delivery partners, is less rights based at activity level but more rights based at community engagement, project leadership and participation level where women drive the programme and own the organisation which they see as a vehicle for their own economic empowerment. In their meetings and discussions, KWA and the Kubatana and Wadzanayi CBOs integrate issues of violence against women and HIV and AIDS as important to the economic empowerment of women. The CBOs have benefited from NPA support through Kajiwa; in the case of Wadzanai Trust in Domboshawa, the support has included infrastructural development of a centre for their activities. Women participation and leadership is the visible feature of the Wadzanai Trust CBO with one group of women setting up and running a carpentry cooperative where they make coffins and have decided that they will not have any male members in the group as they wish to keep their space and have proved that they are capable of performing in the male dominated activity of carpentry. The same approach has been adopted by the Association of Kubatana CBO in Mutoko.

4.2.3 Land and Resource Rights

Four partners were supported under the theme of land and resource rights in 2006; ZIMNET, ZIMPRO, Dabane Trust and Mwenezi Development Training Centre. Although the theme brings to mind the Zimbabwean agrarian reforms and redistribution of land, NPA has a slightly different definition of this theme:¹⁸

LTDO: NPA's partners and their constituencies have skills and strategies that enhance the capacity of the civil society to participate in policy and decision-making processes that affect their livelihood

IDO: NPA's partners, their staff, members and constituencies have information, tools and competence that enhance their organizational capacity and ability to network, lobby and advocate for equitable distribution of resources and increased food security¹⁹.

Thus, NPA defines land as an issue of food security and natural resources, not direct access to and ownership of land. This definition, while relevant to the context of the communities the partners engage with, leaves a strategic dimension of access to and ownership of land and resource rights which are crucial aspects of the agrarian reforms in Zimbabwe. The communities the partners are working with will also be affected by the issuing of 99 year leases to new farmers or the issue of usufruct rights to communities so that they have legal and long lasting claim to access and ownership of land and natural resources in their communities. This way they can have legal basis to secure their right of control and deriving benefits from use of the resources such as the Nyanga communities have started doing. As before, it is possible that without adequate lobby and advocacy on gender and women's rights to access and own land and resource rights, women could be marginalised in the granting of these rights in the new land redistribution policy. It is this missing dimension which could benefit from the bringing in of a strategic partner by NPA, the African Institute for Agrarian Studies (AIAS) which might raise awareness of agrarian reform policy issues and infuse them into NPA partners' programming at appropriate levels.

¹⁸ Quoted from NPA Zimbabwe Country Strategy 2004-7 final, June 2005

¹⁹ This is presented as a thematic IDO for Land and Resource Rights thematic area and not as the CP IDO

4.2.4 Youth Participation

The NPA thematic area of youth participation was included under Democratization in the first drafts of the NPA Zimbabwe country strategy, but as the vision became clearer, NPA decided to make the theme a separate category. Two membership organisations; SHAPE Zimbabwe and Youth Ahead Zimbabwe (YAZ), are being supported. A third partner is still at project stage, the Young Voices Network being managed from the NPA CPO. Youth is defined as people from the age of 15 to 25.

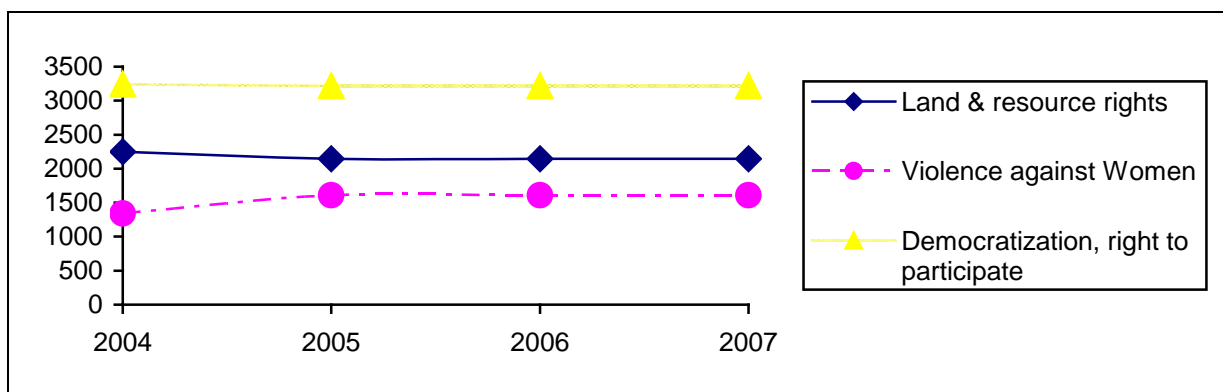
SHAPE's focus is to promote gender sensitivity within the universities in Zimbabwe, currently with main activities in University of Zimbabwe main campus. SHAPE is organising workshops, discussion clubs and clean-up campaigns through the many active clubs (soccer, drama, music and others) on issues related to gender, safe sex and HIV & AIDS. The NPA partner is widely recognised by the target group as a focal point for youth empowerment at the university. YAZ's overall goal with the support from NPA is providing access to information for young people on issues like HIV & AIDS and gender in order to empower young men and women about sexuality and reproductive rights.

Members from both partners are active in the third project in the Youth Participation, the Young Voices network. A SHAPE volunteer assisted Young Voices with script writing and play performance. The gap identified in this category relates to the absence of a clear strategy regarding the future status of YVN as a stand along entity. It would appear the Kajiwa model of nurturing the young network and giving it space to become an entity owned and run by the young people is not yet spelt out. This has been identified by the YVN leadership as a priority for the next strategic planning process due in 2007. A situation where the project continues to be run from the NPA CPO is not conducive to the growth of the Young Voices.

4.2.5 Distribution of funding to thematic areas

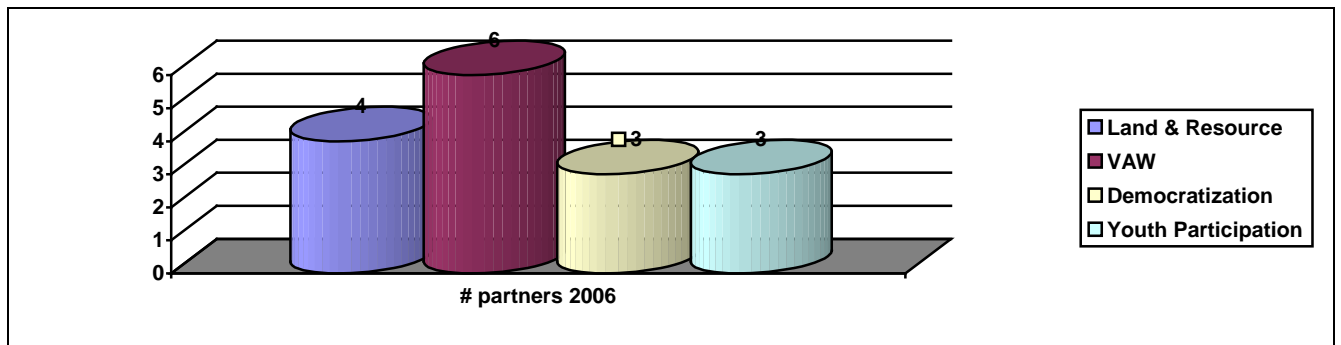
In NPA's multi-annual plans submitted to NORAD for 2004-7, the planned distribution of the funding for the projects were as follows (please note that Youth Participation was included in category 1) Democratization):

Table 4 - Distribution of funding to thematic areas



Source: NPA CPO financial records (2004 – 2006)

The number of partners in each theme was almost equally distributed for the year 2006, except for VAW which has six cooperating partners (see figure below):

Table 5 – Distribution of Partners in Thematic Areas (2006)

Source: NPA CPO Records (November 2006)

The two tables indicate that Violence against Women (VAW) is the sector with the largest number of partner organisations, but with the least funding. Comparing budget disbursements, partners working with VAW receive in average of around 230.000 NOK, while partners in the sector of Democratization, including youth participation, receive about double the amount.²⁰ Among the partners in the Democratization sector, the youth projects were the smallest in terms of budgets.

4.3 Relevance Of Cross-Cutting Themes To The Context

In NPA Zimbabwe's country strategy highlighted three cross-cutting themes as

- HIV and AIDS
- Gender
- Environment

All three themes are found to be highly relevant for the Zimbabwean context. Gender due to high prevalence of gender-based violence, violence against women, unjust inheritance practises against widows, and girl-child abuse.

Although the cross-cutting issues are seen as highly relevant, the evaluation team did not find any systematic efforts as reporting on them. While the other projects report on results and achievements, the price of "mainstreaming" seems to be a lack of specific reporting (and thus follow-up since deviations will not necessarily be monitored and discovered).

The above raises the question; what does cross-cutting issues imply for NPA? Which implications will the issues have? One answer to that could be that HIV & AIDS sector wide interventions to the NPA partners work-places could be implemented. Knowing that the epidemic affects every family, around 20-30% of NPA staff is bound to be affected by it one way or another. Although NPA has implemented a work policy on HIV & AIDS (see also NPA Capacity), very few of the partners had facilitated family support, social support, provident funds (pension schemes) for its staff. NANGO has not explored the possibility to establish sector wide support schemes that could benefit from the scale of numbers working in the NGO sector for the various support schemes including unemployment benefits.

