A close-up portrait of a woman with dark skin and hair, wearing a patterned headscarf and a white top. She is looking slightly to the right with a neutral expression. The background is blurred, showing other people in a crowd. A vertical blue line is on the right side of the image, and a horizontal blue line is at the bottom right.

UN Women Zimbabwe Country Program Evaluation Report

Picture credit: "Olivia Gimbo, beneficiary of PRP Epworth, Harare on the 22 April 2009." DFAT photo library is licensed under CC by 2.0.

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2 ACRONYMS

AWLN	African Women Leaders Network
BVR	Biometric Voter Registration
CBOs	Community Based Organizations
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CO	Country Office
CP	Country Programme
CPE	Country Portfolio Evaluation
CSOs	Civil Society Organisations
CSW	Convention on the Status of Women
DRF	Development Results Framework
EVAW	Elimination of Violence Against Women
FAO	Food Agriculture Organisation
GBV	Gender Based Violence
GEWE	Gender Equality and Women's Empowerment
GPS	Gender and Peace Support
GRB	Gender Responsive Budgeting
IAG	Innovators Against Gender Based Violence
IFIs	International Financial Institutions
ILO	International Labour Organisation
INGOs	International Non-Governmental Organisations
IOM	International Organisation for Migration
IPs	Implementing Partners
IPV	Intimate Partner Violence
ISALS	Income Savings and Lending Schemes
JPGE	Joint Programme for Gender Equality
KII	Key Informants Interviews
MoFED	Ministry of Finance and Economic Development
MWACSMED	Ministry of Women's Affairs, Community, Small and Medium Enterprise Development
NDP	National Development Plan
NPRC	National Peace and Reconciliation Commission
PAPWCZ	PAN-African Positive Women Coalition of Zimbabwe
PBF	Peace Building Fund
SACCO	Saving And Credit Cooperative
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender Based Violence
SMEDCO	Small and Medium Enterprises Development Corporation
SN	Strategic Note
TOR	Terms of Reference
TSP	Transition Stabilisation Programme
UN WOMEN	United Nations Entity for Gender Equality and Women's Empowerment.

UNCT	United Nations Country Team
UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Emergency Fund
UNO	United Nations Organisation
UPR	Universal Periodic Review
VAWP	Violence Against Women in Politics
VNR	Voluntary National Reviews
WLSA	Women and Law in Southern Africa
WPP	Women Political Participation
ZEC	Zimbabwe Electoral Commission
ZGC	Zimbabwe Gender Commission
ZIMECO	Zimbabwe Electoral Commission Capacity Building Project
ZUNDAF	Zimbabwe United Nations Development Assistance Framework
ZWRCN	Zimbabwe Women’s Resource Centre and Network

3 EXECUTIVE SUMMARY

Background

This is an evaluation report of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) Country Portfolio on Gender Equality and Women Empowerment (GEWE) in Zimbabwe (2016-2020 extended to 2021).

The overall purpose of the Country Portfolio Evaluation (CPE) was to reflect on the impact of the UN Women Zimbabwe Country Office work with partners and stakeholders on the national GEWE agenda during the Strategic Note (SN) period (2016-2021). The evaluation served two purposes: i) strengthening UN Women Zimbabwe's accountability to donors, partners, and other stakeholders; and ii) provide lessons that would guide development of the next SN 2022-2026 and its implementation framework as the evaluation was conducted during the process of development of the new SN 2022-2026. The evaluation was primarily formative to provide evidence of key changes and opportunities for enhancing the effectiveness of the new SN 2022-2026.

The evaluation assessed the project based on the criteria of: Relevance, Coherence Internal Coherence and External Coherence), Efficiency, Effectiveness, Sustainability, and Human Rights and Gender Equality.

The evaluation focused on aspects of the three thematic areas: Women's Participation in Politics (WPP), Women's Economic Empowerment (WEE), and Ending Violence Against Women (EVAW) in the UN Women SN 2016-2021. The evaluation team also considered evaluations that were conducted during the implementation period of UN Women SN 2016-2021 to limit duplication and make efficient use of scarce resources.

The evaluation covered the period from January 2016 to December 2022.

Methodology

The evaluation used a theory based approach to understand the validity of the SN design, and to identify outcomes. This was supported by a contribution analysis to determine UN Women's specific contribution to observed outcomes. The evaluation was guided by UN Women Evaluation Policies and United Nations Evaluation Group (UNEG) guidelines on Integrating Human Rights and Gender Equality in evaluation. The following key principles also underpinned the evaluation approach: national ownership and leadership; fair power relations and empowerment; participation and inclusivity; independence and impartiality; transparency; quality and credibility; and innovation.

Data for the evaluation was collected from secondary sources: UN Women's annual report, quarterly monitoring reports, knowledge products, and outputs from interventions. Other documents included specific information on UN operations in the country, the country context, and evaluation reports of UN Women projects. Secondary data review was supported by key informant interviews. Selection of institutions was based on a stakeholder analysis undertaken at inception. Results of the selected institutions led to prioritisation of stakeholders – those with high power and influence (See Annex 6). Key informants were drawn from direct beneficiaries and indirect beneficiaries that includes government ministries and departments, chapter 12 commissions, Civil Society Organizations (CSOs), research institutions and academia. Two districts were selected covering two projects in the thematic areas of Women Political Participation (WPP) and Elimination of Violence Against Women (EVAW) to observe interventions of UN Women and their impact on women. The selection of districts was not to provide a representative view of UN Women's performance, but to understand the operational aspects – working through grantee and Community Based Organizations (CBOs).

Findings of the evaluation were triangulated with multiple sources and validated through two rounds of review and a stakeholder validation meeting.

All qualitative data was entered and analysed in Microsoft Excel. Inductive and deductive approaches were used for data analysis.

Findings

Relevance

UN Women positioned itself as a funder and technical adviser on GEWE with the effectiveness of its support increasing its clout and respect within Zimbabwe. UN Women used its mandate to strategically position itself as the institution of choice supporting the achievement of GEWE in Zimbabwe. This included making deliberate decisions that enhanced the institution's ability to lead on initiatives advancing GEWE in Zimbabwe. These key decisions included: (i) leveraging on joint programmes to improve funding for its country portfolio; and (ii) leveraging on the one UN approach that recognized the need for agencies to work together in areas of interest or where goals overlapped. Using joint programmes was a successful strategy as it enabled the Zimbabwe Country Office (ZCO) to not only raise resources for the country portfolio but enhancing its effectiveness through establishment of new relationships that have improved performance in targeted thematic areas. It is now recognised not only as a good performer among other UN agencies; it also strengthened its position as the go to agency for gender equality and women's empowerment related work. Its coordination of the successful Spotlight Initiative has been at the pinnacle of this performance as the programme is recognised as one of the most successful Spotlight programmes in the world. Leveraging on the one UN approach, UN Women was able to engender key sector processes and strategies: the Zimbabwe Urban and Rural Vulnerability assessment undertaken by the Zimbabwe Vulnerability Assessment Committee (ZimVAC); and the national HIV response and the National Development Strategy 1 2021 to 2025 (NDS1). Faced with significant funding constraints in Zimbabwe, this strategic positioning was appropriate and enabled significant implementation of the SN 2016-2021.

While the UN Women ZCO's strategic positioning has strengthened its position in the country's gender space, more could have been done to strengthen the gender machinery. Discussions for strengthening the gender machinery only occurred in the final year of the SN, as the office faced challenges in resourcing such an initiative. Nonetheless, there were efforts made by the Government of Zimbabwe and UN Women to strengthen the gender machinery. On government's end, the main initiatives included the introduction of directors of gender in all ministries and the establishment of the Zimbabwe Gender Commission (ZGC). UN Women supported development of the Gender Equality and Women's Empowerment (GEWE) Monitoring and Evaluation (M&E) Framework. While this support is commendable, it was piecemeal and not underpinned by a common visioning of the capacity needs of the gender machinery. More could have been done by facilitating a joint analysis (UN Women ZCO and MWACSMED) of the requirements to strengthen the gender machinery, which would allow UN Women to be strategic and systematic in its approach to strengthening the gender machinery. This is an issue that has been discussed in the extended Gender Results Group (GRG) but hamstrung by lack of funding.

Misconceptions of the role and responsibilities of UN Women were prevalent in the gender sector with potential to undermine partnerships. There were concerns that the scale of programmes of UN Women were too small to make national level changes in the targeted impact areas. Others expected UN Women to play the role of fundraising for the gender sector in the country. Such sentiments and misconceptions seemed to shape some stakeholders' perceptions about UN

Women's operations and performance in the country. However, such sentiments are based on inadequate knowledge of UN Women's ZCO's strategic positioning and approach in the country. Because of resource constraints, the ZCO positioned itself as catalytic and identifying opportunities for initiatives that can be brought to scale by other agents. Institutional capacity strengthening and support for policy were a big part of this approach supported by in field pilots of specific approaches.

UN Women responded to the evolution of development challenges and priorities through emphasizing and employing flexible program implementation mechanisms. The ZCO was adaptive when faced with multiple crises, such as Cyclone Idai and COVID-19 that had a profound effect on negative gender outcomes – changing interventions to support the Cyclone Idai and addressing constraints imposed by COVID-19 on programming. However, SN 2016-2021 needed to plan for the ZCO's adaptation in the face of common humanitarian crises that include drought and floods to improve the speed and quality of response. Despite significant shifts in the political context in the country, the portfolio remained aligned to national priorities.

Efficiency

The management structure for UN Women ZCO was appropriate for the context and scale of operation. The ZCO management supported efficient implementation of the country portfolio under significant resource constraints. The ZCO was led by a Country Representative (overseeing the normative and coordination mandates), and a Deputy Country Representative (overseeing the operational mandate). Such division of labour (DoL) between these two posts enabled effective oversight on the portfolio by ZCO management. However, the absence of an operations manager for three years in the SN period put a significant burden on the ZCO management. Furthermore, the turnover of Deputy Country Representatives (three Deputy Country Representatives in the SN period) affected continuity and efficiency in programmes and contributed to additional burdens on the Country Representative.

Effectiveness of the management structure can also be determined by the country office's resource mobilisation. This was a key constraint for the ZCO, with a funding gap of 38 per cent over the SN period. However, this constraint was largely attributed to constrained funding environment. The ZCO management had to be strategic and innovative in resource mobilisation as evidenced by the shift towards pushing for inclusion in UN joint programmes and targeting non-traditional funders of UN Women, such as International Financial Institutions (IFIs).

Due to inadequate funding, it has been difficult for UN Women to access the necessary skills, knowledge and capacities as relevantly required to deliver its portfolio. Not all specialists' positions could be filled, for instance M&E. Staff turnover of specialists was also a significant issue as ZCO could not offer longer term contracts for specialist positions. The ZCO management put in place measures to mitigate the effects of these challenges on business continuity through hiring volunteers and adopting collaborative working. However, this is not a sustainable arrangement for continuity as it presents risk for loss of institutional memory and dampens performance.

UN Women positioned itself well to mobilise financial resources in a constrained funding environment. The ZCO had to strategically position itself in UN joint programmes and take advantage of UN Women global or regional flagship programmes to enhance resource mobilisation. Despite these initiatives, resources mobilised (61.4 per cent of those required by the SN 2016-2021) were insufficient to meet the goals/targets of the SN. The resources available being thinly spread to support a diverse country programme resulting in delays or failure to achieve some of the intended results of the SN 2016-2021. The ZCO had to drop Women's Economic Empowerment (WEE) for the period between 2018 to 2022 due to limited support of this area by development partners who

viewed supporting gender mainstreaming in livelihoods programmes as a more efficient and effective way to ensure women's economic empowerment.

UN Women has financial instruments, which facilitated implementation of the country programme. The UN Women ZCO implemented different models of financial management tailored to reduce risk, improve efficiency, and ensure accountability. The main financing models used by the ZCO included: (i) direct implementation modality; and (ii) disbursement of grants through Partner Cooperation Agreements. The application of these modes minimised risk and enabled UN Women to effectively manage financial regulations in the country (retain USD value) and met the operating policy and procedural requirements while facilitating implementation of the programme. However, there is need to work on a disbursement strategy that aligns with the different types of support offered to improve efficiency in the disbursement processes. In some instances where Implementing Partners (IPs) were receiving small grants or implementing projects within a year, the disbursement process was seemingly long and distressful. There was no difference in length of disbursement for these grants as compared to longer term grants of higher value. There is need for the ZCO to explore most suitable and efficient ways of dealing with the different funding packages for IPs.

The ZCO had a clear results framework guided by the global results measurement framework. However, tenets of results-based management were weak: tools, data management systems and analysis. There were no systems for routine data collection, data storage and data analysis. However, for each project, partners were given indicators and tools for collecting data. While this is commendable, monitoring could have been improved by supporting partners with the provision of guidance on data collection and reporting on the indicators to ensure uniformity across partners. The ZCO itself had no systems for data management. For instance, there was not a single repository of monitoring data that was readily available and retrievable apart from the annual reports. This made it difficult for the evaluation team, for example, to determine the extent to which the ZCO was able to meet its SN 2016-2021 results to verify what was reported in the annual reports. This challenge reflects the lack of a monitoring system in the ZCO that allows for regular tracking of results achievement at process, output, and outcome levels.

Knowledge management and communication in the ZCO needed strengthening focusing on diversifying knowledge products and determining messaging and using multi-media channels. The ZCO invested in research by CSOs and academia with some knowledge outputs developed. This support has gone a long way to enhance the work of partners and stakeholders as some of the research done have been ground-breaking prompting further action to improve work around gender equality and women's empowerment. The Gender Equity Baseline Survey Reports conducted by Zimbabwe Electoral Commission (ZEC) with the support from UN Women, for example, were a good eye opener to the commission and interested stakeholders and the work that needs to be done in relation to women's participation in electoral process. While the ZCO has a communications officer, external communication was undermined for a large period of the SN (up to 2020) by limited budgets as this depended on project financing. As a result, UN Women had a light footprint on various communication platforms. Hence, message development heavily relied on global efforts. However, since the midterm review of the SN, improvements were noted in the performance of ZCO on communications with increased presence on social media platforms. Nonetheless, the ZCO needed a communication strategy to guide knowledge products, messaging, and their channels, which was eventually developed in 2021.

Effectiveness

The programme has made key contributions to establishing a policy framework and capacities for women's participation in politics, leadership and peace and conflict resolution processes, and Ending Violence against Women (EVAW) and WEE. Results of the contribution analysis show UN

Women's contribution in observed results lie in its ability to influence policy and specific intervention technical support and funding for key activities. Under thematic area 1 of Women's Participation in Politics (WPP) the ZCO was able to:

- **engender electoral planning and processes as well as contribute to women's agency and capacity to participate in politics and leadership.** About 240 aspiring women political candidates were trained under the Women Rise in Politics (WRiP) initiative implemented by the Zimbabwe Gender Commission (ZGC) and Zimbabwe Electoral Commission (ZEC). Election campaigns targeting women resulted in increased women voters in the 2018 election. The electoral policy was also made gender sensitive providing a platform for sustained gender inclusive electoral processes.
- **strengthen the capacity of women MPs to effectively participate in parliament and advance women's priorities.** The ZCO effectively used the Zimbabwe Parliament Women's Caucus to establish a strong voice and alliance among women across all political parties for equal gender representation in politics and political leadership.
- **strengthen the capacity of women MPs to effectively participate in parliament and advance women's priorities.** Through the support for the National Peace and Reconciliation Commission (NPRC), gender policy and supporting a strategy for women's participation in peace processes and structures, and the development of a National Action Plan on Women, Peace, and Security, the UN Women has set the framework for advancing women's participation in peace building. Initiatives, such as Women Safe Spaces, and establishment of peace committees are improving participation of women peace and conflict resolution processes in the country.

Under the EVAW theme the ZCO was able to contribute to the following results mainly through the Spotlight Initiative:

- **High-Level Political Compact on Ending Gender Based Violence (GBV) and Harmful Practices.** Through the Spotlight Initiative (SI), the ZCO as the technical lead and coordinator, worked closely with the SI Inter-Agency team colleagues in UNDP to garner the highest-level support for addressing GBV in the country through its signing by His Excellency the President of Zimbabwe. The launch and signing of the Compact is a key milestone in Zimbabwe's journey towards the realization of gender equality and respect for the rights of women and girls. It also aims to ensure that women and girls realize their full potential in a violence-free, gender-responsive and inclusive society.
- **Through the Safe Markets Project ZCO has demonstrated the importance of addressing women's safety in public spaces.** UN Women constructed a Model Gender Responsive Safe market at Overspill Shopping Centre in Epworth. The market includes 96 secure well-lit market stalls, children's play area that accommodate about 50 children, children's resting room, separate female, and male ablution facilities, as well as clean water and sanitation facilities.
- **ZCO support has strengthened justice delivery services.** UN Women also provided the technical and financial support to the JSC for the update of the Handbook for Magistrates on Criminal Cases, known as the 'Magistrates Handbook'. In August, some 170 magistrates (94 females and 76 males) attended a virtual meeting to validate the Handbook, which had not been reviewed since 2009 when it was first developed.
- **Community activism was given a boost through the work of GBV Community Ambassadors in one of the Spotlight Provinces and building a critical mass of campaigners through the Innovators Against Gender Based Violence (IAG).** The Mashonaland West Community Gender Based Violence Ambassadors in the Spotlight districts of Hurungwe Rural, Hurungwe Urban and Zvimba districts conduct door-to-door efforts, which according to government officials in the MWACSMED have helped to create an environment where there is zero-

tolerance to GBV as more cases have been identified and referred through the Spotlight programme. The GBV Ambassadors' and ministry's officials' mobility to reach more families in the district was enhanced through the support of bicycles and motorbikes. One immediate result reported has been the increase in the number of women accompanying their husbands to the tobacco floor auctions, a sign of changing attitudes among couples. In the past, more men went to the auction floors alone to sell tobacco and spent all the earnings before returning home, which led to Intimate Partner Violence (IPV) and in several cases, women committed suicide. The IAG initiative focused on building eradication of GBV advocates led to the IAGs making collaborative efforts to engage policy makers, traditional leaders, and communities on EAW.

- The He4She campaign, in addition to the other initiatives in the Spotlight (including the Start, Awareness, Support, Action (SASA!)) to reach men, have enhanced male participation in initiatives for EAW at all levels. The He4She Parliamentarians launch, and engagement of chief's council ensured EAW was at the top of the agenda in Parliament and traditional leadership.
- **The programme has strengthened capacities of Women's organisations to advocate for reform, especially the marriage laws.** The Country Office (CO) successfully coordinated various CSOs and the Gender Results Group to analyze the gazetted Marriage Bill, which led to Women rights advocates to develop an alternative Marriage Bill. This alternative Bill considered the gendered dimensions to ensure its gender responsiveness. The Marriage Bill has since been enacted.

In the WEE thematic area programmes the following results were achieved:

- **UN Women support through the SN revived and institutionalised Gender Responsive Budgeting (GRB) in the country.** The CO provided capacity building to staff in the Ministry of Finance and Economic Development (MoFED) to develop Gender Responsive Budgeting Guidelines and tracking tools. As of June 2022, the guidelines were piloted and validated in six other ministries within government. In the 2021/22 budget, the MoFED committed ZWL\$592.8 billion to be directed towards financing of gender-sensitive programmes and projects across all sectors, which may be an indication of the adoption of the capacity building provided by the CO and other partners.
- **Support for UN Women has enhanced and institutionalised the availability of data to inform enhanced gender inclusion in the financial sector.** UN Women ZCO contributed technical support to the development of the National Financial Inclusion Strategy (NFIS) 2016 – 2020, which was launched by the Reserve Bank of Zimbabwe (RBZ). Anchored on four pillars – innovation, financial literacy, financial consumer protection and microfinance – the NFIS prioritizes addressing the constraints to the inclusion of women, among other special groups, into the financial sector. As discussed earlier, since its introduction, the Reserve Bank has provided sex disaggregated data on financial inclusion forming the basis for gender responsive planning.

While the ZCO has aimed to maintain a balance in its mandate, implementation has leaned towards operational work. At normative level the ZCO supported: i) policy development and implementation through capacity development of key institutions and development of the gender policy and its implementation strategy; ii) domestication of the Sustainable Development Goals (SDGs) and development of the GEWE M&E framework; and iii) Ministry of Women's Affairs, Community, Small and Medium Enterprise Development (MWACSMED) to complete and submit Convention on the Status of Women (CSW), and obligatory biannual reporting to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) committee and SDG Voluntary National Reviews (VNR) reports. On coordination, the ZCO led the UN GRG and the extended GRG. Through the GRG UN Women undertook joint and participatory United Nations

Country Team (UNCT) SWAP Gender Scorecard annual review, and implementation of performance indicators on gender equality within the One UN Zimbabwe (e.g., gender scorecard, and United Nations Country Team (UNCT) CEDAW shadow reporting and representation). Despite these initiatives, operational work, delivered through the three impact areas (WPP, EVAW and WEE) and the additional impact area 5 (gender statistics) received greater focus in the country portfolio. As the main funding was through grants mainly under the operational mandate, it inadvertently led to a country portfolio that leans towards this mandate than the others.

UN Women has contributed to UNCT gender vision and was supporting its implementation. The ZCO played a leadership role in the development of the UN Gender Mainstreaming Strategy. Through chairing and co-chairing the GRG (for the UN and the extended group respectively), UN Women has been instrumental in ensuring implementation of the strategy through annual implementation plans for each UN agency. However, there were concerns that in some cases, selected gender focal points in some agencies were not ideal and had insufficient capacity as well as tools and guidelines to help carry out their responsibilities within the agencies. Perhaps, the greatest challenge lies in the less focus on the role played by and responsibility of leaders of UN agencies for mainstreaming gender into their institutions and programming. This, to a certain extent, has usurped the role of UN Women in coordinating and spearheading gender mainstreaming in the UN. Therefore, the expectation that UN Women must contribute to effective gender mainstreaming has to recognise this role and responsibility of leaders of UN agencies.

Sustainability

Capacity development was a key feature of the ZCO programming during the SN but severe underfunding constrained sustainability of capacity. Significant capacities have been developed among boundary partners. The short-term nature of grants¹ available to the ZCO affected its capacity to nurture results beyond the grant period.

The evaluation found strong evidence of national ownership and the presence of champions. The Country Programme (CP) succeeded in building national ownership by government and all participating stakeholders. It also created a firm and functioning framework for stakeholders to collaborate on issues moving forward and become champions in supporting the work of UN Women. Gender champions were found in key institutions that included Parliament, and Independent Commissions (ZEC and NPRC).

UN Women ZCO focused on catalytic interventions. For example, the Women Safe Spaces initiative has now been taken up by NPRC with a view to scaling it up to more provinces. The Safe Markets initiative has also garnered significant interest in government with current measures by government to seek alternative funding for scale up. Furthermore, MoFED was already enforcing gender budgeting and funding capacity building of line ministries to be able to incorporate gender in their budgeting. There is evidence that potential agents for scale up have put initiatives in place to expand interventions. However, majority of the institutional capacity building was nascent and needed a clear plan for strengthening the initiatives. Therefore, UN Women ZCO needed to have a clear strategy for scale up and supporting measures to improve scale up by targeted agents.

Human rights and gender equality

The portfolio was implemented to address deep rooted patriarchal drivers of gender inequality in the country. The country portfolio has challenged these relationships at three levels: household, community and institutional/normative levels. For example, targeting of the Chief's Council and

¹ Grants ranged from one to three years

male parliamentarians through the He4She campaign, men champions and supporting community level gender transformative processes.

The portfolio has been implemented according to the principles of participation and empowerment, inclusion and non-discrimination and national accountability and transparency.

However, it lagged on reaching women in hard-to-reach remote rural areas, women with disabilities and youths between 18 and 35 years of age, and boys and men. On the latter the ZCO, through the SASA! methodology, did reach out to them. The He4She campaign and work through the Spotlight Initiative all contributed to the portfolio reaching men and boys, including in institutions of power. However, a more systematic approach on how the portfolio would do this would have enabled greater focus on this group.

Lessons Learned

Lesson 1: Partnerships work and are more effective if they are long term. The organisations must be intentional on what needs to be achieved from partnership. Defining the scope of a partnership is critical to avoid misunderstandings and misinterpretation of what the intentions are, which can potentially damage relationships.

Lesson 2: Faced with the challenge of high staff turnover, Innovative operational practices (e.g., switching to team-based programming; improved knowledge management and documentation systems and practices), can help for retention of Institutional memory.

Lesson 3: The use of different modes of financial management facilities: (i) direct implementation modality; and (ii) disbursement of grants through Partner Cooperation Agreements can minimise risk and enable a United Nations Organization (UNO) to effectively manage financial regulations in the country (retain USD value and managing the risk of funding IPs in an unpredictable economic environment) and to meet the operating policy and procedural requirements while facilitating implementation of the programme against a challenging economic environment.

Recommendations

Recommendation 1: Improve joint support on strengthening the gender machinery in the country.

Challenge: While several initiatives were put in place to strengthen the gender machinery, it remains weak and needs strengthening.

Action: UN Women and MWACSMED need to undertake a joint analysis of the requirements to strengthen the gender machinery, including crystallising the gender architecture in the country. This analysis would allow UN Women to be strategic and systematic in its approach to strengthening the gender machinery. There is already traction for this among the donor gender forum and in the extended gender results group, providing a basis for its implementation. Results of this analysis should lead to the development of a multi-year programme for gender machinery strengthening. Such a document can be used to facilitate resource mobilisation for this initiative.

When: Immediate

Responsibility: UN Women and MWACMED

Recommendation 2: Strengthen partnership with the MWACSMED by instituting joint work plan reviews

Challenge: While joint planning is undertaken between UN Women and MWACSMED, there are concerns from the latter that this a paper process with no significant importance for partnership development. There were no systems for review of the joint planning.

Action: Undertake joint quarterly and annual review of the joint workplan.

When: Immediate

Responsibility: UN Women and MWACSMED.

Recommendation 3: UN Women should strengthen communication with stakeholders on its strategic approach to avoid misconceptions about its performance.

Challenge: There are significant misconceptions about UN Women, its role and mandate within the country, which have the potential to negatively affect partnerships. Such misconceptions may point to inadequate appraisal or communication with stakeholders on the UN Women's strategic approach in the country.

Action: UN Women needs to develop and implement a communication plan for stakeholders to ensure there is adequate awareness of its strategic approach, and its role and space in the gender sector.

When: Immediate (development of communication plan) and on-going (implementation)

Responsibility: UN Women

Recommendation 4: Strengthen the ZCO's response to humanitarian crises with significant gender concern.

Challenge: The absence of a strategy that recognises the intersectionality between crises and women's rights and the response options for UN Women in the SN 2016-2021 undermined the speed and quality of response to crises by the ZCO. This challenge is important in the context of more frequent crises because of climate change.

Action: UN Women should include, in its new Strategic Note, intersectionality between humanitarian crises and women's rights and strategic approaches by UN Women in those circumstances.

When: Immediate.

Responsibility: UN Women

Recommendation 5: Strengthening partnerships with CBOs to enhance reach of women (in conjunction with Recommendation 8)

Challenge: There have been concerns about national level CSOs not efficient in reaching women, sustaining the interventions at local level and ability to reach women in remote areas. CBOs provide the ZCO opportunities to efficiently reach women in communities as well as support sustainability of community level work. While the ZCO has, in the process of implementing the SN, reached to CBOs through the Spotlight Initiative and IAGs, support for CBOs could have benefited from a clear strategy of engagement from the design of the SN.

Action: The ZCO needs to do the following: i) develop an engagement strategy for CBOs in the new strategic note. This should also address the risks associated with supporting start up and small CBOs and structures; and ii) undertake a national mapping of CBOs, possibly jointly with the MWACSMED, to identify CBOs that have the potential for partnership.

When: Immediate for (i) and 1-2 years for (ii).

Responsibility: UN Women

Recommendation 6: Strengthen quality of technical support by experts to partners.

Challenge: The ZCO enhanced its efficiency through outsourcing external expertise, such as consultancies to support implementation of the CP. While this strategy ensured the availability of the appropriate level of expertise required for effective implementation of interventions, it is not a sustainable solution for partners. This is due to generally limited capacity transfer to the host institution because of the absence of key performance indicators to measure capacity development in the host institution (individual, organisational and institutional capacities). In the majority of cases

UN Women excluded the partner in the recruitment and placement of the technical expert. This approach reduced ownership of the technical support among recipient partners. In other cases, the technical support was viewed as not relevant or not of the required quality resulting in limited engagement by the partner. Such approaches were undermining ownership by beneficiaries of the support.

Action: Capacity development or institutional strengthening is a key feature of UN Women's strategic approach. The ZCO needs to develop conceptualisation document of its institutional strengthening approach that ensures: i) clarity on the institutional development objectives; ii) approach to achieving institutional objectives that allows for ownership of the support by recipients; and iii) clarity of the measurement of the institutional support to the recipient as part of performance measurement for the technical support.

When: Immediate as part of the new SN.

Responsibility: UN Women

Recommendation 7: Strengthen partnerships and continuity of initiatives in key institutions

Challenge: Support to key institutions has been short term and directed by grants available. While this has helped to achieve short term objectives, long term objectives are difficult to achieve with such an approach.

Action: UN Women needs to identify key institutions it will support in the new strategic plan building on outstanding actions in the SN 2016-2021. With each of these institutions, the ZCO needs to develop joint long-term plans of how it will support them over the course of the new SN. This will allow for more coherent support that enhances sustainability.

When: 1-2 years.

Responsibility: UN Women

Recommendation 8: Improve reach of women with disabilities, women in hard-to-reach rural areas and men.

Challenge: The evaluation noted that women in hard-to-reach areas, those with disabilities and men were not extensively reached by the portfolio. Strengthening men and boys' role in transforming power dynamics that still perpetuate gender inequality at all levels is important to balance power dynamics between men and women.

Action: The ZCO, as part of the new strategic note, needs to develop a Leave no One Behind Strategy and how it can reach men to transform power dynamics. This will guide all projects in mainstreaming these dimensions.

When: Immediate

Responsibility: UN Women

4 INTRODUCTION

This is an evaluation report of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) Zimbabwe Country Portfolio for the strategic period from 2016 to 2021.

4.1 Country Context

The UN Women Zimbabwe Country Office (ZCO)'s Strategy Note 2016-2021, was implemented during a period when Zimbabwe was going through a complex social, economic, and political environment, which was exacerbated by extreme climatic conditions.

The economic and development context in Zimbabwe remained uncertain and fragile during the Strategic Note period. The first two years of the Strategic note (2016-2017) experienced some GDP growth (0.8 per cent to 4.7 per cent) and rapid contraction from 2018 to 2020 (4.8 per cent (2018); -6.1 per cent (2019) and -6.2 per cent (2020)) on the back of multiple crises (drought, cyclone, and COVID-19). The economic contraction had a profound impact on production, employment and human development.

Against this fragile economic backdrop, Zimbabwe continued to face the twin challenges of widespread poverty and vulnerability (across rural and urban areas) and recurrent shocks. The Zimbabwe Vulnerability Assessment Committee's (ZimVAC) livelihood assessment estimated that nearly 7 million people in urban and rural areas (almost 50 per cent of the population) were in urgent need of humanitarian support in 2020, an increase of 27 per cent from August 2019. The Integrated Food Security Phase Classification (IPC) undertaken in February 2020 estimated that 4.3 million people in rural areas were severely food insecure and that about 2.3 million in urban areas faced cereal deficits. The World Bank estimated that the number of extreme poor reached 7.9 million people in 2020 – about 52 per cent of the population – with an extra 1.3 million people moving into poverty because of economic disruptions caused by COVID-19 (Warwick et al., 2020).

Political instability at the onset of the Strategy note introduced new political realities for women in Zimbabwe. In November 2017, Zimbabwe witnessed a military intervention that eventually led to the departure from office of the then President, His Excellency Robert Gabriel Mugabe. The ruling party selected a new leader and promised a break from the past that included re-engagement of the west and promoting an even political environment. Such rhetoric was matched with a peaceful pre-election environment, development of the Transitional Stabilisation Programme 2018-2021, and a drive to engage the West to facilitate removal of economic sanctions and restructuring of the country's international debts. However, the pre-election peace in 2018 was clouded by political violence during vote counting and following refusal by the main opposition to accept the election results. Further violent protests against a sharp increase in fuel prices and the ensuing response by government to quell them entrenched instability and political polarisation in the country. At the same time, the space for women to participate in politics shrunk as shown by the reduction in the number of women elected to Parliament and in local government positions. The last elections of 2018 saw women in Parliament reduce from 34 per cent to 31 per cent and in local government from 16 per cent to 14 per cent. These results point to a reduction in the political opportunities and space for women to compete in party politics and elections. At the same time, the ability of Civil Society to openly criticize government was curtailed as government criticism was made synonymous with political opposition politics. Thus, CSO activity, including Women's Rights Organisations, had to temper their advocacy work and interactions with government for fear of reprisals from the government.

These political changes also brought with them shifts in government priorities. Following the change of government in 2017, a new transitional, short term, development policy framework was introduced (the Transitional Stabilisation Programme (TSP)), which set aside the medium-term

development strategy used by the outgoing government² and on which the SN was based. A successor medium term development strategy, the National Development Strategy 1 (NDS1), was developed within the context of a re-imagined long term vision for the country (Vision 2030). The Vision 2030 aims to create an “upper middle-income society” by 2030. These plans sought to focus on people’s aspirations and expectations in the transition from the prior administration into the “new dispensation” or 2nd Republic. These changing priorities meant that the UN (and UN Women) had to revise their objectives for the country.

Consecutive extreme weather patterns (drought and cyclones) and other crises entrenched poverty and increased vulnerabilities of women and girls. The eastern and southern provinces of the country were hit by recurring droughts and floods during the SN period. In 2019, the Eastern part of the country, primarily Chimanimani, Chipinge, Mutare and Buhera districts were hit by Cyclone Idai which caused major damage to and destruction of infrastructure, including displacing 50,905 people³. Such displacements introduced new vulnerabilities for women with 15,000 women and girls reported to be at risk of GBV.⁴ During the period from 2019 to 2020, the country experienced severe drought that led to a large proportion of the population in need of food aid (see discussion above).

Between 2020 and 2021, the whole country, like the rest of the world, experienced the COVID-19 pandemic, which led to national restrictions on movement and the devastation of micro and small informal businesses on which more women participate in. Restrictions on movement also led to an increase in GBV cases, and increased burden of unpaid work for women and entrenching gender inequalities. Reports indicate that GBV cases increased by 40 per cent and intimate partner violence by 20 per cent⁵ during the COVID-19 induced lockdowns. The non-inclusion of GBV as an essential service isolated GBV victims while at the same time GBV service providers grappled to keep service provision open. Even though GBV service providers were later recognized as essential workers, the capacity to respond in humanitarian settings was weak.

HIV rates have been declining and moving away from a generalised epidemic; However, Zimbabwe still has one of the highest HIV rates in Sub Saharan Africa, with adolescent girls particularly affected. The HIV and AIDS prevalence rate for Zimbabwe was 12.8 per cent, representing 1.4 million people living with HIV and AIDS in 2019. Generally, HIV and AIDS prevalence was higher among women than men (15.3 per cent vs. 10.2 per cent). HIV and AIDS incidence is higher among adolescent girls than boys with 130,000 adolescent girls being newly infected with HIV and AIDS in 2019, compared with 44,000 adolescent boys. Thus, adolescent girls were 3 times more likely to get infected with HIV than adolescent boys.

Zimbabwe remains a signatory to all major human and women’s rights international and regional protocols and agreements providing a sound framework for influencing the achievement of gender equality and women’s empowerment. Zimbabwe signed and ratified international and regional instruments that promote gender equality and non-discrimination of women and girls: the CEDAW, Beijing Platform for Action, UN Resolution 1325, SDGs, Agenda 2063, Maputo Protocol, and the Revised SADC Gender Protocol. Provisions of these protocols and agreements are enshrined in the Zimbabwe Constitution enacted in 2013 with the government making significant progress in

² The strategy was termed the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimASSET).

³ IDMC (Internal Displacement Monitoring Centre). 2019. “Tropical Cyclone Idai: Figure Analysis – Displacement Related to Disasters.” Accessed 12 June 2022: <https://www.internal-displacement.org/sites/default/files/inline-files/GRID-2019-Disasters-Figure-Analysis-Idai.pdf>

⁴ UNFPA (United Nations Populations Fund). 2019. “We Are More Empowered Now,” Cyclone Idai Survivor.” ACCESSED 12 JUNE 2022 <https://Zimbabwe.Unfpa.Org/En/News/We-Are-More-Empowered-Now-Cyclone-Idai-Survivor>

⁵ SAFE Leave No One Behind Framework.2020.

aligning legislation to this Constitution, including establishment and resourcing of the Zimbabwe Gender Commission (ZGC) which is a constitutional agency. However, progress in aligning the legislation was slow with significant pieces of legislation that have direct impact on promotion of gender equality and women's empowerment still lagging behind, such as harmonisation of marriage laws, and sexual offences related laws.

Despite this, and continued rhetoric on importance of gender and women's empowerment by government, it has not walked with the talk with resourcing. The gender machinery always receives a budget not more than 1 per cent of the national budget. The 2021 budget analysis revealed that Ministry of Women Affairs Community, Small and Medium Enterprises Development (MWACSMED) received 0.5 per cent and the Zimbabwe Gender Commission (ZGC) 0.039 per cent of the budget.⁶ The Health budget remains below the 15 per cent set by the Abuja Declaration. In addition, the agriculture budget is below 10 per cent. These budgets directly impact on women in achieving gender equality and empowerment.

The SN 2016-2021 operated in a perilous funding environment. The complex political and economic environment in Zimbabwe that has been characterised by a fractious relationship between development partners and government has made opportunities for development funding very limited in the country. The introduction of sanctions and the agreement of Organization for Economic Cooperation and Development (OECD) countries to not fund government directly has resulted in donor focus on humanitarian and short-term development assistance, which crowds out potential avenues of support for gender equality. Donor focus was also shifting to respond to the sub-regional drought while the migration crisis in Europe and the economic effects of COVID-19 all resulted in shifting priorities and further reduction of funding pipelines for UN Women ZCO. Denmark and Norway embassies, both supporting UN Women programmes in the previous SN, closed office in 2016 and 2018 respectively reducing scope for further support.

Annex 5 provides more details on the country context.

4.2 The Strategic Note 2016-2021

The UN Women ZCO SN 2016-2021 was developed within the context of the Zimbabwe United Nations Development Assistance Framework (ZUNDAF), UN Women's global and Africa priorities and the government's medium-term development framework (ZimAsset). The SN 2016-2021 implemented the UNCT adopted Gender Mainstreaming Strategy (GMS) (2016), a product of the ZUNDAF 2013-2018, while at the same time delivering technical support to government's priorities for gender equality and women's empowerment encapsulated in the ZimASSET 2013-2018 and providing systematic coordination of the UN's support for gender and women's empowerment. The SN 2016-2021 was strongly aligned to the ZUNDAF gender priorities of:

1. strengthening the capacity of institutions to promote gender equality
2. strengthening the legal and policy frameworks; empowering women and girls to exercise their rights; and
3. creating an enabling and supportive community environment.