Furthermore, mainstreaming HIV & AIDS could also imply earmarking funds for livelihood programmes or projects within the Land & Resource Rights sector. Oxfam in Malawi has reported good achievements when earmarking 30% of the funds for people living with HIV & AIDS.²¹ Personalising the issue of HIV & AIDS at individual organisational level could ensure buy in from all stakeholders, including the people living with HIV & AIDS.

²⁰ Calculations based on Plans for thematic budget submitted to NORAD for 2004, and 2005.

²¹ From HIV/Aids and Livelihoods – experiences in mainstreaming from Malawi, Oxfam 2004

Finally, NPA's third cross-cutting issue of Environment is receiving less attention than the other two. Despite the fact that environmental degradation is on the rise in Zimbabwe, it is a less prioritised issue - perhaps due to the high poverty levels. Urban agriculture and small scale mining activities could be threats to long-term water supplies. Dilemmas between environmental concerns and the need for food security make definitive action difficult in this area. When the theme was introduced there was training and capacity-building but no resources were allocated to the theme. NPA's Head Office acknowledged that a strategic decision has been taken on central level that NPA Zimbabwe should focus on gender and HIV & AIDS.²²

4.4 Relevance Of Partners In The CP/Type And Location Of Partners

NPA's partners are spread all over the country as illustrated in the following table.

Table 6 - Geographic location of NPA funded projects

Partner	Location of NPA-supported projects
KWA	Mashonaland East: Ruwa, Beatrice, Macheke
ZIMCET	Mashonaland West: Chinhoyi
ZIMPRO	Matebeleleland South: Insiza; Manicaland: Makoni
ZIMNET	Manicaland: Nyanga
Dabane Trust	Matebeleleland South: Bulilima
ZWLA	Norton, Hatcliffe-Harare & Chitungwiza
NANGO	National, secretariat in Harare and Bulawayo office, Masvingo, Midlands and Manicaland regions
Women's Trust	Midlands, Mashonaland and Matebeleleland South - districts of Zvishavane, Mutoko, Mudzi, Murehwa, Matobo respectively
Musasa	Midlands: Zvishavane, Gweru
SHAPE Zimbabwe	Harare : University of Zimbabwe
YAZ	Harare: Kuwadzana
Kajiwa	Mashonaland East : Mutoko
Wadzanayi	Mashonaland East : Chinamora
Kubatana	Mashonaland East : Mutoko
Young Voices Network	Harare, Macheke, Norton and southern Africa region
Mwenezi Development Training Centre	Masvingo: Mwenezi district

Source: NPA and Partner Records (2006)

The geographical spread of partners as I table 6 above was found to be not by direct choice of NPA, but according to their partners' geographical location. Given the geographical spread, NPA does not have enough capacity to follow-up the projects more than once a year (sometimes not even once a year). The geographical spread compromises the effectiveness given the available capacity for follow up and support, but this must be seen in comparison with what is gained from supporting partners in their specialised fields. Working with rights depends more on the macro-level of society rather than geographical locations unless issues are around ethnicity and geography specific issues.

4.5 Relevance In Relation To Priority Needs Of Target Group

With the increasing impoverishment of Zimbabwe, some partners and external resource persons criticised NPA for not fully adapting to the lived reality of the country. "How can you attend a workshop if you are hungry?"

²² Interview with NPA advisor in Head Office, Oslo

This is seen as a critical issue for the Evaluation team which discussed the issue widely with various stakeholders. There is no doubt that NPA's Rights-based programming cannot work alone among target groups where food security is at stake. One implication of the rights-based approach was thus found to be that it requires other donors to support NPA's partners with resources for livelihood support programmes or for the core activities of the organisations. Even in cases where the NPA partner's core activity is promoting rights, for example, Women's Trust and leadership skills, the evaluation found that Women's Trust was engaging with local communities on issues such as access to Housing (Zvishavane) and Protection against Sexual Abuse (working with Girl Child Network in Mutoko). This could be an indicator for some of the challenges of RBA.

Since NPA has been criticised for not taking on board livelihoods, it should be mentioned that NPA is supporting two partners in their humanitarian work with Supplementary Feeding for school children in Insiza and Mutare.²³ Although NPA's humanitarian work was outside the scope of the evaluation, the team visited MDA, one of NPA partners that has previously worked within the long-term development programme, but is now conducting supplementary feeding. What became evident during the field discussions was the inevitable link between rights issues and the child supplementary feeding scheme. Because MDA had participated in the original transition to rights based programming, the consciousness and explicit attention to rights issues in the context of child supplementary feeding was evident in Zimunya and Marange. The outstanding features of rights based programming include – strong community ownership of the programme with women professionals and village cooks for the children and men all participating in managing the programme. The terms of reference for the community structures have been extended beyond the feeding scheme to food security. There is serious shortage of water in the project area while there isn't any water harvesting technology similar to the ZIMNET Nyanga communities in the communities' vision. The issues of girl child education and sexual abuse and the right to education for the young children who would have been "hidden" in the homes by their parents due to stigma in relation to various physical challenges (disabilities) such as the downs syndrome have been unintended outcomes of the project. A special class for the challenged children is now in operation in Zimunya where they had no access to education for challenged children before. Thus clearly even for the Humanitarian assistance, the intervention can be a strategic entry point to open up communities to organise themselves and create awareness on specific rights issues having had the stimulus from community mobilization and organisation around humanitarian issue.

4.6 Conclusions On Relevance Of NPA CP 2004 – 2007

NPA Zimbabwe has succeeded in retaining a relatively strict rights-based focus for the first 2,5 years of the new strategy. Summing up the findings:

- Right-based approach is highly relevant to the current Zimbabwe context.
- All three thematic areas; democratization, youth participation, violence against women are seen as highly relevant. Fourth thematic area of land and resource rights could benefit from being more refined and clearer, in terms of the goals and expected results from this program for example having a stronger focus on access to land for livelihoods support and preventing the marginalisation of women in the new era of community and individual ownership under the new land reform policies of the country.
- The new RB approach did not change the partnership approach, which continued more or less as previous, but refined it. The major shift was seen in choice of partners and the programme content of the partnership programmes .
- Thematic area "Violence against Women" has most partners but least financial resources.
- Cross-cutting issues are highly relevant, but no systems in place for monitoring results and achievements in these areas.

²³ Financial support from the Norwegian Ministry of Foreign Affairs.

5. FINDINGS – EFFECTIVENESS

This chapter outlines the findings on how effectively the NPA partners are working to achieve the immediate development objective.

5.1 NPA Choice Of Partners – Partnership Policy

For selecting cooperating partners, the CP has developed criteria based on sources like NPA's international strategy and the partnership policy (1997 and 2004) – except in the case of partners like Dabane Trust, MDTC, ZWLA and Musasa Project which were taken on following a request from NORAD; in addition, these partners were all relevant to the NPA thematic areas. According to the CP strategy, the following criteria are applied in assessing partners for selection:

- Rights-based
- Change agent
- Popular/ grass root support
- Participatory approach
- Internal democracy
- Administrative routines
- Gender awareness
- Capacity and/ or potential
- HIV & AIDS awareness
- Environmental awareness

In addition to those criteria written in the strategy, the staff mentioned in interviews criteria such as:

- shared values with NPA
- registered and work within a legal framework
- chances for being sustainable to some extent;
- be able to fund-raise.

NPA does not approach partner organisations for potential cooperation, but want partners to take the initiative to approach them. So far there is one exception to that when NPA approached NANGO to be a partner due to the strategic importance of NANGO as a defender/representative body of civil society. Since 2004-7 is the first time NPA Zimbabwe has developed a proper country strategy, this period is seen as a pilot period whereby the process of entering into partnership, and exiting partnership is being elaborated and discussed.²⁴

Partnership is defined as “development assistance characterised by cooperative and complementary endeavours by like-minded development actors / agencies / organisations /institutions for the benefit of a common target group. The roles and responsibilities of the respective partners involved are clearly defined.”²⁵

Instrumental in the selection process are also policy documents from NPA Head Office such as the Partnership Cooperation in Civil Society,²⁶ “Youth and the Right to Participate”²⁷, as well as “Democracy and Right to Participate” and the NPA policy for ending Violence Against Women.²⁸

The partnership document emphasises the need for NPA to select civil society organisations (CSOs) that promote democracy and:

- represent the interest of particular segments of society
- contribute with sharpening public and corporate policies (exercise influences)

²⁴ Interview and discussions with NPA project officers October/November 2006.

²⁵ Definitions of terms like partnership, civil society etc, please refer to www.npaid.org/dictionary

²⁶ Norwegian People's Aid “Partnership cooperation in civil society”, approved by NPA Board 13.12.04

²⁷ NPA's policy with operational framework for Youth and the Right to Participate, K. Eskeland, 6.10.06

²⁸ NPA policy with operational framework for ending violence against women, approved by NPA Board meeting, 15.04.05

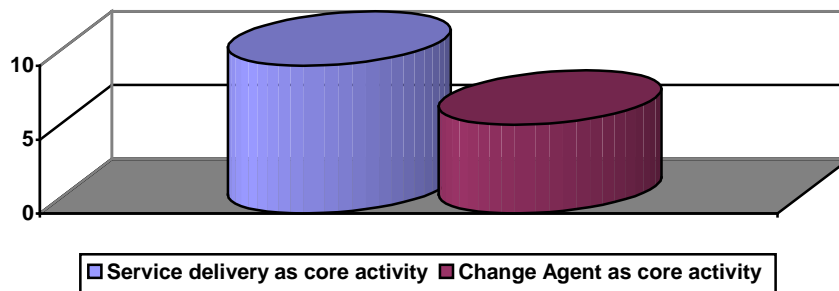
- mediate between members of various constituencies (conflict resolution)
- hold public authorities or corporations accountable (“watchdogs”)
- provide social networks for members, skill of cooperation and norms and adhere to values such as trust and reciprocity.²⁹

Who are the partners and what do they do in relation to IDO?

As seen in Table 2 in chapter 4, among NPA’s 15 partners, the large majority of the partners have service-delivery at the core of their activities: Musasa, ZWLA, MDTC, ZIMNET, KWA, Dabane, MDA, ZPT, KDCA, Kubatana, Wadzanayi and Youth Ahead all have strong components of service delivery.

Five partners were found to be primarily change agents (NANGO, Women Trust, SHAPE, Young Voices and ZIMCET) since they do not deliver any services except training, workshops and capacity-building for allowing people to enhance their skill as change agents and social mobilisers. Musasa and ZWLA are organisations which can be classified as both since both have strong elements of advocacy and lobbying for women’s rights.

Table 7-Distribution of Partners Service Delivery and Change Agents



Source : NPA & Partners Records (2006)

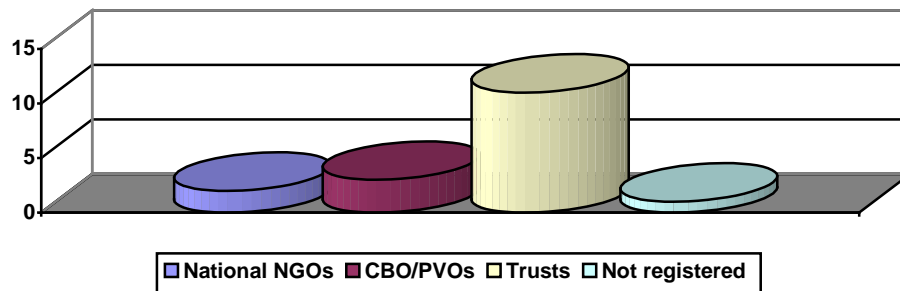
The first group play roles as change agents, especially in the NPA supported projects due to their focus on RBA. In the new strategy period 2004-7 four partners were retained from the previous period (ZPT, ZIMNET, KWA and Young Voices) because they were seen as having potential for developing their RBA. The findings of this review show that all partners have made strong attempts at RBA in their programmes. However some partners have been dropped. A closer look at which organisations have been phased out in the current period 2004-7 reveals that these partners have been phased out due to issues of governance and financial management (ZWB, MDA) rather than not being RBA enough, indeed as the field work for MDA showed that it has strong RBA features in its humanitarian work in Manicaland.

What type of partners and what impact on effectiveness

The big national organisations seem to have big costs in reaching out to the communities. Smaller CBOs can effectively use funds for direct engagement and tangible inputs. CBOs are more effective in achieving the NPA IDO and in terms of their own projects, but for NPA CPO level support, they are more costly to follow-up and they tend to demand closer and longer term engagement.

²⁹ NPA Partnership Policy, page 3

Table 8- Distribution of Portfolio by Type of Organisation(November 2006)



Source : NPA & Partners Records (2006)

5.2 Partner Capacity To Deliver

Adequacy of partner capacity for effective delivery on the IDO

- **Programming staff levels** - NPA partners have adequate staff capacity, challenges are at conceptual level and making RBA more visible, especially partners that are doing service delivery activities as their core e.g. ZIMNET, Dabane, ZPT. Most NPA funded projects focusing on workshops which are less labour-intensive. Resource persons are hired and community participation is high. This helps to reduce the demand of direct partner staff capacity to implement the project activities.
- **Financial management** – there are systems and structures in place while the scope of the systems still needs to be developed especially with regard to the transparency of the budgeting process, knowledge of and control of resources by the participating communities or the target group where the projects are clearly community owned; reporting on expenditure and matching income and expenditure; the level of financial management skill is reasonable to adequate as demonstrated by the structure and quality of budgets and reports produced by the various partners; there has been no evidence of the partners achieving a common standard of budgeting and reporting making it a challenge for NPA to monitor budget implementation across the entire portfolio; transparency has been limited especially with regard to the disclosure requirements in financial statements and sharing the management letters from auditors;
- **Field operations capacity** – outreach structures and field presence exist for most partners with field based programmes; field operations capacity – vehicles, communications and general logistics have been a challenge because of the current economic hardships and the poor state of the country’s road infrastructure where of the 88 000 km of the road network, only 40% of that is considered to be in good condition;

5.3 Challenges Faced By Partners

The following emerged as the major challenges faced by NPA partners in implementing RBA:

- the economic environment is limiting effectiveness of partners as they achieve less due to hyper-inflation and the shortages of goods and services
- political polarization inhibits freedom of expression and engagement
- perceptions and self-censorship limit the cooperation among partners
- staff retention capacity is low and limits the sustainability of staff capacity development as staff turnover at partner level is high
- lack of cooperation among the partners was found to be a great challenge among NPA partners. Even partners working in the same thematic area were not cooperating much (with a few exceptions). With scarce resources and less funding coming in to Zimbabwe limited cooperation amongst partners would be lost opportunities to optimise use of resources.

6. FINDINGS – EFFICIENCY & SUSTAINABILITY

6.1 How Well Is The CP Performing At Partner Level?

Deployment of resources to achieve IDO - a review of budget allocations between direct capacity strengthening and other budget lines shows that the majority of partners have been spending less than 50% of their budgets on direct capacity building at staff level. With the high level of staff turnover, the coverage of the capacity building activities is limited and may not be sustained if the NPA training is stopped.

Application of resources – the analysis of the distribution of resources between programme overheads³⁰ and direct programme expenditure revealed that there appears to be no policy with regard to what may be considered efficient deployment of resources; programme overheads have generally been above the generally accepted level of 15% of total expenditure.

Implementation methodologies applied in RBA programming – as analysed in chapter 3 earlier, the methods used for implementation of programme activities have largely been appropriate as they have achieved the building of capacity and sharing of experiences among partners within the budgets NPA had stipulated.

Promotion of participation – the level of participation in programme planning by the target group has been evident in some partners while it is not in others; programme ownership would be the result of effective levels of participation and such ownership is more evident in community based projects than national level interventions where beneficiaries come from scattered locations e.g. the Musasa and ZWLA constituencies.

6.2 How Well Is The CP Performing At NPA Country Programme Office Level?

6.2.1 Overall findings - the positive indications

Portfolio size and CP capacity - the CPO has sufficient capacity to handle the portfolio of 16 partners. On face value 16 partners could be argued to be too much for just two programme coordinators when compared to other donors or NNGOs. Interviews with some of these NGOs showed that they have almost 1 PO to a partner and do not have as much field outreach as NPA CP. The capacity building activities reviewed in chapter 3 revealed that the methods used effectively enable NPA to cope with the workload. However, field visits as a method are the ones that tend to overstretch the CPO capacity. At the same time, the review team recognised the opportunity for the CPO to augment its capacity by engaging strategic partners who in turn will engage the relevant partners.

Partnership and solidarity / value base – partnership has been the framework of the relationship between NPA and all the partners. Negotiations, discussions, sharing and dialogue have been the major activities involved in the interaction in the partnership. The content of the partnership has inevitably been anchored on funding but this has not overshadowed the value basis of the relationship as seen in the nature of the activities carried out by partners. Solidarity has been identified as one outstanding feature of NPA partnership especially given that NPA is among the few NNGOs that have remained with an office in Zimbabwe when many have migrated to Zambia or South Africa as part of the international isolation of Zimbabwe or to escape the difficult operating environment-the NPA partners recognise this as an indicator of solidarity. The CPO has continued to emphasise the non-funding dimension of partnership and the partners recognise this.

RBA implementation - the CP has successfully introduced and implemented RBA through its partnerships with local NGOs and CBOs over the period 2004 to 2006. However in assessing this achievement, it is important to note that the success is due to the efforts started not at the beginning of

³⁰ Programme overheads are overhead expenses that are a direct consequence of the existence of a specific programme such as having an additional office to accommodate a programme officer;

the current programme framework but even in the latter part of the previous programme framework 1998 – 2002 when it became apparent that the strategy of economic empowerment without addressing rights issues was failing in the Zimbabwean environment. During field visits of this MTR, it was evident that RBA is now understood and being operationalised albeit to varying degrees. The attribution 100% of the success of the rights issues advocated for by partners would be misleading in measuring the effectiveness of the NPA CP. Other significant CSOs have been working in the same area as NPA and its partners e.g. the domestic violence bill and the Women's Coalition's efforts.