The SN 2016-2021 was also aligned to the UN Women's global priorities encapsulated in the UN Women global Strategic Plan from 2014 to 2017. However, strategic shifts were also undertaken during implementation to align with the new UN Women Global Strategy (2018-2021) as well as with the newly developed UN Women Africa Strategy in 2017.

⁶ Parliament of Zimbabwe. 2020. "2021 Post Budget Analysis on MWACSMED and ZGC budgets." *National Assembly Hansard* 9 December 2020, Vol 47 No. 15.

The SN was extended in order to align with the new government development framework and the ZUNDAF. The UNDAF scheduled to end in 2020 was extended by one year and ended in 2021 to ensure that the new United Nations Sustainable Development Cooperation Framework was aligned to the National Development Plan (NDP). The ZCO requested a one-year extension to its Strategic Note 2016-2020 to remain aligned to the UNDAF. The extension period did not bring any major shifts to the targeted results.

Responding to the above, the UN Women ZCO focused on three impact areas. The overall goal of the ZCO, through the SN 2016-2021, was to promote and pursue the realisation of Gender Equality and Women’s Empowerment through focusing on 3 impact areas of the UN Women global flagship programmes namely:

1. Women Political Empowerment (Impact Area 1)
2. Women’s Economic Empowerment (Impact Area 2)
3. Ending Violence Against Women (Impact Area 3)

While focussing on the 3 impact areas, the ZCO responded to its three core mandates: normative, coordination and operational. Specific issues of focus under each mandate are presented in Table 1.⁷

Table 1: Core mandates of UN Women in Zimbabwe

Normative work	Coordination work	Operational work
<ul style="list-style-type: none"> • Strengthen capacities at national and local levels to implement the constitution, legal frameworks and policies that promote gender equality and women’s empowerment in line with international standards • Contribute to the ongoing domestication of SDGs • Support the development of the National Action Plan on UNSCR 1325 • Support the development of the National Gender Policy; Implementation strategy for the National Gender Policy • Support to the Gender Machinery (MWACSMED) on reporting on the implementation of gender related international and regional treaties and conventions. (CSW, CEDAW concluding recommendations and SDG VNR reports) 	<ul style="list-style-type: none"> • Lead and coordinate the Gender Results Group • Undertake a joint and participatory United Nations Country Team (UNCT) SWAP Gender Scorecard annual review (2019) • Support implementation of performance indicators on gender equality within the One UN Zimbabwe (e.g. gender scorecard) • Provide technical inputs to ZUNDAF evaluation, • ZUNDAF formulation and CCA elaboration • Coordinate integration of GEWE at all stages of the development of the ZUNDAF • Celebrate global gender related events e.g. International Women’s day, 16 Days of Activism among others 	<ul style="list-style-type: none"> • Women’s Political Empowerment and Leadership • Women’s Economic Empowerment • Women and girls living a life free of violence • Gender Responsive Budgeting (GRB) • Gender statistics • Institutional strengthening • HIV/AIDS • Leading on development of Joint Programmes on GBV; Peace and Security; Safe Markets • Engagement of men and boys, traditional and religious leaders to prevent GBV

⁷ Terms of Reference (TORs) P2

In line with the Zimbabwe focus, the UN Women SN 2016-2021 Development Results Framework (DRF) was structured based on the 3 impact areas mentioned above although changes occurred during the course of implementing the SN. The outcomes were crafted to support the realisation of the desired impact results while maintaining relevance and coherence with national, regional, and international priorities on GEWE. The DRF was systematically revised along the 5-year implementation period to respond to the changing contexts and programmes. Global impact area 5 (gender statistics flagship programme) focusing on ensuring ‘Governance and national planning fully reflect accountability for gender equality commitments and priorities’ was introduced in 2017 by the UN Women ZCO. The impact area had two outcomes:

- **Outcome 5.1:** Supportive policy environment in place to ensure gender-responsive localization and effective monitoring of the SDGs.
- **Outcome 5.2:** Quality, comparable and regular gender statistics are available to address national data gaps and meet policy and reporting commitments under the SDGs, CEDAW and Beijing.

Further revisions were made to the outcomes with the WEE outcome changing to: *“National plans, legislation, policies, strategies, budgets and justice mechanisms adopted and implemented to strengthen women’s economic empowerment”* while the WPP changed to: *“Laws, policies and strategies to promote women’s participation in decision making processes and structures at national and local levels formulated, enforced, implemented and monitored in line with national, regional and international provisions.”*

The DRF’s priority impact areas for the UN Women ZCO during the SN 2016-2021 were meant to be achieved through interventions that aim to facilitate institutional reforms and capacities, individual capacities, especially for women and girls. This was aimed at enhancing their agency, and capacities of community-based influencers to embrace and advance gender equality and women’s empowerment. These outcomes continued to be aligned to the five UN Women Global Strategy (2018-2021) outcomes, specifically those of the reconstructed Theory of Change (ToC – See Annex 3) of:

- Outcome 1: A comprehensive and dynamic set of global norms, policies and standards on gender equality and the empowerment of all women and girls is strengthened and implemented (**Outcome 1 of the UN Women ZCO SN 2016-2021**)
- Outcome 2: Women lead, participate in and benefit equally from governance systems (**Outcome 1 of the UN Women ZCO SN 2016-2021**)
- Outcome 3: Women have income security, decent work and economic autonomy (**Outcome 2 of the UN Women ZCO SN 2016-2021**)
- Outcome 4: All women and girls live a life free from all forms of violence (**Outcome 3 of the UN Women ZCO SN 2016-2021**)
- Outcome 5: Women and girls contribute and have greater influence in building sustainable peace and resilience and benefit equally from the prevention of natural disasters and conflicts and from humanitarian action.⁸ (**No specific outcome but is covered with specific programmes see below**)

⁸ UN WOMEN (United Nations Entity for Gender Equality and the Empowerment of Women). 2017. *UN-Women Strategic Plan 2018-2021: Integrated Results and Resources Framework*. UNW/2017/6/Rev.1

While Outcome 5 of the Global Strategy (2018-2021) was not specifically covered in the SN 2016-2021, implementation of the UN Joint Programme – “*Building Trust and Confidence in Zimbabwe’s Transition*” – funded by the UN Secretary General’s Peace Building Fund (PBF), made a contribution to it. The programme among other objectives sought to strengthen the participation of women in peacebuilding in the country.

The UN Women ZCO implemented significantly large programmes that enhanced depth of intervening in specific outcome areas. The coming in of the Spotlight Initiative resulted in the ZCO increasing its outputs within Impact Area 3 (and Outcomes 1 and 3); on ending violence against women, to allow the increase in scale of work brought through the Spotlight Initiative. Outputs in Impact 1 on Women’s Political Participation have also been increased through support from UN Women’s participation in the PBF funded joint programme.

Facing sever funding constraints, the UN Women ZCO made a deliberate decision to implement the SN 2016-2021 through three four approaches that enabled it to still achieve significant influence. Shifting donor priorities reduced the funding landscape for UN Women ZCO. To ensure effective implementation within this context, the UN Women designed a three pronged implementation strategy that sought to leverage on other UN agencies as well as identifying niche of comparative advantage. These strategies included:

- Joint/ closer collaborative programming with other UN agencies.
- Strengthening national institutions for accountability and civil society for response and impact.
- Knowledge management and M&E to close the data gap and build evidence-based programming and advocacy.
- Coordination and obligatory national reporting and accountability mechanisms.

Annex 7 presents more information on this strategic decision.

The estimated budget for the delivering the SN-2016-2021 was \$16,933,391.25.

4.2.1 Outcomes and activities⁹

While the Project had three impact areas and on track, two of the three impact areas – Women’s Political Participation and Ending Violence Against Women – were on track and the programme of Women’s Economic Empowerment lagged due to lack of funding.¹⁰ Nonetheless, the following sections provide details on the focus of the UN Women ZCO SN 2016-2021 in these result/impact areas.

Result Area 1: Women’s Political Empowerment (WPE)¹¹:

The aims were:

1. To create a conducive environment for women’s participation in decision making at the most influential government levels and within critical institutions. This is aimed to accelerate and yield greater inclusion of women in decision making positions in relation to regional and constitutional provisions by supporting electoral laws and policy reform. This is done through working with ZEC and the Ministry of Local Government and adapting current Gender Peace and Security programme to respond more effectively to the upcoming 2018 elections.

⁹ UN Women Zimbabwe Country Office-SN Report 2021. AWP Cover Note

¹⁰ Ibid.

¹¹ Strategic Note Narrative 2016-2021.

2. To increase women’s participation, women’s political knowledge and political inclusion and citizenry, the CO will strengthen the capacity of the newly formed Gender Commission to implement its monitoring and oversight role in relation to gender equality.

The outcome and key strategies for this key result area are presented in Table 2.

Table 2: Outcome and strategic interventions for Result Area 1

Outcome	Outputs/Strategic Interventions
Laws, policies and strategies to promote women's participation in decision making processes and structures at national and local levels are formulated, enforced, implemented and monitored in line with national, regional and international provisions.	<ol style="list-style-type: none"> 1. Strengthening the capacity of the ZEC and Ministry of Local Government to review policies and strategies to improve gender inclusivity in electoral process through UN Women financial and technical support. 2. Gender mainstreaming Strategy in election management developed and implemented by ZEC and Ministry of Local Government. 3. GEWE commitments implemented and monitored through UN Women’s provision of technical and financial support to operationalisation of the ZGC to exercise its oversight role and mandate on increasing women’s participation in politics and alignment of laws to the Constitution. This output would result in the Gender Commission Strategy, Operational Plan, Communication Strategy and the Monitoring and Evaluation Plan developed and operational. 4. Strengthening the capacity of rights holders and gender advocates and community women’s groups to advocate for the review and implementation of laws and policies in line with the Constitution. 5. Strengthening the capacity of the security sector to respond to the needs of women and girls in both peaceful and conflict environments. For example, during and post 2018 elections.

Result Area 2: Women’s Economic Empowerment (WEE) (Flagship)

The objectives of Result Area 2 were:

1. To transform the lives of a large percentage of women through addressing access to land and food security. This is achieved by providing support that enables women’s access to land and means of production while addressing barriers to women entering the formal economy. For example, influencing financial institutions’ policies for women’s access to finance and providing technical support to the Ministry of Agriculture, Ministry of Lands and Ministry of Finance in relation to gender sensitive policy formation.

The main outcomes and interventions are presented in Table 3.

Table 3: Outcome and strategic interventions for Result Area 2

Outcomes	Outputs/Strategic Interventions
<ol style="list-style-type: none"> 1. Women’s land tenure security is increased. 2. Women small holder 	<ol style="list-style-type: none"> 1. Generate information and knowledge to inform and strengthen strategic interventions by gender equality advocates to address barriers to women’s access to

Outcomes	Outputs/Strategic Interventions
<p>productivity in changing climate is increased.</p> <p>3. Financing barriers removed and women's capacity to invest in climate-resilient agriculture is increased.</p>	<p>land and support implementation of progressive Constitutional provisions.</p> <p>2. Strengthening the capacity of land administration authorities (Ministry of Agriculture, Ministry of Lands, Ministry of Local Government and Ministry of Women Affairs, Gender and Community Development) to implement constitutional and legislative provisions.</p> <p>3. Development and implementation of Action plans and strategies to implement constitutional and legislative provisions.</p> <p>4. Increasing the number of women with better understanding of land application and registration procedures and systems.</p> <p>5. Empowering women to make choices and equitable participation in land ownership and agricultural development with sustainable and resilient agricultural practices and measures for sustainable livelihoods.</p> <p>6. Strengthening the capacity of five (5) financial institutions (commercial banks and Microfinance Institutions) to review their policies and strategies so as to develop gender responsive lending practices. This will open up opportunities for women farmers to access financial resources.</p> <p>7. Strengthening the women farmers' financial and business management skills and Internal Savings and Lending Schemes. This intervention will build on the work already being undertaken in the current Joint Program on Gender Equality being implemented by UN Women in collaboration with other UN agencies, such as International Labour Organization (ILO).</p>

Result Area 3: Elimination of Violence Against Women (EVAW)

The aim of this impact area was to implement inclusive gender equality provisions and national policies and laws as provided by the Constitution, international and regional commitments and the need to eliminate harmful social practices that violate women's and girl's rights. Focus was on empowering women and girls to exercise their rights and agency.

The outcomes and strategies for Results area 3 are presented below.

Table 4: Outcome and strategic interventions for Result Area 3

Outcomes	Outputs/Strategic Interventions
<p>1. An enabling legislative and policy environment in line with international standards on EVAW and other forms of discrimination is in place and translated into action.</p> <p>2. Favourable social norms, attitudes and behaviours</p>	<p>1. Strengthening capacity of women's organisations to advocate for the reform, development and implementation of laws and policies on EVAW with particular attention to marriage laws (customary marriage act, unregistered customary unions and the civil marriages act), sexual offences crimes under the Criminal Code.</p> <p>2. Supporting establishment and strengthening of the Zimbabwe Gender Commission (ZGC) and Gender Forum.</p>

Outcomes	Outputs/Strategic Interventions
<p>are promoted at community and individual level to prevent VAW.</p> <p>3. Women and girls who experience violence are empowered to use available, accessible and quality essential services and recover from violence.</p>	<p>3. Strengthening the capacities of relevant ministries, such as the Ministry of Women Affairs, Gender and Community Development; Ministry of Home Affairs – Zimbabwe Republic Police (ZRP) Victim Friendly Unit; and Ministry of Justice and district level anti-GBV structures. Ending Child Marriage will be the central focus of this strategy in line with CEDAW Concluding Observations and Recommendations made to the Zimbabwe government in 2012 and in accordance with the Committee’s General Recommendation 19 on VAW.</p> <p>4. Strengthening access to justice for survivors of all forms of violence, for example child marriages.</p> <p>5. Increasing the rights awareness and demand by rights holders and promotion, respect and protection of rights by duty bearers.</p> <p>6. Establishing partnerships with relevant and responsible partners, including UN Agencies to strengthen the capacity of service providers for women’s access to comprehensive quality and coordinated VAW services.</p> <p>7. Strengthening advocacy strategies and capacity of women and girls to demand their rights and utilise available reproductive, maternal, new born and child health (RMNCH) and VAW services.</p> <p>8. Continued and strengthened UN Women coordination and gender mainstreaming expertise in the UNCT.</p>

4.2.2 Project implementation: partners and arrangements

Partners implementing the UN Women country programme were project based. Collaborations with other UN agencies were achieved through formal and other loosely structured joint programmes. Its support within the context of the Gender Mainstreaming Strategy, UN Women ZCO supported gender mainstreaming in ongoing programmes within the UN Agencies, Ministries and Commissions. The Implementing Partners for the Project included: Government Ministries, Independent Commissions, Academic Institutions, Research Institutes, Civil Society Organisation (CSOs), and Community Based organisations (CBOs). The main funders were the European Union, Swedish Development Cooperation, Norwegian Government, and Irish Aid. These projects supported different result areas under the strategic note with the partnerships organised under these result areas.

Implementing arrangements at UN level

Most projects were implemented through direct grants to implementing partners though several were through UN joint programmes where UN Women was either the lead or participating agency. The projects included:

- Joint programme for Gender Equality (UN Women as lead agency);
- Joint Programme for the Elimination of GBV among Adolescent Girls and Young Women (UN Women as participating agency with UNICEF as lead);
- Peace Building fund Project (three UN agencies with UN Women as participating agency and UNDP as lead agency);
- Multi-Partner Trust Fund (MPTF) safe markets.
- Zimbabwe Electoral Commission Capacity Building Project (ZIMECO) an election project leadership of UNDP with UN Women as a partner; and

- The Spotlight Initiative (eight UN agencies and UN Women as coordinating agency)

4.3 Evaluation Purpose and Objectives

Annex 1, Terms of Reference (ToR) provides more details on the scope and objectives. The overall purpose of the Country Portfolio Evaluation (CPE) was to reflect on the impact of the UN Women Zimbabwe Country Office work with partners and stakeholders on the national GEWE agenda during the SN period (2016-2021). The evaluation served two purposes: i) strengthening UN Women Zimbabwe's accountability to donors, partners, and other stakeholders; and ii) provide lessons that would guide development of the next SN (2022-2026) and its implementation framework as the evaluation was conducted during the process of development of the new SN (2022-2026). The evaluation was primarily formative to provide evidence of key changes and opportunities for enhancing the effectiveness of the new SN (2021-2025).

The evaluation assessed the project based on the criteria of: Relevance, Coherence (Internal Coherence and External Coherence), Efficiency, Effectiveness, Sustainability, and Human Rights and Gender Equality.

4.3.1 Evaluation objectives

The specific objectives of the evaluation were to:

- Assess the relevance of UN Women contributions to national priorities and alignment with international agreements and conventions on gender equality and women's empowerment.
- Assess the effectiveness and organizational efficiency in progressing towards the achievement of gender equality and women's empowerment results as defined in the SN (2016-2021), including testing the validity of theories of change, especially corporate theories of change for flagship programmes.
- Enable the CO to improve their strategic positioning to better support the achievement of sustained gender equality and women's empowerment.
- Analyse how a human rights approach and gender equality principles are integrated in the design and implementation of the Strategic Note.
- Identify and validate lessons learnt, good practices and examples of innovation that support gender equality and human rights.
- Provide insights into the extent to which the UN Women has realized synergies between its triple mandate (normative, coordination and operations) and on how to leverage the UN system to increase development results on gender equality.
- Provide forward-looking recommendations with respect to the development of the next Strategic Note.

4.3.2 Evaluation scope and its relevance to primary intended users

The timeline for the Evaluation covered the period from January 2016 to June 2021.

The evaluation focused on three impact areas of the SN (2016-2021) of WPP, WEE and EAW as well as the additional impact are 5 introduced in 2017 on gender statistics. However, less attention was given to WEE as there was only one project in this area and only implemented in 2021. The evaluation process covered the broad spectrum of stakeholders for the UN Women ZCO at national and sub-national and community levels during the SN (2016-2021) period. These included direct beneficiaries and indirect beneficiaries: government ministries and agencies, development partners, UN agencies, Constitutional Chapter 12 institutions, CSOs, research institutions and academia and women and men from communities. The evaluation team also sampled communities in which UN Women supported interventions were conducted by partners and stakeholders across the three thematic areas. The team

also followed up on specific recommendations and lessons identified by independent project evaluations to see how these have been taken up by the country office in its design of similar programmes/projects or for the SN (2016-2021) implementation of remaining period of the SN.

Specific users and uses of the evaluation are presented in Table 5. They are categorised into primary and secondary users.