Capacity building of partners - while the training has been relevant and effective in generating a common understanding of RBA and developing methodologies of implementation, the training has been limited to a few people. This leaves the partners vulnerable to sudden loss of the capacity built should the trained staff members leave for greener pastures.

Emerging strategic partnerships – the concept of strategic partnerships is recent and so far strategic partners include AIAS, SAFAIDS and SAHRIT. All are regional institutions regarded as experts in their areas. They operate in the CP's thematic areas of land and resource rights (AIAS), HIV and AIDS (SAFAIDS) and human rights (SAHRIT)

Visibility of NPA in Zimbabwean civil society landscape – NPA has achieved limited visibility in the Zimbabwean civil society landscape beyond its partnership network. This assessment is based on the extent to which NPA is referred to in the media or the extent to which an issue in any of the thematic areas comes up and the partners recognise NPA look up to NPA as one of the key actors in relation to that issue. This is unlike other funding agencies that appear in the media both electronic and print and even on bill boards (such as Hivos on the domestic violence bill and UNAIDS on HIV and AIDS and others). The visibility of NPA is however higher at the community level when one engages with communities where the partners are working with CBOs who tend to emphasise that they are using support from NPA as established during field visits for this MTR. This is both positive and negative. Negative because it means these communities working with smaller organisations have a greater sense of dependence than the larger organisations who may not even mention NPA in their engagement with communities. On the other hand, this should be a positive indicator of NPA being more in solidarity with the smaller and more vulnerable CBOs and communities than with better resourced national constituencies where bigger donors and other players engage. However, this needs appears not to have been explored as an area where NPA has made a strategic choice because this will determine the visibility that is desired and therefore the direction of investment.

Replicability – the Replicability of emerging models such as Kajiwa, ZIMNET and ZIMCET is evident but the NPA CPO has not yet started taking up the lessons and making conscious programming decisions to initiate or support linkages for replication. Opportunities for such active promotion of replication exist within the current portfolio such as using the Kajiwa model to develop the Young Voices Network. The ZIMNET experience in Nyanga presents an opportunity for the Zimunya community working with MDA to tap into the waters from the Vumba mountains for sustainable food security in support of orphaned children on the NPA funded supplementary feeding schemes.

6.2.2 Challenges faced by the Country Programme

Limited transparency - there is evidence of limited transparency in the sharing of management letters from external auditors and there appears to be no policy position from NPA in this regard. While it is true that it is the prerogative of the Boards of partner organisations (like with any other organisations in any sector) to decide who to disclose the contents of their management letters, the premise of the NPA partner relationship is that this is a partnership and not a donor-recipient relationship. It is therefore difficult to conceive a situation where the boards of the partners would wish to deny NPA access to their management letters unless it is because NPA has never defined this as one of the expectations of the partnership. In this regard, the reciprocity parameters maybe under-developed.

RB programming vs. livelihoods priorities – there exists a tension with partners on the feasibility of RBA implementation by-passing immediate livelihood issues facing the very communities whom partners want to engage in RBA. NPA argues that it can not fund everything. The assumption is that the partners should be having other sources of funding to support the livelihood needs of the communities concerned. However it is clear that this raises a number of unclear points about NPA policy:

- Does NPA fund livelihood projects or only if they are linked to RBA?
- Does NPA by funding humanitarian assistance with two partners (ZPT and MDA) make a statement that it still remains open to humanitarian interventions and other partners can access such support?

By supporting the infrastructural capacity at Dabane and ZIMNET the message being made is that heavy capital developments in a vital resource such as water for livelihoods support, is an area where NPA funding can be deployed and other partners can develop proposals for similar projects. At the same time it is also known that NPA only has a limited budget from NORAD for the framework period of 2004 – 2007. Therefore, even if new requests were submitted with the same value and impact as the ones cited above, NPA might not be able to fund them. In the absence of a full fledged country programme strategy for the period 2004 to 2007, the policy position and strategy on these features of the country programme is missing.

6.2.3 Effectiveness of CP in addressing the IDO

The CPO is faced with limited follow up capacity with a portfolio of 16 partners between 2 programme coordinators and a number of regional engagements which they also have to attend to. Leadership of the CP and management of partner relations has been fragmented among the two programme coordinators and the Administrator. In spite of the efforts of the present management team, it is clear that the CP would benefit from a clear leadership that leads the team out to engage with partners and supervises implementation of the country programme and general compliance levels with NPA programming parameter. One consequence of the leadership gap created by the lack of a CP manager was the communication with the regional office and HO. After the CP manager left HO did not set-up a clear organisational structure in the CPO. Unclear and sometimes confusing lines of communication and reporting between the tripartite management team and the RO opened up for internal disputes. From HO, the issue of personnel in CPO was left for the RO to handle. Parallel to that there were frequent changes in contact person for the CPO in HO in Oslo.

Grant management practices such as the late disbursement of funds, which is beyond the control of NPA CPO or HO, have had a negative impact on programme implementation as activities are delayed. The disbursement of funds to partners in foreign currency was seen as a way of cushioning the partners against the hyperinflationary environment in Zimbabwe, the down side of this policy is the lack of a policy on the management of foreign exchange risk and disclosure requirements for partners reporting to NPA as well as verification of transactions to ensure integrity at partner level and at the banks who handle NPA partner funds. Skills of CPO staff vis-à-vis partners support requirements in relation to financial management (especially in relation to systems of internal controls and reporting by partners to NPA), strategic planning (especially in relation to having a strategic long term perspective to RBA programming in Zimbabwe and the under-developed CP strategy for 2004 and 2007) and organisation development (especially as evidenced by the YVN & SHAPE Zimbabwe institutional arrangements) appear to be limited and in need of sharpening.

Lack of cooperation with other like-minded organisations, be it international or local organisations, was found to be a weakness of the CPO. Apart from NANGO, the CPO does not regularly coordinate, cooperate or exchange experiences and information with other like-minded agencies.

6.2.4 Sustainability at CPO level

Partnership beyond funding relationship – this has not been tested in the NPA Zimbabwe case. The prevailing environment of poverty and dwindling funding sources for CSOs makes it difficult to conceptualise a partnership without funding being the bonding in a relationship based on common interest around specific rights issues but requiring resources to be operationalised.

RBA implementation in the social, political and economic environment in Zimbabwe – this has been proved to be feasible and sustainable; this is especially so in the case where the community participation and ownership of the programme activities and structures is very explicit from the start such as the entry of ZIMCET in building peace committees, the community mobilization by ZIMNET, Kajiwa, and others. A service delivery dimension appears to strengthen the community ownership and commitment as it has deliverables that impact directly on the livelihoods of target groups. However, this poses the risk for long term sustainability unless the deliverables are also of a long term nature in which case communities see beyond their own life-span.

NPA staff capacity and leadership vis-à-vis the portfolio growth and replication of working models –the NPA CPO has the capacity to sustain future growth and support replication of emerging models such as Kajiwa. This is possible if the CPO continues to nurture synergies among partners and strengthen the strategic partner model developed recently. The finance and administration capacity will not suffice to strengthen partner capacity and monitor the implementation of CP budgets effectively if only one person remains to implement this function. In addition, the perceived integrity of NPA CPO financial management will be compromised if there is only one person known by partners to deal with finances. It is generally accepted good corporate governance practice that segregation of duties is critical for the integrity of the system of internal controls. Thus sustainability of partner confidence and the integrity of the system is not possible with the current establishment..

In spite of these challenges, it must be acknowledged that the current staff have managed to hold the portfolio together and implementation has been sustained with positive results as the MTR reveals.

6.2.5 Some implications which NPA need to consider in continued implementation of RBA:

- RBA programming requires other donors for complementary activities regarded as priorities by the target group;
- more resources tend to be spent on getting there.... and less on direct input to the community; a more rigorous analysis of the budget structures and expenditure patterns of partners is needed in the grant management processes at NPA CPO when making the decision to fund or not to fund;
- continuous training required given the high turnover of staff as RBA is not something that people come of school /college trained in. This means NPA needs to take a long term perspective in capacity strengthening of partners as well as engaging more at institutional level where RBA maybe institutionalised as a development methodology.

6.3 Lessons Learnt from RBA implementation

The following are some of the lessons learnt on both CPO and partner level emerging from the implementation of the CP strategy so far:

- It is possible to mobilise communities and organisations for RBA strategy if the thematic issues focused on are relevant even when the rights issues appear to be too sensitive even in a specific environment of political conflict and polarisation such as in Zimbabwe.
- Rights based programming is not a short term intervention and requires capacity building amongst partners to develop common perspectives on the rights issues and how to operationalise them.
- The core business of the partner i.e. whether a change agent or service delivery organisation, influences the conditions under which RBA can be implemented, the necessary conditions for its success and the preconditions for sustainability of the results achieved.
- Partners operating at community level such as Kajiwa, Wadzanai, Kubatana, ZIMNET, Dabane, Musasa Zvishavane project or in specific locations such as tertiary institutions for Women's Trust, and the ZIMCET focus on specific locations, have more to show for their RB implementation in terms of community ownership and participation in programming unlike partners engaging in scattered urban and national locations; a decentralised implementation structure may give the necessary presence at local level for greater effectiveness in the case of national level programming.