Table 5: Users of the evaluation

Users	Relevance of the evaluation
Primary Users	
UN Women Programmes staff in Zimbabwe, the region and Headquarters.	Lessons and recommendations to inform updating of the SN (2022-2026). Performance of the UN Women Zimbabwe Country Office Support.
UN agencies in Zimbabwe, including the Resident Coordinator's Office.	Contribution by UN Women to gender equality and women's empowerment in Zimbabwe. Lessons and recommendations to inform work of the UN on gender equality and women's empowerment e.g., work of the Gender Results Group (GRG).
Relevant government ministries and agencies, including Chapter 12 independent commissions.	Performance of the UN Women Zimbabwe Country Office Support. Opportunities for collaboration in the SN (2022 – 2026). Lessons learned and recommendations.
Academia, research and documentation and training centres.	Progress on gender equality and women's empowerment. Areas to enhance partnerships with UN Women and the gender machinery.
Financial institution.	Performance of UN Women and opportunities for partnership with UN Women and gender machinery in the country.
Development banks and Donors.	Progress in gender equality and women's empowerment in Zimbabwe. UN Women's strategic role and contribution. Recommendations and lessons for strengthening achievement of gender equality and women's empowerment in the country.
International Non-Governmental Organizations (INGOs), CSOs, faith-based organisations, men's organisations.	Progress in gender equality and women's empowerment in Zimbabwe. UN Women's strategic role and contribution. Recommendations and lessons for strengthening achievement of gender equality and women's empowerment in the country. Contribution of CSO partnership to progress on gender equality and women's empowerment and to specific achievements of the UN Women Zimbabwe country office's SN (2016-2021).
Secondary Users	
Media associations, Traditional leaders.	Knowledge and status on gender equality in Zimbabwe and recommendations on what need to be done and the roles of different stakeholders.

UN Women Zimbabwe Country Office will be responsible for developing management response and action plans to the evaluation findings and recommendations in consultation with partners, donors, and government partners of the programmes. The final evaluation report will be made publicly available on the UN Women Global Accountability and Tracking of Evaluation (GATE)

System <http://gate.UN Women.org/>. It will also be disseminated during regional, national and district meetings.

4.3.3 Evaluation criteria and priority questions

The evaluation criteria for this CPE served two purposes: assessing development effectiveness (accountability); and assessing UN Women’s strategic positioning (learning). Evaluation questions were prioritised from the list of standard evaluation questions for UN Women CPEs by the UN Women ZCO and further reviewed by the evaluation team. The prioritisation is presented in Annex 2. The prioritised evaluation questions are presented in Table 6. An evaluation framework was developed during the inception phase of the evaluation to guide the tools and evaluation focus. The evaluation framework is presented in Annex 2.

Table 6: Prioritised evaluation questions

Criterion	Evaluation questions
Relevance	<p>Strategic positioning</p> <ul style="list-style-type: none"> • How has UN Women positioned itself within the national development/policy space, and what strategies has it taken in assisting efforts on gender equality and the empowerment of women? • Are the interventions achieving synergies within the UN Women portfolio and the work of the UN country team? • What is UN Women’s comparative advantage compared with other UN entities and key partners? • Was UN Women responsive to the evolution of development challenges and the priorities in national strategies, or significant shifts due to external conditions? • How are the short-term requests for assistance balanced against long-term development needs? <p>Alignment</p> <ul style="list-style-type: none"> • Is the portfolio aligned with national policies, strategies and international human rights norms? <p>Context</p> <ul style="list-style-type: none"> • Is the choice of interventions most relevant to the situation in the target thematic areas? <p>Partnerships</p> <ul style="list-style-type: none"> • Is the choice of partners most relevant to the situation of women and marginalized groups? • Are existing partnerships working?
Efficiency	<p>Organisational efficiency</p> <ul style="list-style-type: none"> • To what extent does the UN Women (multi-)country office management structure support efficiency for implementation? • Does the organization have access to the necessary skills, knowledge and capacities needed to deliver the portfolio? <p>Mobilizing and managing resources</p> <ul style="list-style-type: none"> • How well positioned is UN Women to mobilize resources to support the Strategic Note? • Were resources mobilised sufficient to meet the SN goals/ targets? • How well have resources and risks been managed to ensure results? <p>Culture of results</p> <ul style="list-style-type: none"> • Has a results-based management system been established and implemented? • To what extent has UN Women supported national ownership and demand for gender-responsive policy and evaluation evidence? • Have national evaluation capacities for gender-responsive evaluation been addressed and strengthened? <p>Knowledge management and communication</p> <ul style="list-style-type: none"> • Are UN Women’s knowledge management and communications capabilities and practices relevant to the needs of the portfolio and partners.

Criterion	Evaluation questions
Effectiveness	<p>Programme</p> <ul style="list-style-type: none"> • To what extent planned outputs have been achieved on time? • Are interventions contributing to the expected outcomes? For whom? • What unexpected outcomes (positive and negative) have been achieved? For whom? • What has UN Women’s contribution been to the progress of the achievement of outcomes? • What are the main enabling and hindering factors to achieving planned outcomes? • Is the balance and coherence between programming operational coordination and policy-normative work optimal? <p>UN Coordination</p> <ul style="list-style-type: none"> • What contribution is UN Women making to UN coordination on gender equality and the empowerment of women? Which roles is UN Women playing in this field? • To what extent has gender equality and women’s empowerment been mainstreamed in UN joint programming such as UNDAF? • To what extent has UN Women coordination contributed to achieving results on gender equality and the empowerment of women? <p>Normative</p> <ul style="list-style-type: none"> • To what extent have lessons learned been shared with or informed global, regional and national normative work? • What contribution is UN Women making to implementing global and national norms and standards for gender equality and the empowerment of women?
Sustainability	<p>Capacity Development</p> <ul style="list-style-type: none"> • To what extent was capacity developed in order to ensure sustainability of efforts and benefits? <p>National Ownership</p> <ul style="list-style-type: none"> • Is there national ownership and are there national champions for different parts of the portfolio? • What local accountability and oversight systems have been established to support the continuation of activities? • How did UN Women design to scale-up coverage and effects of its interventions? • Did UN Women use and capitalize upon pilot/catalytic initiatives?
Human rights and gender equality	<p>Addressing structural causes of gender inequality</p> <ul style="list-style-type: none"> • Is the portfolio addressing the root causes of gender inequality? • To what extent is the portfolio changing the dynamics of power in relationships between different groups? • Has the portfolio been implemented according to human rights and development effectiveness principles: <ul style="list-style-type: none"> • Participation/empowerment • Inclusion/non-discrimination • National accountability/transparency • Which groups is the portfolio reaching the most, and which are being excluded?

5 METHODOLOGY

5.1 Conceptual Evaluation approach

The SN evaluation used a theory-based approach, sustainability approach and contribution analysis. This ensured that the key principles of an evaluation in accordance with UN WOMEN evaluation principles are satisfied, which are inclusivity, gender, and human rights, participatory, reflective, quality and impartiality/honesty/integrity, accountability, and transparency. This helped in the assessment of the SN (2016-2021) effectiveness in achieving its intended outcomes and assess any unintended outcomes. The consulting team also explored the positive and negative, intended, and unintended, direct, and indirect, primary, and secondary outcomes (changes in behaviour, knowledge, skills, and attitudes) of UN Women interventions. The consulting team investigated the SN (2016-2021) outputs and how they were being accessed and utilized as well as the inputs. The evaluation brought to the fore SN (2016-2021) niche, identity and inform SN (2022-2026) priority areas. The ToC was used to guide the contribution analysis.

5.1.1 Contribution analysis

The crux of an evaluation, which is often the most controversial issue is establishing contribution vs attribution. This is more pronounced when operating in a challenging and complex environment more so ever changing and fluid context, such as the one in Zimbabwe. Tracing the pathway from interventions to outcomes and impact requires an intricate process and rigorous analysis. There are methodological challenges, especially in establishing the direct connection/link from capacity building inputs, outputs, outcomes to impact. The evaluation utilised the contribution analysis methodology to help track emerging project impacts/outcomes and solve the contribution and attribution challenges that may emerge. The process is detailed below.

Contribution analysis approach

UN Women's contribution in Zimbabwe is related to its three core mandates: normative, coordination and programme work. In this context (and as detailed earlier) its work in these areas will include:

- Supporting implementation of legislative alignment to the Constitution, and domestication and implementation of international agreements on gender equality and women's empowerment; Convening or contributing to partnerships at both sectoral level and at national level;
- Coordinating and providing technical support for gender within the UN country response; and
- Capacity building of actors (government, non-government and sub-national and community level institutions), women and girls to advance gender equality.

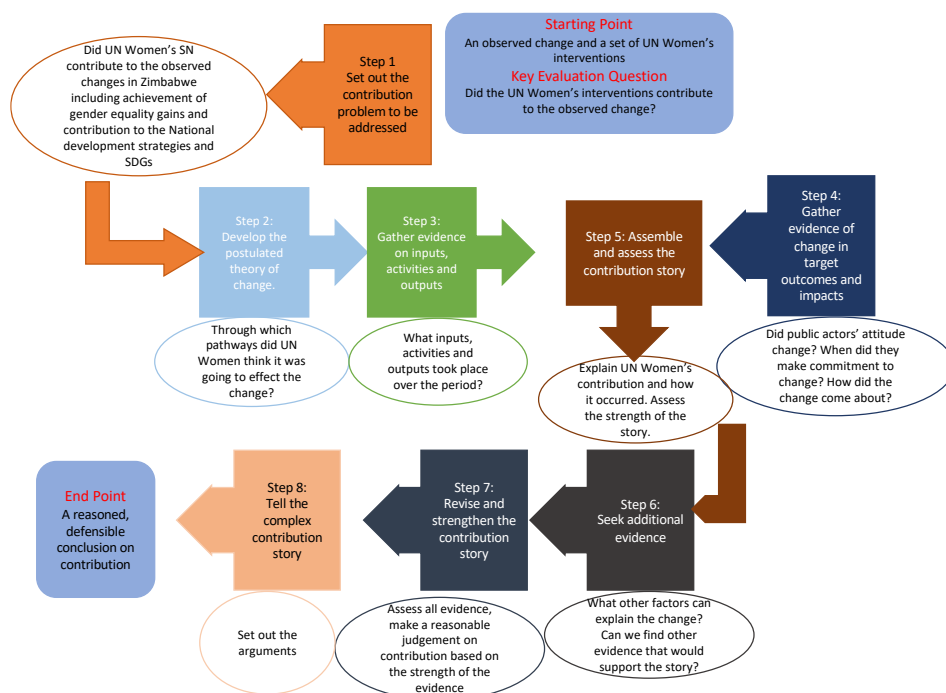
Contribution analysis is a regular methodological choice for addressing complex scenarios where final results are joint products by many partners and the evaluation needs to assess, as persuasively as possible, the contribution of one partner (Dart and Davis, 2003; and Dart and Davis, 2005). The essence of the approach was to note the results that have occurred, which may include policy changes as well as services delivered, and then to consider what best accounts for the results, including the extent to which UN Women activities made a difference.

A contribution analysis perspective involved taking a broad view of the overall context and acknowledging that change may have been influenced by other events and actors. This ensured that the evaluation methodology was explicitly taking into account the fact that UN Women does not act

alone, and that UN Women’s interactions with its partners, and the results and outcomes of these interactions, are an important focus of the evaluation.

This was particularly pertinent in the three case studies – one for each impact area. Each of the case studies examined UN Women’s work within a broader context, which has different levels: the context of UN Women’s national commitments; the broader context of the country and the work of other partners; and interventions supported and funded by UN Women. The evaluation team used contribution analysis to assess what UN Women’s contribution has been in each of the three case studies. In essence, this involved determining whether any changes that have taken place at goal level in the specific multi-sectoral programme were brought about through UN Women specific contributions, as depicted in Figure 123.

Figure 123: Contribution analysis



Adapted from Dat and Davies, 2005

The contribution steps that the CPE team followed included:

- **Step 1** - The starting point for the country contribution analysis is whether UN Women interventions contributed to change at country level. This involves identifying the contribution problem for the Zimbabwe context.
- **Step 2** - Drafting an inferred country specific theory of change (as discussed above), which illustrates through which pathways UN Women sought to bring about change in Zimbabwe.
- **Step 3** – Involves collecting evidence on inputs, activities, and outputs. This will be done in two phases: a first desk phase, followed by a fieldwork which will seek to fill gaps in information.
- **Step 4** – Gathers evidence of outcomes. At the outcome level, this involves looking at whether there is strengthened commitment to policies and examines whether services for beneficiaries resulted in improved outcome level changes (e.g., economic empowerment, access to GBV services, gender inclusive policies, programmes, and services) as per the measures identified in UN Women’s development results framework and the associated key performance indicators being used to track progress against the respective outcomes.

- **Step 5** – Assesses the contribution story by comparing the inputs over the period (step 3) with the outcomes (step 4) and making a considered assessment of the strength of the ‘contribution story’. In essence, this looks at the contribution story and whether there is sufficient and plausible evidence of a contribution.
- **Step 6, 7 and 8** – Involve seeking additional evidence that might back up the contribution story or otherwise explain the changes that have taken place and revising the contribution story accordingly.

5.1.2 Evaluation guidance

Guided by the TOR and general UNEG evaluation requirements for which the consulting team is adept, the evaluation used the following UNEG guidance documents to frame methods:

- UN Women CPE Evaluation guide.
- UNEG Norms and Standards for Evaluation (2016).
- Gender Responsive guidelines.
- The revised OECD/DAC Guidelines.

The consulting team applied the OECD/DAC guidelines as the main evaluation criteria for the SN portfolio. The tools were crafted to analyse the relevance, coherence, effectiveness, efficiency, impact, and sustainability of the 3 priority areas:

- Design and relevance: To what extent was the SN portfolio aligned to the Zimbabwe development agenda? Did stakeholders find it relevant/were interventions informed by well-established benchmarks?
- Effectiveness and efficiency: What have been the results of the UN Women activities in terms of: i) GEWE and change process and ii) Development outcome? Were resources adequate to achieve the set objectives of UN WOMEN activities?
- Sustainability: Are results sustainable in terms of: i. Context: have the constraints in terms of environment been tackled? ii. Organization and resources: have the issues at organizational level been tackled? Are stakeholders able to continue the work they were doing beyond the support provided during the SN period? To what extent did the program provide for flexibility to allow adaptation, for example, the impact of COVID 19?

5.2 Methods of data collection and analysis

The evaluation applied a mixed method approach, which employed theory based, cross-sectional mostly descriptive methods. The methodology was implemented in three stages: Document review, field work data collection and reporting stage.

Figure 3: Evaluation process



5.2.1 Data Collection

Portfolio level evaluations are different from project level evaluations. The focus for portfolio evaluations is on strategic level data collection (documents and key informants) and analysis. Wherever possible it is, of course, ideal for the SN evaluation to gather data from beneficiaries as appropriate, to find out the impacts on those targeted for support. The overall data collection approach to the SN evaluation was participatory. This ensured that the diverse stakeholders made direct input into the findings and their preliminary analysis to derive meanings and lessons. In addition, the consultants also deployed an online survey to ensure that all stakeholders had a chance to contribute to the evaluation. Data collection was undertaken between November 2021 and March 2022.

Systemic desk review: The consultant began with desk review during the inception phase and continued throughout the evaluation process. During the inception phase, the team focused on understanding the UN Women Zimbabwe's operations during implementation of the SN (2016-2021). A table of documents reviewed category and issues is attached in annex.

Documents reviewed included all annual reports for the period from 2016 to 2020; all quarterly reports for the same period; the SN (2016-2021) concept document; and evaluation reports for projects and the midterm review of the SN (2016-2021). The second phase of the assignment was using document review to determine: i) progress in implementation and challenges experienced; ii) results achieved by the country office; and iii) lessons learned by implementers.

National level primary data collection

Field work Key informants: Face to face Key informant interviews were the primary mode of data collection covering the cross section of stakeholders of the CO (identified during the inception phase). Only stakeholders determined as having high power and high influence on UN Women Zimbabwe's interventions, from results of the stakeholder mapping, were interviewed. Interview guides were developed guided by the evaluation framework discussed earlier. These interviews targeted two levels: the national level and sub national level stakeholders. National level covered over 35 stakeholders in the following categories (see Stakeholder mapping in Annex 6):

- UN Women Zimbabwe country office staff (management, operations, programmes, and M&E);
- Government ministries and agencies partners (women affairs, justice, local government, agriculture, OPC, defence, finance, statistics);
- Donors: European Union (EU), Sweden International Development Agency (SIDA), Norway, Irish and UBRAF;
- CSOs: WCoZ, WLSA, ZWRCN etc.
- Parliament and Chapter 12 institutions: Zimbabwe Women's Parliamentary Caucus, NPRC, ZEC, ZGC, ZHRC.

Each of these partners was selected based on their high power and influence on the ZCO (see analysis in Annex 6). Within each organisation, individual respondents were purposively selected based on their knowledge of ZCO Country Portfolio or project implemented with or funded by the ZCO.

Sub-national level primary data collection

Sampling

The sub-national level data collection was guided by a selection of two districts in two provinces with each district representing interrogation of an impact area of the SN (2016-2021). Due to budgetary

constraints, which prevented visiting of more districts, the intention of this selection was not to provide a representation of the districts covered by the UN Women ZCO portfolio to glean an understanding of the implementation approach. These visits were complemented with review of evaluations of past and on-going projects implemented in the SN (2016-2021) period.

Selection of district locations for primary data collection: The selection of districts considered at the first level projects that have not been evaluated. The assumption was that sub-national information can be obtained from the evaluation reports. Of the projects that had had an evaluation, those that had significant implementation or had been completed were selected at the second stage of stratification. These projects were then further disaggregated by impact area to ensure the evaluation at subnational level covered all impact areas. The selected projects, districts and provinces are presented in Table 7. In each district, two wards were randomly selected with the help of District Gender Officers of the Ministry of Women Affairs Community Small and Medium Enterprises MACSME) based on accessibility (as the study was done during the rainy season) and where numbers required can be reached.

Table 7: Selected Subnational Locations for Primary data Collection

Project	Impact Area	Selected province	Selected district
JPGBV	WEE	Mash West	Hurungwe District
Gender Peace and Security Program	WPP	Manicaland	Tsvingwe District

Key informant interviews: at the district level, key interviews were held with:

- Ministry of Women Affairs Community Small and medium Enterprises representatives
- District Development Coordinator
- Women’s rights organisations
- Community leaders (traditional and elected)
- Influential women (religious leaders in political positions or in leadership positions in institutions at community level).

The sample sizes for Key Informants Interviews (KIIs) and those of other subnational respondents are presented in Table 8.

Focus group discussions: FGDs were held with primary beneficiaries in the communities, women in general and girls. At least three FGDs were conducted in each location. All FGD participants were mobilised by the implementing partners using self-selection – a message is given to the village and those among the project participants that turned up were interviewed. Table 8 provides details of the sample size at sub-national level.

Table 8: Sample Sizes for sub-national consultations

Data collection method	Respondents	Sample size
Key Informant Interviews	MWACSME representatives	3
	District Development Coordinator	3
	Women’s Rights Organisations	3
	Community leaders (traditional and elected)	3
	Influential women (religious leaders in political positions or in leadership positions in	4

Data collection method	Respondents	Sample size
	institutions at community level)	
Focus Group Discussions	FGD with women direct beneficiaries	4
	FGD with women	2
	FGD with girls	3

5.3 Data analysis

All qualitative data was coded and analysed using Microsoft Excel. The transcripts were analysed to identify key themes in the data. These themes were analysed to respond to the evaluation questions. Using the software, the evaluation team conducted first-level coding to analyse the qualitative data in terms of geography, respondent type, and gender. The evaluation team then conducted a second level analysis, by using inductive coding, to better identify emerging themes and explanations.

Validation workshop

The meeting will be a one-day workshop allowing for maximum participation of stakeholder in the report review process. Following from comments and suggestions from the validation meeting, the consultants will proceed to prepare the final report.

5.4 Quality assurance

The evaluation team comprised senior experienced consultants, with experience in triangulating and validating facts and steering sensitive issues that an evaluation of this nature would need to address and still maintain stakeholder engagement with the process. The inception report with the various data collection tools provided the field guide; UN Women evaluation technical staff in the CO and ESARO provided guidance and inputs to preliminary drafts; UNEG and the UN Women Global Evaluation Report Assessment and Analysis System provided the standards, tools and guidance used in the CPE.

5.5 Ethics

The evaluation process adhered to ethical measures for data collection, data security and safety of the research team and all respondents. The ethical measures were guided by the UNEG code of conduct, which provided key guidance on ethical standards: the respect and protection of the rights and welfare of women and men, and the communities evaluated as per UN Universal Declaration of Human Rights and other human rights conventions. These standards are: respect to dignity and diversity, data protection and confidentiality; fair representation, including women and men in powerless, 'hidden', or otherwise excluded groups; compliance with codes for individuals/groups who are marginalized and/or discriminated against. The research team also adhered to the ethical principles of Do No harm, informed consent, anonymity, Leave No-one Behind (LNOB) and conflict sensitivity. The research team conformed to research ethics by placing rights holders at the centre of the research by ensuring that there is respect and fair treatment of participants. This involved sensitivity towards the differences in culture, customs, religious beliefs, and practices of all stakeholders and being mindful of gender roles, ability, age, and language in designing and carrying out the research. Stakeholders were given information on i) how to seek redress for any perceived disadvantage suffered from the evaluation or any projects it covers; and ii) how to register a complaint concerning the conduct of an implementing or executing agency. The research team was conversant with safeguarding principles, ethical principles, and protection of beneficiaries against Sexual Harassment Exploitation and Abuse (SEA) during extraction of information. Most importantly seek assent forms for minors and consent forms for adult beneficiaries.

The research was blended (face to face and virtual). However, the research team ensured that COVID 19 WHO guidelines were adhered to where face to face engagements were conducted. In liaison with UN Women, the team ensured that clearance was obtained from relevant authorities when engaging in field work. To ensure adherence with ethical good practice, we gathered informed consent from all participants. This was confirmed through audio recording for virtual meetings and written consent for physical meetings. We also ensured confidentiality, the protection individual rights, and that participants were aware and able to fully participate in the evaluation process. In addition, the following ethical considerations were adhered to:

- **Respondents' rights:** Research participants were taken through the process of verbally consenting to the interview. Respondents were also informed of their right to withdraw from the study and to not answer any questions they did not feel comfortable answering. Respondents were provided with contact information for consultant employee who was available to answer any questions about the research.
- **Data reporting:** All interviews were recorded with verbal consent by the respondents. The verbal consent, included amongst other things, permission to use the respondents name, information or not when reporting.
- **Place/method of data collection:** The interviews were conducted at a place or in a method that is mutually agreed upon by the participant and interviewer. This was to ensure safe spaces for marginalized groups to discuss and raise issues. It was also important to ensure privacy and confidentiality.
- **Data collection procedures:** The interview was only between the interviewer, the participant and in some cases with the team leader. For focus group discussions, a note taker was part of the team as needed.
- **Against psychological Discomfort/Stress:** If the respondent expressed discomfort or stress during the interview, the data collector would remind the respondent that he/she did not have to answer questions, which made him/her uncomfortable and gave the respondent time to recover before proceeding with data collection.
- **Against inconvenience:** To reduce inconveniences to the respondent, the consultants made use of an electronic calendar that was shared in advance for respondents to make interview booking dates that are comfortable with their diaries. Data was collected during the day at the time convenient to the respondent. In cases where the respondent had consented but was not prepared for the interview at the time of interview, arrangements were made at the convenience of the participant within the data collection period.

Informed consent

No respondents were interviewed without providing their verbal consent for virtual meetings and written consent for physical meetings. The consultants sought verbal/written consent at the beginning of the interviews. The interviewers adhered to the following consent processes:

- Explain that they are being asked to participate in research.
- Explain that the interview session will be recorded.
- Explain the purpose of this research and the number of respondents involved.
- Clarify the expected duration of the respondent's participation and the procedure to be followed.
- Explain how the research will benefit the target groups and/or the participant or society.
- Clarify that the respondent's participation is anonymous and that individual responses will not be linked to identifying information.
- State that the respondent's participation is voluntary and that refusal to participate will have no consequences.
- State that if any questions cause discomfort, the respondent may refuse to answer individual questions or desist from the interview at any time.
- Provide the name and telephone number of senior staff members.

- Explain beneficence (maximizes benefits and minimizes harm): There is unlikely to be any direct benefit to participants themselves at the time of the study. There is, however, a social benefit in that knowledge obtained can be used to improve future programs. For this reason, the potential benefits to society outweigh the risks.

5.6 Gender and human rights

The CPE integrated analysis on how the programme advances the rights of the targeted population(s) (the rights holders), particularly women and individuals/groups who are marginalized and/or discriminated against and supports or empowers them to claim for their rights; identified and analyse the inequalities, discriminatory practices and unjust power relations that are central to development problems. The team of evaluators endeavoured to shed light on how these social, historical and/or political complex processes occur; provide visibility to under-the-surface social issues and hidden problems of discrimination and inequalities, and call attention to the special needs of or particular effects on certain groups or persons. These issues are discussed under relevance and effectiveness sections of the findings. Despite the COVID-19 crisis, the team ensured that rights holders' voices are heard, and their views taken into account in decisions that affect them through facilitating a combination of online (internet) and mobile call interviews where it was not possible to undertake physical interviews.

5.7 Limitations

The evaluation limitations included:

- The country portfolio changed outputs and sometime outcomes as new projects came on board. This could likely undermine the assessment of results achieved by the SN (2016-2021) through lack of clarity on the actual results framework to use for the evaluation. To address this challenge, the evaluation team undertook, during this phase, a detailed mapping of the changes in outcomes and outputs every year from 2016 to 2020 (See Annex 10). From this, the team developed a results framework that reflects the multiple changes to outputs and outcomes. It was, therefore, the basis for the evaluation.
- The ZCO had no standard monitoring and evaluation system. Additionally, no baseline was conducted for the SN (2016-2021). The evaluation undertook a data quality assessment including reviewing data sources used for current measurement of indicator performance. Alternative data sources and possibilities of retrospective determination of indicators was undertaken where current data sources were deemed insufficient.
- The ZCO had high staff turnover with some key informants having left the organisation. Efforts were made to reach out to past staff, however, not everyone was reached. The evaluation used several methods to address this problem: i) staff that had been available from the onset of the SN provided extensive information beyond their own portfolio; ii) filled gaps with secondary data review (evaluations, annual reports and specific project documents); and iii) used the validation process to fill in any gaps in the evaluator's understanding of the country portfolio.
- Due to budgetary constraints, only two districts were visited for the evaluation. Thus, there are limitations in making inference on broader achievements of the Country Portfolio (CP) on subnational outcomes. However, this does not affect the quality of the evaluation as the team also collected extensive data from national qualitative interviews, review of evaluation reports of current project, which expanded geographical scope.

6 FINDINGS

This section presents findings of the evaluation of the CPE project, organised according to the evaluation criteria.

6.1 Relevance

Relevance assessed the extent to which strategic choices have maximized UN Women's comparative advantages in addressing priorities for gender equality and women's empowerment and explored: the strategic positioning of UN Women; Alignment to national, regional and global priorities and human rights normative framework; relevance of portfolio to address underlying causes of gender inequality; coherence of the implementation approach internally and with other stakeholders; and partnerships.

Relevance assessed to which strategic choices have maximized UN Women's comparative advantages in addressing priorities for gender equality and women's empowerment.

6.1.1 Strategic positioning

Question	How has UN Women positioned itself within the national development/policy space, and what strategies has it taken in assisting efforts on gender equality and the empowerment of women?
Response	UN Women positioned itself as a funder and technical adviser on GEWE with the effectiveness of its support increasing its clout and respect within Zimbabwe.

Finding 1: UN Women's mandate positioned it to effectively influence gender and equality and women's empowerment in the country through strategic decisions to build its credibility and respect in the country.

UN Women used its mandate to strategically position itself as the institution of choice supporting the achievement of GEWE in Zimbabwe. This included making deliberate decisions that enhanced the institution's ability to lead on initiatives advancing GEWE in Zimbabwe. Its leadership and coordination of the Spotlight initiative has greatly enhanced its credibility and positioning among other UN agencies, key funders (e.g. EU), the government and CSOs. The project's recognition as a successful initiative and a global example of an effective UN joint programme as well as among Spotlight programmes have shown a light on UN Women ZCO's capacities.

Using its mandate as a technical expert on gender supported by its – (i) historical experience; (ii) global expertise; (iii) ability to leverage on other UN agencies' support – UN Women has been able to influence key processes in Zimbabwe that have made significant contribution to GEWE in the country. This includes the elections process; establishment and operationalisation of the Zimbabwe Gender Commission (ZGC); engendering operations of the Zimbabwe Peace and Reconciliation commission (ZPRC); and continued support for the strengthening of the Zimbabwe Gender Commission. Using a collaboration with UNDP, through ZIMECO, UN Women was able to complement the work of other UN agencies to build capacities of the Zimbabwe Electoral Commission to enhance women's participation in elections. This support was recognised by ZEC as having led to increased women's participation in the 2018 Harmonised Elections. Faced with funding constraints due to a changing context (see Section 1.2 introduction and Annex 4 Portfolio Analysis), UN Women utilised joint programmes as a strategic instrument to gain resources to deliver on the SN (2016-2021) objectives.

UN Women also played an instrumental role in supporting the establishment and growth of the newly established Zimbabwe Gender Commission (ZGC) (established in 2017). This included supporting its technical capacity (the commissioners and secretariat) and enhancing the

effectiveness of its programmes. Leveraging on other UN agencies' participation (e.g. UNICEF, FAO, WFP) in the Zimbabwe Vulnerability Assessment (ZimVAC) – a key process and resource for determining humanitarian and developmental response in Zimbabwe – UN Women was able to position itself to provide gender expertise in the process. This led to the entrenchment of gender analysis in the ZimVAC. The same occurred with the support to the ZEC where UN Women took advantage of the long standing relationship of ZEC with UNDP. UN Women also took leadership in support the Government of Zimbabwe to prepare and submit its CEDAW report as well as to put in place a framework for implementing the concluding observations.

The introduction of Impact Area 5, Gender Statistics, in 2017, introduced a key strategic shift for UN Women providing it with the ability to transition to be the knowledge hub for gender data. Through the Africa Gender Statistics funding pipeline, the ZCO was able to establish new relationships with the Reserve Bank of Zimbabwe, Confederation of Zimbabwe Industries (CZI), Zimbabwe Chamber of Commerce (ZCC), Africa Development Bank, and the World Bank. With the CZI, UN Women was able, for the first time, to influence the engendering of the annual manufacturing survey. With ZIMSTAT, it was able to develop the first ever women and men report drawing from secondary data analysis of national survey. The UN Women ZCO was, therefore, increasingly recognised as the go to institution for gender knowledge. However, this orientation also put pressure on the organisation to continue to produce high quality knowledge products to influence these strategic partners.

Being part of the UN, UN Women was perceived as apolitical. Therefore it strengthened its convening power for stakeholders with diverse political persuasions, including the media, women in leadership, government, CSOs and other partners. This was particularly important in a context where deep suspicion and mistrust exist between government, media and CSOs yet critical to engage collectively for national policy discourse on GEWE. By bringing these stakeholders to meaningfully engage, UN Women was able to influence mainly at the structural level, the conceptualization and implementation of national development programs with a gender lens. The established platforms facilitated UN Women to embed standards into national development frameworks and policies and provision of technical to key institutions, such as the Ministry of Finance and Economic Development (MoFED), the Zimbabwe Electoral Commission (ZEC), National Peace and Reconciliation Commission (NPRC), and the Zimbabwe Gender Commission (ZGC) that had inadequate capacity but with a huge potential to influence program outcomes and impact on GEWE. The UN Women also created partnership with the MWACSMED and the ZGC. The partnerships became stronger to the extent that their work is done collaboratively while strengthening the strategies that UN Women utilises on gender equality and empowerment in general.

UN Women also worked with other UN Agencies – UNDP, UNICEF, UNFPA, WFP, ILO – through the one UN approach that recognized the need for agencies to work together in areas of interest or where goals overlapped. This helped to leverage on comparative advantage of each partner and allowed optimum use of limited funding. For instance, UN Women worked with UNDP in the ZIMECO project that significantly improved women's participation in elections (UN Women brought its specialist skills in promoting women's participation in politics). UN Women participated in the UN Joint Team on HIV and AIDS, which comprised of other agencies – UNDP, UNICEF, UNFPA, WFP – where gender was mainstreamed in HIV in Zimbabwe. This resulted in a strong working relationship with Ministry of Health and Child Care (MoHCC) and National AIDS Council (NAC). In addition, UN Women participated in the development of policy around HIV and AIDS response. Gender is now mainstreamed in the Zimbabwe National AIDS Strategic Plan (ZNASP).

Partnerships with CSOs allowed UN Women to leverage on existing platforms. However, there were some challenges in some instances where some CSOs felt that UN Women was trying to take over their work by implementing directly or competing for funding. One key informant had this to say:

“Partnerships with CSOs were critical in that they were at different levels, these helped with our work at implementation, policy or legal framework levels. These partnerships also had challenges because there seemed to be overlaps in some areas and CSOs felt that UN Women was trying to get into their space as they were implementing some of the activities rather than remaining as funding partner. That kind of friction was sometimes present. This was based on the feedback from some of our studies like the Women’s Movement for Africa” (KII from a UN organization).

Finding 2: While the UN Women ZCO’s strategic positioning has strengthened its position in the gender space in the country, more could have been done to strengthen the gender machinery.

Significant steps have been made by government to strengthen the gender machinery in the country. This includes explicit recognition of the importance of gender in attaining the country’s Vision 2030 and, in the near term, those of the NDS1 (2021-2025). To support this commitment and ensure a government wide response to gender, a Cabinet decision was made in the year 2020 to establish Directors of gender in each ministry. This decision was a move away from the ineffective gender focal persons’ approach. Despite these key strategic steps, the MWACSMED has faced capacity constraints which undermined its ability to support functionality of this gender machinery. Over the course of the NS period, UN Women contributed to building capacity of the gender machinery through revitalising Gender Responsive Budgeting (GRB), development and piloting of the GEWE Monitoring and Evaluation (M&E) Framework and the MWACSMED’s ability to coordinate and lead the country’s reporting obligations on the international women’s rights commitments (CSW, CEDAW etc). More could have been done by facilitating a joint analysis (UN Women ZCO and MWACSMED) of the requirements to strengthen the gender machinery, which would allow UN Women to be strategic and systematic in its approach to strengthening the gender machinery.

Finding 3: The scale of programmes was noted as too small to make national level changes in the targeted impact areas. However, such sentiments are based on inadequate knowledge of UN Women’s ZCO’s strategic positioning and approach in the country.

There was evidence that UN Women has undertaken significant work in ensuring an appropriate normative framework was in place. For instance, the support for alignment of legislation to the Constitution and there were capacities to implement it. However, there is clear consensus within government and other stakeholders (implementing partners) that UN Women needs to use its strategic position and wider experience to implement gender programmes on a larger scale (countrywide) in order to fully address existing gender inequities and disparities. One of the respondents from a Government Ministry reiterated that:

“As a Ministry we are in all provinces, but their support and interventions are only covering a small part of the country, 3 districts maybe. As a Ministry we operate countrywide and we expect their work to be visible everywhere since they are the UN Agency supporting Women’s empowerment and gender equality. There are some projects that they implement without the Ministry. There is need for strengthening of partnership with the Ministry” (KII Government Ministry).

While this concern is valid, such sentiments also demonstrate a misconception among the ZCO’s stakeholders on the strategic approach of the UN Women in the country, which is primarily based on scale up by others through:

- institutional support for scale up of gender response programmes and services; and
- development and piloting of innovative approaches for adoption and scale up.

Such misconceptions may point to inadequate appraisal or communication with stakeholders on the UN Women’s strategic approach in the country.

Question	What is UN Women’s comparative advantage compared with other UN entities and key partners?
Response	UN Women’s comparative advantaged is premised on its mandate for advancing gender equality and women’s empowerment for the UN.

Finding 4: UN Women’s comparative advantage on gender and women empowerment was grounded in its mandate. However, more could be achieved with improved planning and coordination of activities within its portfolio and other partners.

When compared with other UN entities, such as UNDP and UNICEF, UN Women had a strategic mandate for gender and women’s empowerment. Resources, such as technical financial and HR are channelled through it when responding to gender and women empowerment. Furthermore, its comparative advantage was derived from its historical experience of working on women empowerment programs.

Another comparative advantage of UN Women ZCO highlighted by stakeholders was its ability to tap into its regional and international technical pool of UN Women in times when expertise required is not available in the country. Such ability has been credited to the success of women in building capacity of independent commissions in Zimbabwe: ZGC, ZEC and NPRC. As one stakeholder put: *“if you need technical support whether it is writing a concept note for funding for a specific activity, UN Women is a able to utilise its global network to support us. This makes UN Women a key partner for our organisation” (KII, Independent Commission).*

UN agencies viewed as apolitical. Therefore, it can create safe spaces for engaging on sensitive issues with government.

Question	Was UN Women responsive to the evolution of development challenges and the priorities in national strategies, or significant shifts due to external conditions?
Response	<i>Partly yes:</i> UN Women responded to the evolution of development challenges and priorities through emphasizing and employing flexible program implementation mechanisms.

Finding 5: The coming in of a new government midway of a governance cycle introduced risks for a shift in priorities of the Government.

A new government was introduced in 2017 after a military operation (see more information in Section 1). UN Women, as part of the UN response, supported development of the TSP (2017-2020), which ensured a majority of the priorities in the ZUNDAF (2016-2021) were retained in the new government’s priorities.

Finding 6: UN Women adapted its response to provide support during humanitarian crises. However, its response was slow and not as widespread, signalling limited risk planning in the SN (2016-2021).

COVID-19: In 2020, the country was hit by the COVID-19 pandemic. The Government of Zimbabwe, like many others in the world, responded by limiting or banning movement and gatherings. This response led to a sharp rise in GBV cases as women and girls became more vulnerable and mental health issues took their toll¹². The government’s directive also meant all activities by UN Women and

¹² UNFPA (2020a) Call Centres / Hotlines Assessment Final Report [internal report provided by UNFPA Zimbabwe]

other agencies had to be halted. UN Women ZCO responded to this twin challenge in two ways. First, the country office adopted virtual platforms to ensure continued engagements with partners, government ministries and the citizens. This included use of WhatsApp, zoom and other social platforms to reach a broader number of stakeholders. UN Women had to provide data for these stakeholders to participate in meetings. CSOs, CBOs and other implementing partners were trained and encouraged to use virtual platforms for continued engagement, monitoring, and reporting on gender. For example, during the pandemic, through the Spotlight Initiative in Manicaland, use of virtual platforms ensured continued tracking, monitoring, and prevention of GBV, teenage pregnancies and early child marriages. Challenges with access to internet and possession of internet enabled device proved an archils heel in ensuring all targeted stakeholders participated. Community level engagement was, especially affected, which slowed down implementation. Virtual platforms also undermined the institution’s ability to be disability inclusive as it was difficult to incorporate persons with disabilities effectively in these platforms. For example, UN Women, through the Spotlight Initiative, engaged sign language specialists to help people with hearing impairments participate in virtual platforms. This initiative proved a challenge as they found it difficult to fully participate.