7. CONCLUSIONS & RECOMMENDATIONS

7.1 Conclusions

1. **Relevance** - The NPA thematic areas and cross-cutting themes will continue to be viable in the foreseeable Zimbabwean context for 2008- 2012. CP thematic relevance and focus in the Zimbabwe context is very high especially given the break that NPA made with those partners who were deemed not to be addressing rights issues during the shift to RBA. This is the benefit of NPA having come out explicitly on its shift to RB programming and anchoring all partnership relationships on RBA.
2. **Replicability of CP interventions** – the CP approach and interventions are found to be replicable. There have been emerging indicators of the replicability in terms of encouraging and engaging NGOs or CBOs and communities in focusing on rights issues as core issues to their development efforts.
3. **Portfolio structure and targeting for optimal impact on target group** – the analysis of the NPA CPO portfolio structure by the review team reveals that where the CP has engaged with change agents directly, there are likely to be more challenges in the form of resistance from the power structures at community, district, national and even regional level and enjoyment of rights by the rights holders targeted maybe somewhat delayed and less visible and there may be no immediate tangible benefits to the communities served. A strong community organisation seems to be a prerequisite for the enjoyment of rights by women and men as well as girls and boys if the core is a service delivery function. Because the project intervention may leave physical assets and structures whose use should be to enhance the capacity of communities to claim and exercise their rights in the future, absence of a strong community organisation could easily see major segments of the target communities being alienated from the assets delivered by the project and therefore being denied the chance to exercise their rights.
4. **Sustainability of partners' capacity and strengthening of communities for the realisation and exercise of their rights** – as concluded above, sustainability is anchored on strong community organisation and management structures if the partnership involved service delivery as the core while for change agents, there is greater sustainability because the major cause of behaviour change is communication and internalisation of specific knowledge and skills and values inside individuals whose behaviour has to change first for results to be realised. While the realisation of results tends to take longer with change agents, once achieved, the change is more sustainable and there is no major infrastructure required but social infrastructure could ensure continued enjoyment of rights by the target communities.
5. **Effectiveness of CPO in the triangular relationship of CPO/RO/HO** – the effectiveness of the CPO has been compromised in many respects by the relationship between itself and the RO in the past year and by the unclear relationship between the CPO, RO and the HO. The lack of leadership at the CPO has meant no clear cut responsibility and initiative in coordination and this leaves staff divided and uncertain about their roles at the office. Direct supervision from Johannesburg is not effective Lack of clear leadership at the CPO means the relationship with partners is also negatively affected. It erodes the sense of confidence and one-ness between the partners and the CPO and brings about uncertainty – and could lead to doubts regarding the continuation of the country programme where it is speculated that the non appointment of a leader is indicative of the short term perspective to the Zimbabwe office.
6. **Commitment to partnership and solidarity by partners and NPA** – there is high level of commitment judging from the shift to RBA and the courage shown by partners in open commitment to the rights issues that involve engagement with the established authorities and the major political players in Zimbabwe, ZANU(PF) and MDC; challenging openly the established order with regard to violence against women by NPA partners and other CSOs, the

continued demands for participation in the political, social and economic processes by youth and other marginalised communities all point towards a genuine commitment to the focus on rights based programming.

7.2 Recommendations

1. Future NPA CP programme thrust

- a. For the next NPA Zimbabwe strategy period for 2008- 2012, the thematic areas and cross-cutting themes will continue to be viable, but NPA could benefit from planning for different scenarios (better, status quo or worse – political/economic unrest).
- b. The cross cutting theme of environment needs to be activated much more in the future as it threatens all in the future if the priorities of the environment are not addressed. Together with HIV and AIDS and Gender, the cross cutting themes need to be mainstreamed in specific manner so that the actual mainstreaming can be identified with activities, outputs and results achieved, so that it becomes easier to measure the extent to which mainstreaming is achieved.
- c. The use of strategic partners needs to be strengthened in programming for the cross cutting themes.
- d. Networking with other local, national, and/or international organisations should be given more importance as NPA in the current context is seen as insulated and only in contact with their own partners.

2. Portfolio structure

- a. It is recommended that NPA builds a portfolio that will try to maintain a balance between change agents and (rights-based) service delivery institutions because of the pressure to address some immediate needs of communities in certain areas. However, the conditionality of having strong community organisation is the key to building the partnership. The engagement of change agents will be driven by the focus on matters that directly affect the enjoyment of rights by the marginalised.
- b. NPA should continue to go where the partner's focus is, as long as the partner can document credibility and confidence among its constituencies. However the CPO is encouraged to explore synergies for follow-up in field by cooperating with other organisations due to CPO's constraints and capacity for reaching out to the most remote geographical areas.
- c. To counter the capacity limitations of the CPO, it is recommended to strengthen the operationalisation of the strategic partnerships. In addition, the methods of engagement used in the past such as workshops and conferences are still recommended to allow NPA to tap into short term capacity to execute its activities without having to commit themselves to permanent high overhead costs at the CPO.
- d. It is recommended that NPA develops a clear partnership cycle that should allow the engagement and disengagement of the partners based on clear cooperating parameters and performance indicators.

3. Specific partner relationships

- a. All current partnerships are adding value to the NPA country programme and should continue to the end of the current framework agreement.
- b. It is recommended that the relationship between Young Voices Network and SHAPE Zimbabwe and the NPA CPO be reviewed to allow space for growth of the YVN as in the case of Wadzanai and Kubatana and thus replicate the emerging Kajiwa model as well as manage the political and accountability risks inherent in the present institutional set-up.
- c. The opportunity to replicate the ZIMNET Nyanga model in Zimunya Burma valley community with MDA is recommended for further exploration and if funds permit, initial community exchanges be sponsored in the remainder of the current programme cycle.

- d. The opportunities for synergies to be developed amongst ZPT, Dabane Trust, Musasa and Women's Trust in the Zvishavane / Insiza environment should be explored and specific activities be initiated, even if only to test the feasibility of the multi-partner collaboration in one area to draw lessons for future programming; in addition to what the partners can raise amongst themselves, it is recommended that NPA mobilises funds for supporting such an initiative;

4. Partnership mechanisms

- a. **Partnership agreements for whole strategy period**– agreements are signed annually and after a review of partners' reports and audits. NPA could make a commitment to the partners for the whole strategy period (multi-annual), while negotiating budgets on an annual basis. This would make partners feel more secure of NPA's commitment.
- b. **Greater transparency** – NPA and partners should dialogue on how to address the situation where transparency levels are very high at programming level but not so at organisation and management level as signified by the limited sharing of management reports from the partners' external auditors by both NPA and the Partners; NPA has also not opened itself up to financial scrutiny by partners beyond sharing the financial plans for the year in terms of resources available and the reporting policies and procedures such as the questions raised by partners regarding the criteria used for partner selection and determining resource allocations;
- c. **Optimising earnings on the grants received** - foreign exchange rate management has not been given adequate attention to ensure attainment of high levels of integrity as well as optimising the benefit of the financial donations to the partners either in terms of exchange rate management (within the confines of the laws of Zimbabwe) or in terms of timing of disbursements and procurement of bulk requirements for partners especially where imports are required such as home based care kits, child supplementary feeding requirements and others;
- d. **Scope of funding** – it is recommended that NPA opens its scope of funding to allow funding of new initiatives which may not necessarily be anchored on some on-going organisation or activity; it is further recommended that a provision be made for at least facilitating the start up phases of initiatives directly related to replicating the successful models that are emerging from the current portfolio in the next phase 2008 – 2012.

5. Capacity strengthening of partners

- a. The priorities for future capacity strengthening need to be the following :
 - i. Financial management - strengthening financial management capacity of partners in the area of financial reporting, general accounting concepts and foreign exchange management. NPA could utilise its KPMG auditor for ensuring compliance with the provisions of the law;
 - ii. RBA conceptualisation and operationalisation - deepening the understanding of RBA beyond the directors and the senior programme person to the rest of the staff by supporting more internal training of partner staff in RBA;
 - iii. Networking & evidence based advocacy - focusing on the enhancement of knowledge and skill to use experiences and case studies from the partner level activities as the basis for evidence based advocacy at national policy level; it is further recommended to adopt the sectoral approach where the sum of the evidence from all partners in a specific thematic area will be significant enough to draw the attention of policymakers
 - iv. Communications and social marketing - strengthen the partners' capacity in the field of communications and marketing of rights issues and linking them with mainstream social, economic and political activities so that RBA is not seen as a partisan political intervention but a necessary struggle for the realisation of the goals of national development (and MDGs). Use of the media for promoting RBA at programme level/local community, district and

national level should be strengthened as part of the key capacity in communication and social marketing;

- v. **Public audits** – promoting a stronger ownership and transparency of projects among constituencies and target group by encouraging NPA partners to conduct public audits of accounts and budgets with the local communities served by the partners.