Second, UN Women had to respond to increased GBV, which they did by strengthening the referral pathway; developing guidelines for GBV referral in quarantine facilities, which were adopted by other countries; and strengthening evidence gathering for advocacy with Women Coalition of Zimbabwe for use by the ZGC and other stakeholders.

Cyclone Idai: The humanitarian crises brought by Cyclone Idai increased vulnerability of women and girls to GBV. While the UN Women ZCO had no specific provision to deal with such crises, it managed lobby other development partners to respond and address the emerging issues. UN Women facilitated and assisted in convincing the EU to respond during cyclone Idai. However, this was outside the goals and strategies of the Spotlight Initiative program.

Overall, the effects of Cyclone Idai and COVID-19 and UN Women responses, demonstrated the need for a flexible portfolio and strategy that addresses protection of women’s rights during emergencies and strengthen the development-humanitarian nexus. While UN Women ZCO’s response to the two crises was commendable, it could have benefitted from planning for UN Women’s response in emergencies within the SN to guide its response in emergencies of national concern that undermine women’s rights. Its absence may have undermined the scale and speed of the ZCO’s response.

Finding 7: The country programme had to introduce a new impact area mid-way during the SN (2016-2021) to address gender statistics.

As noted earlier, UN Women ZCO introduced Impact area 5 on gender statistics. UN Women was able to adjust its programming to incorporate these changes, which built on already strong relationship with the Zimbabwe Statistics Agency (ZIMSTAT). Work included the production of the women and men report, and development of the GEWE M&E Framework for Zimbabwe through the MWACSMED.

Question	How are the short-term requests for assistance balanced against long-term development needs?
Response	<i>No:</i> Low funding and restrictive funding modalities constrain the UN Women ZCO’s ability to balance short term and long-term development priorities.

Martin, R, and Ahlenback, V (2020) Evidence Synthesis: Secondary impacts of COVID-19 on gender-based violence (GBV) against women and girls in Zimbabwe. Stopping Abuse and Female Exploitation (SAFE) Zimbabwe Technical Assistance Facility funded by the FCDO

Finding 8: Operationally, there seemed to be no balance between short term support against long term goals as the UN Women entity supported short term grants that were not adequate for supporting or addressing the various needs of implementing partners and stakeholders.

The UN Women ZCO portfolio depended on short term (1-3 years) grant funding to implement its long-term goals espoused in the SN. The restrictive nature of these grants (what UN Women can invest in), limited UN Women to the short-term goals of these grants. For example, investments in capacity development of Commissions by UN Women required follow on support to mentor and enhance effectiveness. In ZEC, development of the gender policy and guidelines for enhancing gender responsiveness of elections needed to be supported with mentorship of ZEC staff to ensure these documents were fully translated to implementation. Unfortunately, this support not part of the grant. This gap has undermined the ability of the Commission to fully roll out the guidelines and policy, which would lead to the long-term goal of enhanced gender equality in electoral processes.

This constraint faced by UN Women in the country was further exacerbated by the complex funding environment characterized by declining funding for gender and predominant focus on humanitarian than developmental support by development partners.

6.1.2 Alignment

Question	Is the portfolio aligned with national policies, strategies and international human rights norms?
Response	<u>Yes:</u> The portfolio is aligned to national priorities.

Finding 9: UN Women interventions are rooted in international human rights norms and supporting government priorities.

UN Women portfolio was aligned to key development priorities of Zimbabwe that were encapsulated in the ZimASSET (2013-2018), the TSP (2017-2020), and the NDS1 (2021-2025). Interventions, for example, focused on aligning legislation to the constitution (priority of ZimASSET), peace building (TSP), and strengthening Chapter 12 independent institutions (ZimASSET, TSP and NDS1).

The portfolio was aligned to the various international standards and normative frameworks. These included: CEDAW, the Beijing Declaration and Platform for Action (1995), the political declaration to end HIV and AIDS by 2030, and the UPR, Convention on the Status of Women (CSW) processes. In relation to WPP, the entity worked on UN Resolution 1325; SDGs and the political declaration to end AIDS by 2030; Agenda 2063; and all the human rights norms if there is a gender component.

6.1.3 Context

Question	Is the choice of interventions most relevant to the situation in the target thematic areas?
Response	<u>Yes:</u> Interventions in the two main thematic areas addressed challenges undermining EAW and women’s political participation.

Finding 11: EAW and WPP interventions largely addressed upstream and downstream work that addressed the situation in the thematic area.

WPP: Interventions in this thematic area were implemented through the following projects:

- Gender Peace and Security (GPS) project;

- Irish Aid supported project on engendering governance to promote peace and security in Zimbabwe;
- Building Trust in Zimbabwe’s Transition Programme;
- the ZIMECO; and
- African Women Leaders Network Zimbabwe Initiative (ALWN).

Through interventions in these programmes, the ZCO was able to address the systems level, individual and community drivers undermining women’s participation in decision making processes and structures. Key institutions that support women’s participation were strengthened to either enhance their role or engender their approaches, including the ZEC, ZGC, the NPRC and local governments. Other key drivers for limited women’s participation in decision making, which included their knowledge and confidence, attitudes of communities towards women’s participation in decision making processes were key focus of interventions. Through these projects, the ZCO supported individual capacities of women. ALWN supported a young women mentorship programme, GPS and the Building Trust in Zimbabwe’s Transition Programme, which equipped women with self-confidence and knowledge of citizen’s rights and leadership in peace and conflict resolution processes. Gender mainstreaming of the traditional justice system through the GPS challenged long standing taboos that are prevalent in Zimbabwean traditions when it comes to inclusion of women. The traditional court, or ‘inkundla,’ has, through history, been a place for men only. The GPS Programme addressed the need to engender the justice system and fostering an inclusion of women in the system.

EVAW: As with interventions in WPP, interventions in the EVAW thematic area were a good balance of upstream and downstream work. In addition to supporting legislative and policy review, the intervention portfolio also supported implementation capacities of key institutions and addressed social norm barriers to eliminating GBV in communities. As noted by the Mid Term Review of the Spotlight Initiative (the main project for EVAW in the SN period), the programme would benefit from a stronger economic empowerment component to allow women and girls to be more dependent from alleged perpetrators.

Across interventions in both the EVAW and WPP thematic areas, there was need to strengthen involvement of men and boys as male champions and role models. This would help shift negative male masculinities that facilitate the perpetuation of violence or undermine women’s participation in leadership and politics.

6.1.4 Partnerships

Question	Is the choice of partners most relevant to the situation of women and marginalized groups? Are existing partnerships working?
Response	<u>Partially yes</u> : Majority of partnerships were appropriate to advance GEWE and reach marginalised groups.

Finding 12: Partnerships established with UN agencies through joint programmes have enabled the UN Women ZCO leverage resources and influence in a context of dwindling funding for gender. As discussed above, the strategic decision to use joint programmes to leverage resources and influence was a success for UN Women. Not only did they provide the ZCO avenues for raising resources for the SN, but also presented opportunities for creating new partnerships – ZEC, ZimVAC, and NPRC etc. – which have been important in advancing the impact area 1 and GEWE in general. In

addition to its mandate on GEWE, the joint programmes also provided UN Women the opportunity to demonstrate its capacities, which strengthened its position as a UN agency of choice.

Finding 13: Additional and relevant partnerships were established with government ministries, Chapter 12 institutions and academic institutions. The partnership with the MWACSMED can be strengthened with periodic review of the annual joint workplan.

Partnership with Government

The UN Women's operational partnerships with Government Ministries and Chapter 12 Institutions, such as ZEC, NPRC and ZGC provided gateways for entrenching GEWE in the country. The partnership with MWACSMED enabled the ZCO to extend its reach within government and influence government wide gender mainstreaming through GRB¹³ and the GEWE M&E framework for government. UN Women has nurtured this partnership through joint annual work plans to ensure alignment with MWACSMED's own priorities. Another key partnership was with the MoFED in entrenching GRB, scaling up from what had been achieved by civil society and other institutions that include Zimbabwe Women Resource Centre Network (ZWRCN) by supporting establishment of tracking tools. For the first time, in the 2021/2022 budget has a gender statement.

However, there were concerns from MWACSMED that besides these measures (joint annual work plans), planning and implementation did not consistently involve them and was *ad hoc* at times as noted by two key informants:

“To some extent, it has been coherent, but the issue is we don't have a proper workplan with them where we sit down and plan, but sometimes, we tend to do it haphazardly, when they have work they want to implement with the ministry that's when they come to the ministry. But we do not have a concrete workplan” (KII national level Government).

“There are some other things that need to be polished and that they need to do more. For example, failure to provide us with a workplan also makes it hard for us to plan with them. We don't know how they will support the Government Ministries in 2022. More so, there are some projects that they implement without the Ministry and there is need for strengthening of UN Women's partnership with the Ministry” (KII national level Government Ministry).

However, these sentiments seemed to emanate from the actual implementation of activities where implementation may divert from what is in the work plan. Another issue is that there were no processes for work plan review and updating during the course of the year with MWACSMED, reducing the annual joint planning exercise to a paper process.

Partnerships with CSOs/CBOs

Through calls for proposals and partner selection processes, UN Women engaged CSOs that were already working on gender and empowerment to leverage on existing structure as well as avoid duplication of activities. However, this process did not always lead to the right partners as more relevant partners may choose not to apply, might not have received the opportunity or lack the capacity to apply. The latter two reasons are particularly important as they affected the participation of CBOs in these processes, which precludes UN Women the opportunity to work with organisations on the front lines of addressing gender equality and women's empowerment. The consequences of these challenges on quality of partnerships and programme cost effectiveness were also acknowledged in the ZCO's Annual Work Plan Cover note for 2017. To understand the landscape of women's rights organisation, there was need to conduct stakeholders mapping in order to identify

¹³ GRB was implemented through the MoFED. However, MWACSMED played a central role in establishing the relationship.

key CBOs and CSOs that were already implementing similar programs in the country to speed up partnership establishment as well identifying and working with the most effective partners. Such an approach could have been aided by a strategic focus in the SN on enhancing partnerships with CBOs.

As with UN Women, most CSOs faced funding constraints that limited their ability to sustain quality staffing. There was, therefore, a heavy reliance on volunteers among a majority of CSOs. Despite these staffing constraints, grants from women excluded support for staffing for the projects despite being expected to deliver quality results with less experienced staffing. Notably, CBOs were the least funded yet they were considered as having effective structures and platforms for addressing gender inequality, inequity, economic empowerment and VAW at community level. Thus, there was need for UN Women to recognize to accompany grant support to CSOs partners with provisions for staffing to ensure quality delivery of interventions.

Partnerships with CSOs have also had a value add for UN Women for its fellowship programme of peace builders under the Building Trust and Confidence in Zimbabwe’s Transition joint programme. Fellowship participants were drawn from universities and placed in mainly in CSOs and then government ministries and agencies and independent commissions (mainly NPRC). An evaluation of the project noted the fellowship programme as an innovation that is likely to establish a cohort of gender aware peace builders.¹⁴ Without such strong partnerships with CSOs, this innovation would not have been possible.

Partnerships with academia and private sector

As noted earlier, partnerships with the private sector in particular CZI and Zimbabwe National Chamber of Commerce (ZNCC) allowed UN Women to explore new avenues for influencing gender mainstreaming in the major economic sectors of the country. Such partnership enabled UN Women, for the first time, to engender the CZI manufacturers survey. The survey is a key data source for government’s and industry’s planning, which provided opportunities to ensure gender was on the agenda in planning processes. The ZCO also influenced the structure of CZI to have a gender unit. This initiative allowed sustainable support for the industry wide gender statistics. Similarly, partnership with academia have achieved two objectives for UN Women ZCO. First, partnerships with the – University of Zimbabwe (UZ), Women’s University in Africa (WUA), Midlands State University (MSU), and National University of Science and Technology (NUST) – have made significant contributions to the fellowship programme described above. These partnerships have not only offered attachees, but also training students and preparing them for attachment. Secondly, academia has contributed significantly to gender research by availing up to date data on gender.

6.1.5 Coherence

Question	Are the interventions achieving synergies within the UN Women portfolio and the work of the UN country team?
Response	<i>Yes: There is good evidence of delivery of UNCT priorities by the UN Women ZCO. Internal complementarity of UN Women ZCO projects is strong.</i>

Finding 14: Work of UN Women ZCO was strengthening the United Nations Country Team (UNCT’s) gender aspirations as encapsulated in the ZUNDAF.

By agreeing to have a twin process for gender through the Gender Mainstreaming Strategy (2016), UN Women was provided a stronger footing to support the UN’s response to GEWE. This focused on three key objectives of the ZUNDAF (2013-2018): strengthen institutions; establishing an effective

¹⁴ Marimo, N. 2021. “Independent End of Project Evaluation of the Building Trust and Confidence in Zimbabwe’s Transition.” An evaluation report prepared for UNDP.

legal and policy framework and capacities for girls and women to exercise their rights; and creation of a supportive community environment for GEWE. Drawing from this, UN Women was the go to institution for UN agencies for technical support on gender either through formal institutional arrangements, such as the Gender Results Group (GRG), and joint programmes or informal mechanisms of individual officers seeking support from UN Women staff. The evaluation identified strong linkages between the work undertaken by UN Women and three priorities set by the UNCT in the ZUNDAF (2013-2018):

- Support for establishing a conducive policy framework and environment for GEWE e.g. women’s participation in politics and elections, GRB, GBV among others;
- Support to strengthening capacities of key institutions, such as the ZGC, ZEC and the ZPRC for engendered programming; and
- Support to CSOs to enhance social transformation in support of GEWE.

Finding 15: The interventions of UN Women ZCO are complementary and contributing to the achievement of the SN (2016-2021) objectives.

The UN Women ZCO implemented a variety of projects (see Annex 4 for a detailed portfolio analysis) that on the whole were complementary. Work on the Spotlight Initiative complemented support for Safe Markets by creating the enabling policy environment for addressing GBV occurrences in those environments. There were many other examples of this complementarity, such as the work with the ZGC through the joint programme funded by the Peace Building fund, the Spotlight Initiative and ZIMECO. There were some synergies between project interventions. For instance, movement building in impact areas 1 and 3, Violence against women in public spaces impact 2 and 3 under Spotlight and safe market projects, Violence against women in Politics impact area 1 and 3.

6.2 Efficiency

This section measured how economically UN Women’s resources/inputs were converted to results, considering inputs and outputs. No monetary quantitative assessment of value for money was undertaken. However, it assessed key dimensions of organisational efficiency, Culture of results, knowledge management and communication and mobilizing and managing resources.

6.2.1 Organisational efficiency⁹

Question	To what extent does the UN Women country office management structure support efficiency for implementation?
Response	<u>Yes: The management structure for UN Women ZCO was appropriate for the context and scale of operation.</u>

Finding 16: The ZCO management supported efficient implementation of the country portfolio under significant resource constraints.

The CO is led by a Country Representative (overseeing the normative and coordination mandates), and a Deputy Country Representative (overseeing the operational mandate). Such division of labour (DoL) between these two posts enabled effective oversight on the portfolio by ZCO management. However, the absence of an operations manager for three years in the SN period put a significant burden on the ZCO management. However, the turnover of Deputy Country Representatives (there were three Deputy Country Representatives within the SN period), affected continuity and efficiency in programmes and contributed to additional burdens on the Country Representative.

Effectiveness of the management structure can also be determined by the country office’s resource mobilisation. This was a key constraint for the ZCO, with a funding gap of 38 per cent over the SN period (See Table 9). However, this constraint was largely a factor of a constrained funding environment discussed more in Section 1. The ZCO management had to be strategic and innovative

in resource mobilisation as evidenced by the shift towards pushing for inclusion in UN joint programmes, and targeting non-traditional funders of UN Women, such as International Financial Institutions.

Finding 17: Due to inadequate funding, it has been difficult for UN Women to access the necessary skills, knowledge and capacities as relevantly required to deliver their portfolio. However, the ZCO management put in place adaptive mechanisms to secure affordable staff with sufficient quality of skills and expertise to deliver the portfolio.

The UN Women experienced declining core funding. Therefore, it could only afford a few long-term fixed contracts for specialists and staff to deliver the ZCO portfolio. The evaluation found that the ZCO has been operating without some key positions. For example, it operated for three years without an operations manager. In response, the ZCO resorted to the use of short-term contracts, consultants and volunteers to mitigate the effects of this gap. Staff turnover was another challenge that the ZCO management had to address. Given the constraints in funding, the ZCO management adopted collaborative working that ensured all staff were kept abreast of all project progress. Therefore, the management acted as a buffer in cases of staff leaving their posts. The ZCO has also relied on volunteers to fill in gaps in staffing.

Although the ZCO managed to continue and sustain implementation, this is not a sustainable arrangement for continuity as it presents risk for loss of institutional memory and dampens performance.

"We don't have the ideal teams in terms of set up teams we have used volunteers ever since I came. We have always used Korean Volunteers, Swedish and now we are using Japanese volunteers. We are heavily dependent on using systems that are cheap, but it is very high quality. I will put that to the fact that we were not able to pay people substantively also we used a lot of consultants and a lot of service contracts rather than using fixed term contracts if we had those, we could have more stability I think we could have gone further. So, we are lacking on that aspect" (KII UN).

Finding 18: The disbursement process has not been efficient due to wider changes in UN disbursement systems resulting in delays in the implementation of projects and resultantly affecting partnerships with stakeholders.

The IPs, including government and CSOs, raised concerns about UN Women's slow and bureaucratic processes in payments for the implementation of projects. For example, DSAs were constantly late and funding decisions and disbursements took long to be finalised, which had a negative impact on IPs planning, implementation, and management of interventions. Some grant disbursements were done in batches and the prolonged lag time in implementation often affected the momentum and quality of results that were ultimately achieved.

"... some support is not provided on time. They talk of the procurement process being too long. This has affected and delayed some activities. For example, there has been a lot of delays with the safe market's projects mainly due to delays in disbursements and procurement with UN Women. We were supposed to have started the construction of Umzingwane Safe Market Space but up to now we have not started. We have been delayed launching the Epworth market space supposed to have been done last year but now we still have not done it..." (KII Government Ministry).¹⁵

¹⁵ The market was launched in 2022.

The evaluation traced this inefficiency back to the introduction of new procurement modalities within the UN System during the CP period. Payment requests were initiated through UNDP who then channelled to another service provider Qulael PARK through the GSSU Unit. The introduction of this new system delayed payments as the processes went through some communication challenges during its teething stages. In some instances, there was some back and forth in communication, which included updating of vendor information, and requests for more time since the partner was in another country.

"Sometimes payments would not go through to service providers, and you check with UNDP, and they check with GSSU and they tell you oh we haven't processed that one. We had a meeting with them so that they can give us the list of payments that would have been transmitted daily to the bank. But you see it has been a lot of back and forth for us to get to this level. So, there have been delays. They would say we need all the branch codes to be updated in the vendor system. This was not necessary before. It has improved but we are not yet there. We now have cut off times for submission if it is the same bank they may receive the funds. If it is other banks it's after 2 or three days. If not transmitted, they will state reason after a follow up with GSSU. We only get to know the status of payment if the recipient raises a query and that is when they tell us what the issue is" (KII National Level).

Question	Does the organization have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?
Response	<i>Partially yes: Understaffing, and staff turnover have undermined the ZCO's ability to have a full complement of staff.</i>

Finding 19: Staff turnover undermined availability of the full complement of skills, knowledge and capacities to deliver the portfolio.

Stakeholders were concerned about the high staff turnover levels and the resultant loss of expertise from the ZCO (see Annex 11 for organogram and staffing gaps in the ZCO). They noted such losses were affecting continuity of interventions and institutional memory and, in some cases, quality of expertise available to projects. Interviews with some internal staff point to insecurities in funding and lack of longer-term contracts as the cause of this high staff turnover. It was indicated that contracts are usually for one year or less. The renewable of contracts was based on funding, which makes the contracts less attractive for retention of quality staff. As staffing is tied to funding, this challenge can only be resolved with an increase in long term funding.

"... to date all the programme specialists in HIV have gone, Institutional Strengthening also left last year, governance also left, our EVAW specialist also left this year, and our deputy country rep is leaving at the end of this year... There has been a turnaround of key staff. I mean these are strategic positions and it has an impact in terms of efficiency because you find the element of institutional memory over programmes being lost as well. New staff coming in have to pick up on existing project and at the same time learn the UN policies and procedures. You still need to keep the ball rolling. It is like an exodus of specialists in a space of a year" (KII National Level).

To reduce the consequences from the high staff turnover, the ZCO management put in place operational practises that ensured safeguarding institutional memory and smooth continuity of programmes. The office adopted a team-based approach to programming whereby work within units is not kept in silos, but at least the head of programmes as well as associates and or assistants are kept in the loop on programme operations. Improved knowledge management and documentation systems and practises using the one drive and share platform and ERP systems have

supported the retention of project documentation and institutional information. With these measures, each portfolio continues.

The evaluation noted poor acquaintance with operational systems and procedures in terms of implementation modalities, and stakeholder engagement protocols. There is also evidence that UN Women staff lacked sufficient clarity and awareness of implementation modalities and stakeholder engagement processes particularly with government procedures.

"I cannot comment much on the people there now because I have not met them but when they recruit, they should recruit people with the right expertise. People who know how to deal with stakeholders. For example, I must tell them this is not how we do things we do them this way. So, I could say send me a draft letter and then I effect my comments, I give you the address to send to the clerk..." (KII national Government).

"They are there to support government with technical and financial support, implementation is for government. But sometimes they implement on their own and end up not following the expected government procedures. For example, during the implementation of the Safe Market they were the implementers of the project – they would override the implementing partner and the Government which sometimes caused problems. Some of the officers are not aware of the government procedures, sometimes they end up doing things wrongly." (KII national Government).

Finding 20: To address staff turnover and challenges with funding appropriate staffing levels, the ZCO made deliberate efforts to working with consultants and grant management.

The ZCO is structured in a way that each development result area has programme staff focused on specific programmatic areas. This was complimented by the selection of implementing partners (IPs) with technical competencies and capacity to implement the country portfolio (CP). This CP made efforts to select partners outside UN Women's traditional IPs. New partnerships were established with organisations, such as ZNCC in EAW and SNV in WEE. These partnerships presented opportune windows for UN Women to broaden their scope in the respective thematic areas while taking advantage of their new partners' niche areas in the development area concerned. UN Women, therefore, successfully realigned its implementation approach to focus on indirect implementation through supporting and improving the capacity of CSOs. This approach was very commendable as it deviated from the country office's previous strategies of direct implementation that increased programmatic expenditure and in turn reduced staffing, administrative and project expenditure. However, in some instances, partners felt that there was need for UN Women to strictly adhere to technical support during the implementation of projects as there was a tendency to override the IPs during implementation.

The ZCO enhanced its efficiency through outsourcing external expertise, such as consultancies to support implementation of the CP. While this strategy ensured the availability of the appropriate level of expertise required for effective implementation of interventions, it is not a sustainable solution for partners as there is generally limited capacity transfer to the host institution due to absence of key performance indicators for capacity of the host institution (individual, organisational and institutional capacities). An example was on the provision of GRB consultants compared to building capacity of the MoFED to have a pool of GRB officers within the Ministry to ensure continuous monitoring of budgets planning, allocation, and implementation in all ministries throughout the year.

Furthermore, partners noted that for technical support to be effective it had to be aligned to their needs. However, in majority of cases, UN Women excluded the partner in the recruitment and

placement of the technical expert. This approach reduced ownership of the technical support among recipient partners. In other cases, the technical support was viewed as not relevant or not of the required quality resulting in limited engagement by the partner.

"They need to improve in terms of technical expertise – the people they call experts sometimes are not really experts in electoral issues, for example. Elections is not about electoral administrations; people do not understand. Sometimes you end up doing the work yourselves, for instance, when we did the gender policy – the person/expert also didn't understand the issues. One doesn't go to school to learn some of the nitty gritty on elections you need someone who has experience – delimitation reports, voters roll Issues etc., We also had a challenge with another they gave us for media monitoring – they didn't know about media laws in Zimbabwe, didn't have any contextual understanding of the country. So it was difficult to explain and justify the way we do things here as the consultant was using European standard of measurements" (KII national level).

6.2.2 Culture of results

Question	Has a results-based management system been established and implemented?
Response	<i>Partially yes:</i> The ZCO had a results framework but lagged behind in other tenets of a RBM system: tools and data management systems.

Finding 21: The ZCO had a clear results framework guided by the global results measurement framework. However, tenets of results based management were weak: tools, data management systems and analysis.

While the ZCO had a clear results framework, there were weak systems for routine data collection, storage and analysis. However, each project partners were given indicators and tools for collecting data. While this is commendable, monitoring could have been improved by supporting partners with the provision of guidance on data collection and reporting on the indicators to ensure uniformity across partners.

The ZCO itself had weak systems for data management. For instance, there was absence of a single repository of monitoring data. This made it difficult for the evaluation team, for example, to determine the extent to which the ZCO was able to meet its SN (2016-2021) results to verify what was reported in the annual reports. This challenge is a reflection of the weak monitoring system in the ZCO that allows for regular tracking of results achievement at process, output and outcome levels.

Findings 22: Use of monitoring data in management and planning is not clear. However, the ZCO adopted processes for closer monitoring of project activities and some evidence on the use of evaluation results.

While there was no clear evidence and examples of how monitoring data had been used to make programming decisions during the year, annual reports show that the ZCO conducted internal reviews through weekly and daily briefings (since 2020). Nonetheless, annual review and planning meetings were held to take stock of the progress in the portfolio and make strategic decisions for the annual work plan.

There was evidence on the use of results from independent evaluations. Results from the value for money assessment of the Joint Programme for Gender Equality (JPGE) were used to change approach in partnership development. Experience and lessons from the GPS project were used to enhance UN Women's support in the Building Trust and Confidence in the Transition project in particular community mobilisation and support for Commissions. Results of the midterm review of

the SN (2016-2021), which was only completed in late 2020, were used to inform partly the new SN (2022-2025).

Finding 23: ZCO supported capacity development of IPs for results measurement but staffing constraints undermined effectiveness.

Learning from the JPGE, the ZCO was clear about the need to build capacities of IPs in results measurement. This was a key feature of the Spotlight Initiative and recognised in its midterm review. The capacity building was mainly training and technical support. The ZGC was supported in developing an M&E framework to ensure results driven implementation and results focused reporting. This capacity building also involved routine monitoring of the ZCO projects to validate and verify IP reports. However, M&E staffing levels were a challenge where, for the majority of the SN, the ZCO operated with one M&E person employed as a volunteer. This understaffing undermined the quality and depth of support for partners.

Question	To what extent has UN Women supported national ownership and demand for gender-responsive policy and evaluation evidence?
Response	The UN Women ZCO has laid the framework for gender statistics in the country but more support is required to sustain the gains.

Finding 24: Under this SN, the ZCO continued to support development and trainings on the GEWE M&E Framework and engendering of national data systems.

The GEWE M&E Framework was developed and piloted. It provided a basis for the government to produce gendered reports as well as for a multisectoral reporting on GEWE achievements through the sectoral indicators. While it is still to be fully operational, the institutional arrangements established for its implementation will likely trigger increased demand for gender statistics from ministries. The women and men report developed by the ZIMSTAT with the support from UN Women has been recognised in the gender sector as a reliable and major source of gender equality statistics. The ZCO also supported the development of national monitoring guidelines together with the Office of the President and Cabinet (OPC) as follow up to the National M&E Policy, which was developed by the OPC to guide M&E across government ministries. ZCO also supported provision of statistics for use by government ministries and stakeholders in programme and policy development, decision making and reporting on their gender related commitments. The work with CZI gender is now a continuous feature in annual manufacturing surveys while ZimVAC has also continued to mainstream gender in the ZimVAC report. The support for the National Financial Inclusion Strategy (2016-2020) has resulted in the Reserve Bank of Zimbabwe providing sex disaggregated statistics in their quarterly microfinance sector reports since 2017.

However, these initiatives still require continued technical support to deepen capacities of targeted institutions to continue with the gendered data systems.

Question	Have national evaluation capacities for gender-responsive evaluation been addressed and strengthened?
Response	The CP addressed national evaluation capacities. However, support was limited and more needed to be done to entrench evaluation capacities.

Finding 25: UN Women has made strides in addressing and strengthening national evaluation capacities through their support to the Zimbabwe Evaluation Association, NDS1 M&E Technical Working Group and the National Statistics Committee.

UN Women extended capacity development to parliamentarians and members of the Zimbabwe Evaluation Association (ZEA) through the EvalPartners' Initiative on the Flagship Programme to build national evaluation systems. This support included training of ZEA members and selected

Parliamentarians on gender responsive evaluations and contributing funding to the first national Zimbabwe Evaluation week, which included a series of public lectures and information sharing among evaluators in the country.

The ZCO is part of the M&E technical working group supporting monitoring of implementation and results from NDS1. The TWG is led by the RCO and comprises of M&E experts from UN and government. The ZCO continues to work within this TWG ensuring that the way results and their performance indicators are framed enables gender responsive evaluation of the strategy. Trainings were also conducted with fellow government M&E counterparts on how to track the achievement of those indicators as well. Within this SN period, the ZCO also supported the national gender statistics committee which is led by ZIMSTATS to convene their periodic meetings. Through the committee, the ZCO managed to support production of the Women and Men Report: the National Strategy for Gender Statistics. UN Women also provided technical support for a gender analysis of the ZIMVAC, right from tools development and analysis and reporting of survey findings.

6.2.3 Mobilizing and managing resources

Question	How well positioned is UN Women to mobilize resources to support the Strategic Note? – Were resources mobilised sufficient to meet the SN goals/ targets?
Response	<p><i>Positioning:</i> UN Women positioned itself well to mobilise resources in a difficult environment.</p> <p><i>Adequacy:</i> No, Resources mobilised were insufficient to meet the goals/targets of the SN with the resources available being thinly spread to support a diverse country programme resulting in delays or failure to achieve some of the intended results of the CP, particularly of the WEE.</p>

Finding 26: The funding environment for gender was constrained.

The ZCO had to strategically position itself in UN joint programmes and take advantage of UN Women global or regional flagship programmes to enhance resource mobilisation. The ZCO's portfolio was diverse but mainly skewed towards Impact Area 1 (WPP) and 3 (EVAW) due to lack of sustained funding. Hence, the ZCO had to drop some projects it found challenging to sustain particularly under the WEE impact area. Funding WEE exclusively was challenging as development partners argued that WEE is covered in mainstream livelihood programmes. It was argued that it is more cost effective to ensure existing livelihoods programmes were gender responsive as a way to integrate WEE. For this reason, at the tail end of the SN (2016-2021), UN Women was exploring a partnership with FAO and other agencies on a joint programme for climate smart agriculture.

“WEE is a big thing but unless you have people generously giving out money towards it because people do not see it as an immediate thing/ issue as GBV. The UN mandate is that don't look small try to do big things. So, when you try to do big things in Zimbabwe, it is the WB and AfDB. But these are the same people who are trying to get their money back from Zimbabwe. So, they are not investing in things. We have built a market and we will continue to build markets, but that was because we got money out of SPOTLIGHT which only started in 2019. It is not easy to get an opportunity to work on Women Economic Empowerment.” (KII UN Women).

The number of projects had also been decreasing from a peak in 2012/2013. In keeping with declining projects, the budget deficit for the CO has been increasing and stood at \$6,248,709 or 38.6 per cent of the total planned budget for the SN period (See Table 10). Another challenge has been the political environment and Zimbabwe continued to be under sanctions from western governments. These sanctions have meant less development oriented funding compared to

humanitarian work as well as collectively much less funding over time. Because of this, 100 per cent of the funding for the SN came from global flagship programmes and international funding with no contribution from development partners in Zimbabwe.

“The donor community, I would say, has been quite a struggle in Zimbabwe partly because they have their own politics when it comes to how they fund in Zimbabwe. So, development money is not forth coming in Zimbabwe. When it comes to gender, they want to do it in the mainstreaming fashion. It is a choice they make.” (KII UN).

Table 9: Planned Budget vs Actual

Year	2016	2017	2018	2019	2020	Totals
Planned Budget	4,893,695	2,216,027	1,755,304	3,342,154	3,993,829	16,201,009
Actual Budget	3,097,473	1,646,538	1,068,835	2,157,853	1,981,601	9,952,300
Deficit	1,796,222	569,489	686,469	1,184,301	2,012,228	6,248,709
% Deficit	36.7%	25.7%	39.1%	35.4%	50.4%	38.6%

It was also highlighted during the evaluation that some donors argue that it is less expensive to fund CSOs directly than to fund UN Agencies (who are assumed to have higher overheads). So, they directly fund the implementing NGOs, which also depletes funding in the UN Agencies’ baskets.

“They were saying there was too much overhead to give us the money and manage the women’s movement. So, the cost of giving money to the UN is high and then give it civil society and they figured it that lets give it directly to civil society. It’s a lesser cost to them.” (KII UN).

The UN Women leveraged on Joint Programmes to showcase the capacity of its different programmes as a Fundraising Strategy. The joint programmes remained the greatest source of funding for the CO with 64 per cent of the budget as at 2021.¹⁶ In addition to leveraging joint programmes for resource mobilisation, the UN Women ZCO took advantage of global and regional flagship programmes – the regional Africa-Gender Statistics programme and EvalPartners’ Initiative on the Flagship Programme – to strengthen national evaluation systems among others.

“UN Women has leverage on joint programme to make sure its programme succeeds. It has managed at peace and security, gender equality and women’s political participation. It has managed to attract donors who are interested in funding that work. We are trying to mobilize resources for WE outside the joint programme. It’s a combination of strategies in the context like ours to ensures that your programmes continue and to raise resources.” (KII National Level).

Limited funding resulted in the CP supporting some of the partners with very small grants and very short-term projects that could not yield high impact. Though the CP maintained all 3 DRFs, financing them was very difficult with results following the available funding. This is evidenced by the number of revisions made to the DRF during the CP to align to the different donor results frameworks (an issue noted earlier on the changing outputs).

Question	How well have resources and risks been managed to ensure results?
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¹⁶ SN Report 2021 AWP Cover Note.

Response	The financial and procurement instruments were sound. However, they need to be adapted for different types of grants to enhance efficiency and effectiveness.
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Finding 27: UN Women has financial instruments, which facilitated implementation of the country programme. However, there is need to work on a disbursement strategy that aligns with the different types of support offered to improve efficiency in the disbursement processes.

The UN Women ZCO implemented different models of financial management tailored to reduce risk, improve efficiency, and ensure accountability. The main financing models used by the ZCO included (i) direct implementation modality; and (ii) disbursement of grants through Partner Cooperation Agreements. The application of these modes minimised risk and enabled UN Women to effectively manage financial regulations in the country (retain USD value) and met the operating policy and procedural requirements while facilitating implementation of the programme. However, in some instances where IP were receiving small grants to implement projects within a year, the procurement process was seemingly long and distressful similar to that of IPs receiving longer term grants of higher value. There is need for the ZCO to explore most suitable and efficient way of dealing with the different funding packages for Ips.

The implementation of *ad hoc* activities were supported through short term grants. These activities required an efficient disbursement system, which responded to the needs of such kind of support. It was highlighted that the disbursement system was only efficient when the paperwork was submitted well in time, but the system did not work well with emergency requests. Concerns were raised on the need for the process to be cognisant of different operating contexts and circumstances. For instance, there were instances when participants for certain interventions were very sensitive groups and there was need for flexibility in situations, such as working with different political parties, which poses a challenge in dictating rigid procurement terms.

“UN Women would request to convene 20 people but 40 turn up and by the nature of the polarised political environment, it becomes difficult on who to turn away.” (CSO representative).

In addition, restrictive national financial policy and statutes affected efficiency of Implementation of interventions. During the implementation of the SN period, Zimbabwe's financial and monetary policy went through many changes. Shifts in currency and the introduction of various Statutory Instruments restricted partners access to United States Dollars. These regulations made it difficult to operate as there were a lot of negotiations and strategizing to try and ensure that partners received funds in the primary currency to maintain value. This negatively affected implementation efficiency and timelines.

6.2.4 Knowledge management and communication

Question	Are UN Women’s knowledge management and communications capabilities and practices relevant to the needs of the portfolio and partners?
Response	<i>Partially yes:</i> The ZCO had good knowledge product development allowing it to communicate its influence and deliver messages for advocacy but it remained weak in knowledge management systems.

Finding 28: Knowledge management and communication in the ZCO needed strengthening by focusing on diversifying knowledge products and determining messaging and using multi-media channels.

The ZCO invested in research by CSOs and academia with some knowledge outputs developed. For example, in 2017, WLSA developed Gender Accountability Tools for the UN Women thematic areas.

These tools can be used to measure progress by communities within communities. Several knowledge products were produced under this CP. For instance, two evaluation products on elections baseline (through the support to ZEC): Voice, Choice and Access to Information – Baseline Study on Gender Equity in the Electoral Process in Zimbabwe and the Post – election Gender Survey Report. In addition, ZEC was also supported in producing BVR Evaluation report. Likewise, the ZGC was supported to conduct research on Child Marriages in 2016; Women’s Political participation in decision making; The Public Sector, Politics and Private Sector - 2018. The Standard Operating Procedure for Handling and Investigating cases of SGBV was developed.

This support has gone a long way to enhance the work of partners and stakeholders as some of the research done have been groundbreaking prompting further action to improve work around gender equality and women’s empowerment. The Gender Survey Reports conducted with ZEC, for example, were a good eye opener to the commission and interested stakeholders and the work that needs to be done in relation to women’s participation in electoral process. UN Women’s work with the voter education department to ensure engendering of voter education materials then also made more sense with evidence to support the need for action.

While the ZCO has a communications officer, external communication was undermined for a large period of the SN (up to 2020) by limited budgets as this depended on project financing. As a result, UN Women had light footprint on various communication platforms. Hence, message development heavily relied on global efforts. However, since the midterm review of the SN, improvements were noted in the performance of ZCO on communications with increased presence on social media platforms.

Again, for a large part of the SN (up to 2020), there were limited deliberate efforts within the ZCO to create appropriate messaging of the ZCO’s activities and accomplishments. Communication was an afterthought and not weaved into project activity planning.

6.3 Effectiveness

This section assesses the extent to which UN Women has contributed to achieving planned outcomes and mitigating negative externalities. It analyses three dimensions: programme effectiveness; effectiveness of UN coordination; and effectiveness on normative frameworks.

6.3.1 Programme effectiveness

Question	Are interventions contributing to the expected outcomes? For whom?
Response	<p>What has UN Women’s contribution been to the progress of the achievement of outcomes?</p> <p><u>Yes:</u> The programme has made key contributions to the establishing a policy framework and capacities for WEE, WPP and EVAW.</p> <p><u>Contribution:</u> UN Women’s contribution lies in its ability to influence policy, technical support and funding for key activities.</p>

Result Area 1: Women’s Participation in Politics

Finding 30: ZCO support has contributed to engendering electoral planning and processes as well as contributing to women’s agency and capacity to participate in politics and leadership.