- b. **Methods of capacity strengthening** - it is recommended that workshops and conference be continued in addition to hands-on training or coaching and mentorship especially in the thematic and cross cutting areas. Outsourcing needs to be strengthened especially the use of strategic partners; exchanges and attachments, building on the existing portfolio makeup and emerging best practices should be promoted much more than in the past so that opportunities are not lost.

6. Organisation of the Country Programme Office (CPO)

- a. **CPO Leadership** - the leadership of the CPO needs to be addressed without much further delay by appointing a CP manager for better team work and more effective interface with the RO and HO;
 - b. **Programming capacity** – apart from the issue of CP manager, it is recommended that the capacity for programme coordination be left at the same level for the remainder of the current strategy period while increased use of strategic partners is encouraged. A thorough review of capacity requirements should be done as part of the formulation of the next country programme framework after 2007;
 - c. **CPO personnel issues** – it is recommended that once the new leadership structure is in place, other missing administrative issues such as lack of proper salary scale and proper procedures for employment be addressed.
 - d. **HO staffing stability** - it is recommended that the HO strive to achieve more stability in the appointments at HO in relation to the link between the CPO and the HO as well as the thematic link persons with the CPO. One person should follow-up the CPO, not shifting;
 - e. **Reorganising available capacity in finance and administration** – it is recommended that in order to boost the capacity of the CPO to engage partners more hands-on in the area of financial management and accountability, a second post be created in finance and administration to achieve explicit segregation of duties in finance as an imperative for the integrity of the system of internal controls at the CPO; this should release the Administrator to have more time for engagement with partners; at the same time, job enrichment is also possible and recommended through the addition of front office management functions to the Office Orderly position as succession planning for the front office and also in the same spirit that the driver post has “field officer” functions factored into it.
 - f. **Make a system for absorbing ‘best practices’** – it is recommended that NPA Head Office initiate a system for absorbing best practises and/or lessons and take these into account when changing development strategies or policies.
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Annex 1: Terms of Reference NPA CP Mid Term Evaluation 2006 (abridged version)

1. Purpose of the evaluation

The purpose of the evaluation is: NPA Zimbabwe is better equipped to plan and implement an efficient and effective long-term development programme in line with the guiding principles of NPA's policy and country strategy for NPA Zimbabwe (2004-2007) The current working environment of the programme is constantly under change and bringing the need to focus on effectiveness and the benefits of the programme capacity building that may occur to assist in the sustainability and unintended impacts on the program. The evaluation is to assess to what extent the programme has achieved its goals. It should recommend needed programme adjustment, focus on the learning aspect (lessons learned) and provide recommendations and guidance for future multi-annual planning for the period (2008 – 2011).

The findings and recommendations should indicate the strength and weaknesses of the programme, and emphasize the positive aspects to be carried forward to the future. Did the programme make proper use of given opportunities and are there any specific threats to the programme that should be taken into consideration in future planning. Make recommendations that will assist programme planners to develop initiatives intended to make the programme not only effective in its programme support and strategy but at the same time more attractive to potential funders.

2. SCOPE

The evaluation will cover and concentrate on the implementation of the strategy in the programme and analyse the success of the partnership midway in the strategy period of 2004 – 2007. The evaluation will look at the following main components and should attempt to answer the following underlying evaluations questions:

2.1 Relevancy

How relevant is the current programme to the Zimbabwean situation? How relevant are the selection criteria for the present programme partners as well as thematic approach adjusted to the development of civil society situation in the areas of the programme partners' intervention? Assess and analyse the relevance of the weaving in of the cross cutting issues of HIV & Aids and Gender in partners' performances.

2.2 Effectiveness: evaluation of activities that the programme has carried up until now in relation to the IDO of the programme (including impact on local society).

Do we support the right partners? Are we doing the right things with our partners? To what extent is the programme on its way to achieving its IDO, including an analysis of processes that facilitate or prevent this? When it comes to the thematic components; is there capacity to incorporate new thematic components to the programme portfolio? To what extent can the thematic/focus areas be addressed considering the capacity of the program?

2.3 Efficiency

Are we doing the things right? If we are doing the right activities then how well/not well are we doing them? To what extent is the NPA approach promoting participation within the partner's organisation? To what extent are the cross-cutting issues are addressed? What changes have been made to the programme activities in the relevant time period? A qualitative analysis should be done of the reasoning behind choosing the implemented activities to reach the IDO and lessons learnt should be stated? Are there any remaining challenges or barriers for successful implementation of the programme; if so, how could these be overcome?

2.4 Sustainability

Here we look for an assessment of the programme's contribution towards capacity and institutional building of partners in the long term. Do partners have institutional capacity that ensures continuation beyond the time of the donor's involvement – i.e. durability of success? To what extent are the partner's activities sustainable? And are their plans realistic? Do the partners have fund rising

source? To what extent should changes be made to strengthen and adjust current partnership programme concept to reach the objectives? Are there any alternative mechanisms that may contribute for strengthening the sustainability of the partners? To what extent can the partnership approach programme be considered to contribute towards civil society strengthening at local and national levels? To what extent will the results of programme intervention continue beyond the time of the donor's involvement? Do the partners have plans for maintaining their projects? And are these plans realistic.

3. METHODOLOGY

It is expected that the evaluation will start with a 1 day workshop with all partners to initiate the evaluation process to give ownership to stakeholders to the task and it will also serve as a good learning process. It is expected that the evaluation will answer the above questions and for the same purpose it shall apply all relevant methodologies, including document review of related proposals written below. In addition it is expected that the evaluators use questionnaires/interviews/focus group discussions to reach representatives or selected individuals from NPA and Partner Organizations staff, including the beneficiaries of the partners.

To get more in depth information and data on the programme's contribution at local level, the evaluators should visit partners selected through their own discretion, including some direct beneficiaries in all provinces. The evaluation should emphasise the learning aspect for all parties involved. There should be another 1 day workshop for presentation of the preliminary findings and recommendations to all stakeholders.

4. REPORTING

The activity plan should be submitted to the Country Programme and Regional Offices for approval before initiating the evaluation. A draft report is to be submitted to the relevant NPA offices (Country Programme, Regional and Advisor at Head Office in Oslo). The final report is to be handed over to the country office within two weeks after receiving comments to the draft report. The report should be written in English. The report should not exceed 40 pages, including an executive summary, conclusion and recommendations.

Management Group
Regional Office
Head Office

Annex 2: Detailed Schedule of Capacity Building Activities Implemented 2004 – 2006.

Major capacity building activity & participants	Methodology used and content	Critique of appropriateness of activities and methods used
<p>Annual Partners' Conference focusing on the shift to RBA for 2003, 2004, 2005 and 2006-this has been a consistent activity beginning with the initial discussions to shift to RBA, then the 100% shift to RBA and in 2006 the focus of the conference was learning from the implementation of RBA; activity now a major item in NPA Partners' Annual calendars – all partners; emphasis on Directors and Finance Officers and senior Programme staff;</p>	<ul style="list-style-type: none"> • A conference approach with partners taking the lead in sharing and reflecting on their experiences with shifting to RBA, their understanding of RBA in 2004; the meaning of 100% shift, the challenges encountered and what they have achieved; • Innovative live case study approach took partners out to experience an RBA field case through direct engagement with the communities working with some partners • Major thrust has been on exploring the meaning and implementation of RBA and to a limited extent, grant management between NPA Oslo, NPA CP and the partners • Thematic discussions led by HO staff(2005) on HIV & AIDS and RO (2006) on LFA planning methodology were included 	<ul style="list-style-type: none"> • Methods appropriate as the conferences have been highly participatory with partners making inputs in the preparation of materials to be used • Focused on peer education of partners • Created opportunities for networking of partners and the communities that the partners work with e.g. ZIMNET, ZPT, KDCA, Wadzanai and Kubatana • NPA able to interact with partners in a non-threatening forum where NPA also shared their experiences like any other partner • Method prepared partners for the changes in the NPA policy especially the shift to RBA in 2003/04 • Live case studies in the 2005 and 2006 conferences brought RBA “alive” and the mainstreaming of the cross cutting issues was interrogated directly with the case study communities; • Methods were highly effective as they enabled the CP to reach all partners inside four to five days and intensive interaction achieved; a common understanding of RBA has been achieved across the portfolio and common programming language and measuring success were discussed in Partners' conference 2006 to further consolidate the knowledge gained

Annex 2: Detailed Schedule of Capacity Building Activities Implemented 2004 – 2006 (continued)

Major capacity building activity & participants	Methodology used and content	Critique of appropriateness of activities and methods used
<p>Financial management capacity strengthening - participants were Finance officers and in some cases Directors of partners</p>	<ul style="list-style-type: none"> • Training workshops covering topics that relate directly to the accounting and financial reporting functions in relation to the NPA grants • One-one hands-on assistance with budgeting and accounting for NPA grants either on site at the partner offices or at the NPA office 	<ul style="list-style-type: none"> • The training workshops were focused and effective because they related to the NPA grant management requirements, making the content immediately useful partners; • The use of the NPA CP auditor was very useful as well as this provided an opportunity for the auditors to address the issues arising from their review of the audit for the previous years • The content has been limited in that it did not include conceptual deepening of the general knowledge of partners in financial management e.g. the specific understanding of foreign exchange management and the development of cashflows for the effective cash management of partner programmes to synchronise with the CPO cashflow management and that of NOPA HO; the result has been intermittent project implementation especially for those projects with an infrastructural component
<p>Infrastructure development for specific communities and organisations - only a few partners have benefited from this component of capacity building – ZIMCET(purchase of office building); ZIMNET & Dabane(building of community infrastructure for the provision of water as a strategic input into the community’s livelihood and food security needs</p>	<ul style="list-style-type: none"> • Grant making for infrastructural projects 	<ul style="list-style-type: none"> • This is an intervention that recognises the fact that sometimes RBA can not be put upfront when there are more pressing priorities for communities such as water for domestic and livelihoods purposes • The approach is not flagged as a general area of assistance but the examples given create case precedents for NPA and it may be difficult to justify not funding similar requests from other partners in future; the policy position of NPA seems unclear • The financial outlays required are heavy and it is not clear if the NPA CP budget can meet additional needs;

Annex 2: Detailed Schedule of Capacity Building Activities Implemented 2004 – 2006 (continued)

Major capacity building activity & participants	Methodology used and content	Critique of appropriateness of activities and methods used
Financial support for the implementation of RBA programmes by partners - All partners	<ul style="list-style-type: none"> • Grant making with emphasis on programme, administration and capital financing depending on partner needs • Special once-off capital financing grants for specific cases brought to NPA by partners • Budget support for mainstreaming of cross cutting issues is already mainstreamed in the global NPA support to the partner and the partner is expected to specify this 	<ul style="list-style-type: none"> • NPA has emphasised its unwillingness to be a mono donor in its partnership; this has meant NPA is not the only donor for the partners and a review of the funding structure of partners shows that they almost all have a diversified funding base; • Special funding for capital grants has set case precedents which may make it difficult for NPA not to fund similar requests from other partners as stated elsewhere in this report • Resource allocation to mainstreaming gender and HIV & AIDS not measurable even at financial reporting stage – no report specifies this as expected by NPA – this could mean under-investing in the cross cutting themes
Hands-on capacity building through field visits to partners in cross cutting themes - all partners & 2 NPA CPO programme coordinators	<ul style="list-style-type: none"> • Discussions focused on the specific thematic area and cross cutting themes for each partner • These would then be followed by written feedback on the issues discussed during the field visits • The content does not seem to specific measuring the partnership in relation to implementing the mainstreaming of the cross cutting themes 	<ul style="list-style-type: none"> • These direct discussions have been recognised y partners as very helpful as they relate to the partner’s programming reality • The NPA officers seen as having some knowledge and know-how which they share with the partners who then gain a better understanding of the issues to be addressed-this is especially so in the cross cutting themes of gender and HIV & AIDS for which all Programme Coordinators are responsible with the partners • Partners are spread out and the two PCs having a portfolio of 8 partners each is on the high side compared to other similar NGOs who have ratios of almost 1 partner per programme officer while those with more partners per officer do not usually have the hands-on direct engagement that the NPA CPO have • Strategic partners seem to come in as a strategic approach to assist the CPO PCs to cope as the strategic partners can engage the partners directly as well; however, reported under-utilization especially in the HIV & AIDS theme means limited impact of the strategy at this stage

Annex 2: Detailed Schedule of Capacity Building Activities Implemented 2004 – 2006 (continued)

Major capacity building activity & participants	Methodology used and content	Critique of appropriateness of activities and methods used
<p>Linking partners with strategic partners to enhance understanding and programming content for specific partner clusters - for thematic areas this is done on the basis of thematic clusters such as the LRR partners linking up with the AIAS & SAfAIDS though there is reportedly under-utilization of the latter for the cross cutting theme</p>	<ul style="list-style-type: none"> • Workshops organised and coordinated / facilitated by the strategic partners 	<ul style="list-style-type: none"> • The approach is a cost effective way of linking the partners with expertise in a specific theme hence augmenting the know-how available in the CPO team • The links with strategic partners have not yet been fully exploited as a way of engaging partners e.g. NANGO could be training all partners in governance issues especially using their recently developed NGO governance manual • The potential for more strategic linkages among partners exists e.g. MDA being considered humanitarian partner when it could benefit also from a direct linkage with ZIMNET who could actually enrich their engagement with the Zimunya community in relation to water harvesting and community organisation • The linkages between Musasa and ZWALA and ZPT could be extended in Insiza and Zvishavane in relation to violence against women and the LRR thematic areas;

Annex 3: Internal RBA Training by NPA Zimbabwe Partners (2004-2006)

Partner	Total trained	Died	Left	Still serving
KWA	12	2	2	8
ZPT	11	-	4	7
ZIMNET	5	-	1	4
Wadzanai	5	-	-	5
KDCA	19	-	-	19
Dabane	2	-	-	2
ZIMCET	3	-	-	3
Kubatana	16	-	-	16
MDTC	-	-	-	-
Youth Ahead Zimbabwe	-	-	-	-
SHAPE Zimbabwe	-	-	-	-
Musasa	1	-	-	1
ZWLA	10	-	-	10
YVN	-	-	-	-
Women's Trust	4	-	2	2
MDA	-	-	-	-
Total staff trained internally	88	2	9	77

Source: Interviews with NPA Partners – November 2006.

Annex 4: NPA MTR - matching income and expenditure for the period 2004 - 2005 (in ZW\$)

Name of partner	Details	2004	2005	Growth rate/s (2004 to 2005)
Dabane Trust	Income from NPA	531 109	954 387	80%
	Expenditure	514 118	1 051 368	105%
	Surplus / (deficit)	16 991	(96 981)	
KDCA	Income from NPA	185 854	1 087 867	485%
	Expenditure	161 458	1 143 191	608%
	Surplus / (deficit)	24 396	(55 324)	
KWA	Income from NPA	229 384	716 341	212%
	Expenditure	238 999	718 330	201%
	Surplus / (deficit)	(9 615)	(1 989)	
Musasa Project	Income from NPA	242 217	1 584 364	554%
	Expenditure	237 984	1 543 781	549%
	Surplus / (deficit)	4 233	40 583	
MDTC	Income from NPA	317 760	1 321 866	316%
	Expenditure	312 297	1 140 423	265%
	Surplus / (deficit)	5 463	181 443	
NANGO	Income from NPA	1 541 341	10 887 082	606%
	Expenditure	1 459 600	9 144 851	526%
	Surplus / (deficit)	81 741	1 745 231	
Women's Trust	Income from NPA	290 663	2 443 586	741%
	Expenditure	285 453	2 554 084	795%
	Surplus / (deficit)	5 210	(110 498)	
Shape Zimbabwe Trust	Income from NPA	x	799 865	-
	Expenditure	x	707 871	-
	Surplus / (deficit)	x	91 994	
Youth Ahead Zimbabwe	Income	x	855 995	-
	Expenditure	x	851 319	-
	Surplus / (deficit)	x	4 676	
ZIMCET	Income from NPA	606 174	1 541 442	154%
	Expenditure	669 922	1 529 253	128%
	Surplus / (deficit)	(63 748)	12 189	
ZIMNET	Income from NPA	391 095	1 888 928	383%
	Expenditure	390 803	1 843 924	372%
	Surplus / (deficit)	292	45 004	
ZIMPRO	Income from NPA	425 831	1 884 041	342%
	Expenditure	428 349	1 881 768	339%
	Surplus / (deficit)	(2 518)	2 273	
ZWLA	Income from NPA	2 196 059	9 915 614	352%
	Expenditure	1 916 120	7 644 429	299%
	Surplus / (deficit)	279 939	2 271 185	

Source : Partners Audited Financial Statements for 2004 and 2005.

Annex 5: List of People/Organisations Engaged for the MTR (November/December 2006)

Name of partner/organisation met		People met
1	Youth Ahead Zimbabwe	Director Project Officer Douglas Muzondo-Dressmaking Instructor Monicah Chiduku- Dressmaking/Information Officer Catherine Nyandebvu- Knitting Instructor
2	SHAPE Zimbabwe	Gavin Murambadoro-SHAPE Football Club Captain Tenford Chitanana-Shape Drama Patience Foya-Shape Drama Tatenda Wushe-Shape Interact Ronald Mucheche-Shape Football Club Treasurer Vivian Mabenge-Shape Music Themba Khumbule-Shape Interact Suzanne Mutengwa-Shape Ballroom Larnston Gowera-Shape Interact Mildred Mushinga-Shape Development Manager Anna Musundire-Attachment/Intern Bastie Chakauya-Shape Finance Officer Tayiona Sanangurai-Shape Programmes Manager Julius Chakara-Shape Newsletter/Music
3	Women's Trust	Margaret Svinurai-Programme Coordinator Ellen Chitiyo-Deputy Director
4	Kajiwa Development Coordinating Association(KDCA)	T. K. Macherenje-Director Chikowe-Programme Officer Mai C. Nyakuna-Farmer-poultry project J. Nyamukondiwa-farmer-beekeeper & poultry I. Njagu-farmer-horticulture/wood carving/village head... F. Nyakabawu-farmer-horticulture/village treasurer...
5	Association of Kubatana	Mai V. Chidemo-Board Member Mai V. Nyaumba-Board Member Definite Musingambi-Finance Officer Mai R. Chabvuta-Treasurer
6	Bonde Village – Nyanga, ZIMNET Projects	<u>Bonde Village Representatives</u> Cathy Bonde-Chairperson Susan Gorogodo-Treasurer Mabel Manyanya-Youth Adviser(female) Prince Feshete-Youth Adviser(male) Rutendo Nyaumwe-Youth Committee member Wilson Samhembere-Youth Committee member Cosmas Bonde-Village Head Cathy Feshete-Secretary Sarah Ndau-Committee member <u>Overall Project Committee Representatives</u> Mai Sedze-Chairperson Charles Feshete-Vice Chairperson Cornelia Nyamaropa-Treasurer Christopher Mutimutema-Secretary Peter Phiri-Committee member <u>Mamhemba Village representatives</u> Sarah Nyagura-Chairperson Sophia Bepe-Vice Chairperson

Annex 5: List of People/Organisations Engaged for the MTR ...(continued)

Name of partner/organisation met	People met
7	<p>Manicaland Development Association</p> <p><u>Meeting with MDA Staff & Management</u> Tsitsi Tsoriyo- Field Officer Betty Gwitira- Accounts Clerk Susan Chirewa-Transport Officer Gloria Makahwi- Assistant Field Officer Vhukile Malati- Chief Executive Officer</p> <p><u>Meeting with Community Representatives</u> Mrs Nyoni- St. Werburghs, Chigodora School Head Gogo(auntie) Rukunda-Muromo School Head Mai Chimonyo- Mwandambira School Dev. C'ttee Vice Chairperson Mai Waziweyi-Marange School Treasurer Mr Chadzingwa- St Werburghs, School Dev. C'ttee member R. Chikomo- Muromo School Dev. C'ttee Treasurer L. Muuya- Muromo School Cook</p>
8	<p>Zimbabwe Women Lawyers Association (ZWLA)</p> <p>Fadzai Chatiza- Programme Officer-Legal Aid Programme Sit-in Case study - Client for Legal Aid-Disinheritance</p>
9	<p>Kunzwana Women's Association (KWA)</p> <p>Nyabita/Waterloo Farm- Focus Group discussion and role plays with Farm workers' wives, youth & local leaders</p>
10	<p>Wadzanai</p> <p>Mai Florence Chikweshere- Chairperson Muchaneta Guhwa- Administrative Secretary Ms Muponda- Board Member Cosmas Ngwerume- Board Member Jane Manyuchi- Secretary</p> <p><u>Plus</u> Focus group discussion with x5 members of Batanai Coffin making Women's cooperative Focus Group discussion with x4 members of Makumbe Uniform making Women's cooperative</p>
11	<p>Hivos-Southern Africa Regional Office(Harare)</p> <p>Petronela Maturure- Programme Officer</p>
12	<p>National Association of NGOs (NANGO)</p> <p>Director Programme Officer</p>
13	<p>Save the Children Norway-Zimbabwe</p> <p>S. Shumba- Programmes Director</p>
14	<p>Zimbabwe Civic Education Trust (ZIMCET)</p> <p>Steve Kudiwa- Finance Manager Jestina Mukoko- Senior Programmes Manager</p>
15	<p>KPMG – NPA Auditors</p> <p>Emilia Chisango- Auditor</p>
16	<p>Zimbabwe Project Trust(ZPT)</p> <p>Tobias Chipare- Director Eric Mukutiri- Programme Manager</p>
17	<p>Dabane Trust (Teleconference)</p> <p>Joyce Dube- Programme Manager Thelma Ntini- Programme Officer Steve Hussey- Director Other staff members (Louis & George)</p>
18	<p>NPA CPO-Harare</p> <p>Betty Mabhiza- Administrative Assistant Shingi Chimuriwo- Programme Coordinator Regina Zoraunye- Administrator Mabel Sekai Hwindingwi- Programme Coordinator Makoni – Field Assistant/ Driver</p>
19	<p>NPA Head Office</p> <p>Eve Haaland; CP Adviser</p>
20	<p>Young Voices Network</p> <p>T. Sanangurai(Chair); P. Chatiza(Sec.); B. Muchira(Treasurer)</p>

Annex 6: List of Key Documents Reviewed

1. N.P.A Partners Planning Workshop, Symacon, 2005
2. N.P.A and Partners Annual Conference, Symacon, 2006
3. Evaluation of Partner Implementation of RBA Programming, Symacon, 2005
4. Policy & Strategy for NPA's International Humanitarian & Development Work, 2003-2007
5. Zimbabwe Civic Education Trust N.P.A Project-Education for Rights and Peace Building Financial Statements, Matamba &Co, 2005
6. N.P.A Annual Workshop Report, Symacon, 2004
7. Zimbabwe Project Trust-Norwegian People's Aid Project, Financial Statements, BDO Kudenga & Co, 2005
8. Mwenezi Development Training Center- Organisational Assessment Report, Gomo, M , Dr Moyo,E, 2005
9. Watchman, How Much Longer the Night, Silveira House Annual Report, 2005
10. Evaluation of the Child Supplementary Feeding Programme, Dengu, B&E, 2006
11. Zimbabwe: An Opposition Strategy , International Crisis Group , 2006
12. A Report on the Impact Assessment of the Child Supplementary Feeding Project (CSFP), NPA, 2006
13. Baseline Survey on Shift to RBA, Symacon, 2005
14. Review & Comments on Audit Reports & Management Report, SHAPE Zimbabwe, 2006
15. SHAPE Zimbabwe Trust Audited Financial Statements, Itai,P, 2006
16. Zimbabwe NGO Corporate Governance Manual, NANGO, 2006
17. Zimbabwe Country Programme Evaluation , Symacon, 2000
20. ZIMCET Strategic Plan 2006-2008, Tichagwa, W,2006
21. NPA Development Dictionary, NPA, 1999
22. NPA Programme and Principles 1999-2003, NPA, 1999
23. Strategy for Women Gender Equality and Development, NPA,1998
24. YAZ Clean up, Campaign Report
25. YAZ End of Year Report
26. YAZ Youth Tournament Report 2006
27. Solidarity, Principles & Value Basis NPA, Adopted By NPA's General Assembly 2003
28. Report For Evaluation Of ZIMCET, June 2003-May 2005,Manjengwa, J, 2005
29. NPA's AID: Partnership Cooperation in Civil Society
30. NPA Zimbabwe, Logical Framework Matrix, NPA
31. Mid Term Evaluation 2004-2007 Pre-Evaluation Workshop, 2006
32. Terms Of Reference Mid Term Evaluation Country Programme 2004-2007
33. NPA Policy With Operational Framework for Ending Violence Against Women(VAW), NPA
34. Women's Institute financial statements, Matamba & Co, 2004
35. ZIMCET Financial Report, Matamba & Co 2004
36. ZIMCET Foreign Currency Report,2004
37. Manicaland Development Association Financial Statements, G Donaldson,2004
38. MDTC Financial Statements ,AMG Global,2004
39. ZIMNET Financial Statements ,Matamba & Company,2004
40. KWA Financial Statements, Ziumbe & Co. 2004
41. Musasa Project Financial Statements, Ernst & Young ,2004
42. KDCA Financial Statements, Ziumbe & Co,2004
43. ZIMPRO Financial Statements, Kudenga & Co,2005
44. ZIMCET Financial Statements, Matamba & Co,2005
45. YAZ Financial Statements,Altron,2005
46. Shape Zimbabwe Trust Financial Statements, Ruzengwe & Co,2005
47. Women's Institute Financial Statements, Matamba & Co,2005
48. MDTC Financial Statements, AMG global,2005
49. Musasa Project Financial Statements, Ernst & Young ,2005
50. KWA Financial Statements, Ziumbe & Co,2005
51. KDCA Financial Statements, Ziumbe & Co,2005

Annex 6: List of Key Documents Reviewed (continued)

52. Dabane Trust Financial Statements, Ernst & Young,2005
 53. ZWLA Financial Statements, Ruzengwe & Co,2005
 54. NPA Income & Expenditure Certificate, Extended Emergency Food Relief, 31/12/2005
 55. NPA Status per Project Schedule,31/12/2005
 56. NPA & Partners' Audit Reports for Zimbabwe,31/12/2005
 57. NPA Management Report,31/12/2005
 58. NPA Long Form Audit Report,31/12/2005
 59. NPA Partner Audit Report,31/12/2005
 60. NPA Interim Management Report, KPMG,2006
 61. NPA Interim Audit Instructions,KPMG,2005
 62. The Young Voices Network Zimbabwe Strategic Planning Document
 63. M.A.D. News (A Newsletter of the Young Voices Network Zimbabwe) Issues 1 & 2
 64. Young Voices Network Budget for 2006
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