UN Women supported the Zimbabwe Gender Commission to launch a training and mentorship programme – Women Rise in Politics (WRiP) – for 240 aspiring women political candidates. The Governance and Women’s Political Participation (GWPP) portfolio in the Zimbabwe Country Office (ZCO) focused on strengthening women’s political participation through an aspirant political training and mentorship programme, aimed at women’s increased participation in national processes. The ZCO mobilised and established an advocacy platform – the Zimbabwe Chapter of the African Women Leaders Network (ALWN) – to ensure that women’s leaders’ voice, power and influence positively impacts the national development agenda. Through ALWN Chapter, a Youth Caucus was established to ensure involvement, participation and mentoring of young women in Africa. ALWN was successfully launched by the President of Zimbabwe and has so far been engaged in national processes, such as development of the NDS 1. The Chapter also established a Youth Caucus to ensure meaningful participation and mentorship of young women. This is the first to be done in Africa.¹⁷ The ZCO facilitated ALWN to engage on national issues, such as sexual violence cases through some high-level ministers. Participation of women in politics was also enhanced through awareness raising workshops on legislative reforms, which were held by the AWLN Zimbabwe Chapter.

The interventions also encouraged women to support each other for decision-making positions, which was not happening before as stated by one of the key informants interviewed.

“We learnt to be confident and to support each other as women. We thought we could only be led by men. During this time, we had many female councillors” (Former Councillor).

Although there is increase in confidence, it has not translated into political participation for women as there was a decrease in the number of women actively aspiring to get into political offices. The literature reviewed indicated that women’s representation in the urban and rural council decreased from 19 per cent to 16 per cent in 2013. In the July 2018 elections, only 13 per cent of local government seats went to women, a drop of three percentage points from 2013.¹⁸

Finding 31: Support to ZEC helped to engender the electoral process leading to increased participation of women in the 2018 elections.

UN Women supported ZEC with development of gender policy, guidelines for mainstreaming gender in electoral processes as well institutional support (through a technical assistant) to enhance organisational capacities for gender responsive elections. Subsequent election mobilisation undertaken by ZEC led to the increase of women participating in the 2018 harmonised elections. This support for ZEC was supported by complementary interventions that include the creation of a gender observatory to monitor violence against women in politics by various stakeholders, especially those constitutionally mandated to deal with elections, such as ZEC.

UN Women also supported ZEC in identifying gender gaps in laws and policies and develop gender strategies.

“The work they are doing with us, is aimed at improving national and local levels to implement the constitution, legal frameworks and policies that promote gender equality and women’s empowerment in line with international standards in electoral systems, aligning to constitutional requirements and the regional electoral guidelines.” (KII ZEC National Level).

¹⁷ UN Women Strategic Note 2016-2021; Un Women Zimbabwe Country Office SN Report 2021 AWP Cover Note.

¹⁸ ZEC (Zimbabwe Electoral Commission). 2020. “ZEC Gender and Inclusion Policy (2020-2024).” Accessed 15 August 2022. <https://zimbabwe.ec-undp-electoralassistance.org/wp-content/uploads/sites/33/2020/12/ZEC-Gender-and-Inclusion-Policy.pdf>

Finding 32: UN Women contributed to strengthening the capacity of women MPs to effectively participate in parliament and advance women’s priorities.

The CP contributed to strengthening women’s capacity and influence in Parliament. However, there is still room to work with partners to increase constituency outreach capacity. The CP supported the Zimbabwe Women’s Resource Centre and Network (ZWRCN) in building capacities of the MPs in gender budgeting and budget tracking. This initiative has resulted in greater scrutiny of the budget for its gender responsiveness by the Portfolio Committees for Gender and Public Finance. Further support provided to the Portfolio Committee on Justice and the Zimbabwe Parliament Women’s Caucus to strengthen their capacity to review draft legislation and ensure their alignment to gender equality provisions in the Constitution. The ZCO further supported these institutions to advocate for review and harmonisation of key legislation, such as the General Amendment Bill, Marriage Bill and the Electoral Amendment Bill.

The ZCO also effectively used the Zimbabwe Parliament Women’s Caucus to establish a strong voice and alliance among women across all political parties for equal gender representation in politics and political leadership.

A Gender Observatory (GO), the first of its kind, was created with UN Women technical support and financial support and used as one of the strategies to monitor and promote women’s participation in the 2018 general elections. The GO played a critical role to engage the political parties regarding the online violence against women. Key achievements of the GO included:

- Improved handling of reported cases of violence against women;
- Improved gender analysis and administrative arrangements for women at polling stations; and
- Fostered partnerships, collaboration, and a stronger voice for advocacy by providing a critical platform for increased and improved coordination of actors working on women in politics.

Finding 33: UN Women laid the framework for women’s participation in peace and security in the country.

Through support for the NPRC (gender policy and supporting a strategy for women’s participation in peace processes and structures) and the development of a National Action Plan on Women, Peace, and Security, the UN Women has set the framework for advancing women’s participation in peace building. This framework has enhanced Government’s commitment to implementation of the action plan by Ministry of Defence and War Veterans and MWACSMED as lead Ministries as well as other stakeholders, such as CSOs, Parliament, Chapter 12 Commissions.

In addition to supporting institutional capacities, the CP, through the GPS project and the Building Trust and Confidence in the Transition, enhanced the participation by facilitating their increased presence in peace committees and participation in discussions on peace building. The Safe spaces initiative created as part of the Building Trust and Confidence in the Transition project enhanced women participation in peace building discussions including those of past violence.¹⁹

Result Area 2: WEE

Finding 34: UN Women support through the SN revived and institutionalised GRB in the country.

The CO provided capacity building to staff in the MoFED to develop Gender Responsive Budgeting Guidelines and tracking tools. As of June 2022, the guidelines were piloted and validated in six other

¹⁹ Marimo, N. 2021. Evaluation of the Building Trust and Confidence in the Transition. An evaluation report prepared for the UNDP.

ministries within government. The guidelines are in line with Zimbabwe's regional and international commitments, such as SADC Guidelines on Gender Responsive Budgeting. In the 2021/22 budget, the MoFED committed ZWL\$592.8 billion to be directed towards financing of gender-sensitive programmes and projects across all sectors, which may be an indication of the adoption of the capacity building provided by the CO and other partners.

"We managed to produce the GRB guidelines which were used in preparing the 2022 National Budget. These guidelines were posted on our website for access to the public and ministries as they prepared their budgets" (KII, Government Ministry).

Further capacity building for local government technocrats and councillors ensured institutionalization of gender responsive budgeting, which makes GRB sustainable beyond the programme.

Finding 35: Support for UN Women has enhanced and institutionalised the availability of data to inform enhanced gender inclusion in the financial sector.

UN Women ZCO contributed technical support to the development of the National Financial Inclusion Strategy (NFIS) (2016 – 2020), which was launched by the Reserve Bank of Zimbabwe (RBZ). Anchored on four pillars – innovation, financial literacy, financial consumer protection and microfinance – the NFIS prioritizes addressing the constraints to the inclusion of women, among other special groups, into the financial sector. As discussed earlier, since its introduction, the RBZ has provided sex disaggregated data on financial inclusion forming the basis for gender responsive planning.

Result Area 3: EVAW

Finding 36: The programme has strengthened capacities of Women's organisations to advocate for reform, especially the marriage laws.

The CO successfully coordinated various CSOs and the Gender Results Group to analyze the gazetted Marriage Bill, which led to Women rights advocates to develop an alternative Marriage Bill. This alternative Bill considered the gendered dimensions to ensure its gender responsiveness.

The UN Women, as noted earlier, was instrumental in the capacity strengthening of the ZGC and operationalisation of its Secretariat once established in 2017. Without the ZCO's support, the institutionalisation of the ZGC would have taken longer due to limited funding and availability of organisations with abilities to support at similar scale due to limited funding in the gender sector.

Finding 37: The Spotlight Initiative has led to significant results for EVAW.

These key results include:

- **High-Level Political Compact on Ending GBV and Harmful Practices.** Through the Spotlight Initiative, the ZCO was able garner the highest-level support for addressing gender-based violence in the country through its signing by His Excellency the President of Zimbabwe. The launch and signing of the Compact are key milestone in Zimbabwe's journey towards the realization of gender equality and respect for the rights of women and girls. It also aims to ensure that women and girls realize their full potential in a violence-free, gender-responsive and inclusive society.
- **Through the Safe Markets Project, ZCO has demonstrated the importance of addressing women's safety in public spaces.** UN Women constructed a Model Gender Responsive Safe

market at Overspill Shopping Centre in Epworth. The market includes 96 secure well-lit market stalls, children’s play area that accommodate about 50 children, children’s resting room, separate female, and male ablution facilities, as well as clean water and sanitation facilities.

- **ZCO support has strengthened justice delivery services.** UN Women also provided the technical and financial support to the JSC for the update of the Handbook for Magistrates on Criminal Cases, known as the ‘Magistrates Handbook’. In August, some 170 magistrates (94 females and 76 males) attended a virtual meeting to validate the Handbook, which had not been reviewed since 2009 when it was first developed.
- **Community activism was given a boost through the work of GBV Community Ambassadors in one of the Spotlight Provinces.** The Mashonaland West Community Gender Based Violence Ambassadors in the Spotlight districts of Hurungwe Rural, Hurungwe Urban and Zvimba districts conduct door-to-door efforts, which according to government officials in the MWACSMED have helped to create an environment where there is zero-tolerance to GBV as more cases have been identified and referred through the Spotlight programme. The GBV Ambassadors’ and ministry’s officials’ mobility to reach more families in the district was enhanced through the support of bicycles and motorbikes. One immediate result reported has been the increase in the number of women accompanying their husbands to the tobacco floor auctions, a sign of changing attitudes among couples. In the past, more men went to the auction floors alone to sell the tobacco and spent all the earnings before returning home, which leads to IPV and in several cases, women committed suicide.
- **Strengthening gender activism through the globally recognised innovative programme called Innovators Against Gender Based Violence (IAGS).** Further, the CO conducted community activities with women and men, boys and girls on gender equality and respectful relationships through its IAG programme in all the 5 provinces. The IAG programme is an experiential leadership development programme, which harnesses the talents, energy, and creativity of graduate volunteers, to build a movement for gender equality and the elimination of violence against women and girls. One of the most innovative models created by the IAGs based in Manicaland Province is the ‘Peace Hut Model’, a community-based approached to solving conflict within families that lead to GBV. Drawing on the cultural significance of a ‘hut’ as a home in the *Shona* and *Ndau* cultures, the Peace Hut Model seeks to inspire communities in the province to address GBV issues together as if they are one family. The Village Head (*Mutape*) convenes the meetings, which are attended by other traditional leaders, members of the Village Development Committees, Faith-Based Organizations and Community-Based groups.

Question	What unexpected outcomes (positive and negative) have been achieved? For whom?
Response	There were limited positive and negative unexpected outcomes.

Positive Unexpected Outcomes

Finding 39: Some partners have built on the interventions provided by UN Women and designed similar interventions, albeit, with their own strategies.

This has seen some sustainability models, which are peculiar to individual implementing partners. For instance, Southern Africa Parliamentary Support Trust (SAPST) now have an intervention, which is modelled around the He4She campaign. They have been building, creating and screening content, which is inviting various stakeholders to watch, including parliamentarians.

Negative Unexpected Outcomes

Finding 40: There were no significant negative unexpected outcomes observed by the evaluation.

Question	What are the main enabling and hindering factors to achieving planned outcomes?
Response	<i>Enabling: Technical expertise, UN Women positioning and mandate, convening power.</i> <i>Hindering factors: Staffing challenges, funding constraints, COVID-19.</i>

Finding 41: Technical expertise, UN Women positioning and mandate, and convening power were the main enabling factors for success.

Technical expertise: As noted under relevance, the technical capabilities of UN Women were increasingly recognised by stakeholders, strengthening its clout and influencing power.

“In the past, UN Women work was biased towards policy analysis – and there was not much on programming and this impacted on the effectiveness of its programme interventions. However, one thing UN Women has done well is technical capacity building” (KII government, national level).

UN Women positioning: Faced with funding constraints, the use of Joint Programmes and exploring non-traditional partnerships – the private sector, RBZ and the International Financial Institutions – and use of global flagship programmes, enabled the ZCO to extend its influence with minimal funding. As noted, under relevance Joint Programmes were aided by the ZCO to create relationships with key institutions, such as ZEC and NPRC. Aiming for catalytic interventions, such as capacity strengthening of institutions (NPRC and ZGC), would likely increase funding by central government due to their increased effectiveness ensuring the work of these institutions is brought to scale and sustained.

UN Women mandate: UN Women’s mandate for GEWE provided it convening power important for processes involving multiple stakeholders. The convening power was further strengthened by its increasing respect in the country.

Finding 42: Staffing challenges, funding and COVID-19 were the main factors that hindered performance.

Funding: As already noted under efficiency, challenges in funding had the effect of limiting the scale of activities. Furthermore, UN Women had to spread resources across several result areas resulting in the resources being thinly spread, affecting the depth of impact. In addition to UN Women funding constraints, government resourcing for gender, although increasing, still falls far short of needs. Contribution to gender from the fiscus is less than 0.5 per cent of the budget. Such allocations mean limited support for institutions and initiatives supported through the ZCO. This reduces the envisaged catalytic effect of the ZCO’s support.

Furthermore, the issue of funding often became contentious due to competition among entities, which is one of the factors that affect the extent to which UN Women is seen as a credible/legitimate actor. Some CSOs are concerned that UN Women coordination was often not as effective due to lack of a defined platform in which they coordinate – outside the GRG.

Staffing challenges: The evaluation has already shown the effect of staffing challenges on the ZCO, which included delays in implementation and results, problems with continuity of activities due to high staff turnover, and challenges in the monitoring due to understaffing. Staffing was heavily dependent on core funds, which are limited in allowances for staffing.

COVID-19: The COVID 19 pandemic was also a hindering factor in some instances. Additionally, the MWAGCSMED managed to establish GFPs in various Ministries but failed to capacitate other Ministries on the gender mainstreaming due to the COVID-19 pandemic and lockdown-imposed

restrictions. In addition, there were challenges in responding and abiding with COVID 19 restrictions. For example, people with various forms of disabilities experienced the following challenges: lack of smart devices, connectivity challenges and virtual meetings. The impact of COVID-19 and subsequent lockdown restrictions shadowed the full experience and achievement of the expected impact of the programme.

Question	Is the balance and coherence between programming operational coordination and policy-normative work optimal?
Response	<i>Partly yes:</i> ZCO implements across all mandates. However, implementation is skewed towards the operational work

Finding 43: While the ZCO has aimed to maintain a balance in its mandate, implementation has leaned towards operational work.

It is clear that UN Women has discharged its three mandates. Normative work included:

1. Supporting implementation of policies and legislation through strengthening relevant institutions (ZEC, ZGC, NPRC, Government ministries etc.);
2. Supporting domestication of the SDGs and development of the GEWE M&E framework;
3. Supporting for the gender policy and its implementation strategy;
4. providing technical and financial support to MWACSMED to complete and submit CSW, CEDAW concluding recommendations and SDG VNR reports.

However, support to gender machinery has lagged behind due to limited funding.

“On the ground, I don’t see that happening. As I highlighted earlier, there is never a sit down after the Convention on the Status of Women (CSWs), to feedback and give each other (Stakeholders) roles. They have a role to coordinate from UN Women, but nothing is happening. Concluding remarks are not being implemented because they are not coordinating the space” (KII Government Ministry).

On coordination, the ZCO led the UN GRG and the extended GRG. Through the GRG UN Women undertook joint and participatory United Nations Country Team (UNCT) SWAP Gender Scorecard annual review, and implementation of performance indicators on gender equality within the One UN Zimbabwe (e.g. gender scorecard). UN Women also coordinated integration of GEWE at all stages of the development of the ZUNDAF (2022-2025).

Operational work was delivered through the three impact areas and the additional impact area 5. Due to the programme being financed mainly through project grants, there was a skewed focus on operational work than on the other two mandates. Nonetheless, by the end of the strategic period the ZCO was putting in place measures to strengthen its coordination mandate primarily through recruiting a full time post so oversee this mandate.

6.3.2 UN Coordination

Question	What contribution is UN Women making to UN coordination on gender equality and the empowerment of women? Which roles is UN Women playing in this field?
Response	<i>Contribution:</i> Main contributions were determining a gender vision for the UNCT and assessment and planning for gender mainstreaming in agencies. Supported joint programmes to enhance their gender responsiveness. <i>Role:</i> UN Women ZCO played a leadership role.

Finding 44: UN Women has contributed to UNCT gender vision and was supporting its implementation.

The shift to the twin approach – standalone pillar on gender and gender mainstreaming – to address gender within the UNCT through the Gender Strategic Framework of the ZUNDAF 2016-2021, put greater responsibility on UN Women to support gender mainstreaming in the implementation of the ZUNDAF. Through chairing and co-chairing the GRG (for the UN and the extended group respectively), UN Women has been instrumental in ensuring implementation of the strategy through annual implementation plans for each UN agency. However, there were concerns that in some cases, selected gender focal points in some agencies were not ideal and had insufficient capacity as well as tools and guidelines to help carry out their responsibilities within the agencies. Other concerns related to commitment of gender focal points as this responsibility was not part of their performance measurement indicators. This includes implementation of annual work plans and ensuring that recommendations of, for example, the Gender Score card, are incorporated in agency planning processes.

Through the GRG and other formal and informal platforms – joint programmes, individual requests for technical support etc. – UN Women has been able to provide technical support on GEWE to UN agencies and contributed to agencies increased gender mainstreaming or attention to gender in programmes. For instance, some respondents noted that some agencies have become more visible in gender mainstreaming than UN Women itself, which can be testament to the effectiveness of this support.

There is clarity on how to measure the UN Women ZCO's contribution to processes (see Finding 43). However, results achieved in gender mainstreaming have been difficult to ascertain. This is mostly due to a combination of limited clarity on these results and the absence of tools and guidelines to track them within agencies.

Finally, while there is the expectation that UN Women will contribute to more effective gender mainstreaming across the UN system, there is also recognition that individual UN agencies and leaders are ultimately responsible for mainstreaming gender into their institutions and programming. To a certain extent, they have usurped the role of UN Women in coordinating and spearheading gender mainstreaming in Zimbabwe.

Finding 45: Through joint programmes the ZCO has contributed to the UN's impact on GEWE in areas such as HIV and AIDS , peace building, and women's participation in politics and decision making.

As a participating agency in UN Joint Team on HIV and AIDS that includes UNDP, UNICEF, UNFPA, WFP, the UN ZCO was able to influence gender mainstreaming in the current national HIV and AIDS response. Through ZIMECO, a joint programme with UNDP, as noted earlier, UN Women was able to enhance gender responsiveness of electoral planning by working with a non-traditional partner, the ZEC. the Joint Programme, *"Building Trust and Confidence in the Zimbabwe Transition,"* with UNICEF and UNDP, the ZCO was able engender the UN response to peacebuilding in the country through engendering peace building structures and building capacities of the NPRC for gender responsive planning.

Building on the work started by UNICEF and UNDP on supporting Results Based Management in government through the Office of the President and Cabinet, the ZCO enhanced this process by support a gender responsive M&E policy, which is now operational across government. This was accompanied by development of the Government wide GEWE M&E framework aimed at enhancing government's ability to measure and plan for GEWE.

Question	To what extent has gender equality and women’s empowerment been mainstreamed in UN joint programming such as UNDAF?
Response	The development of the gender strategy for ZUNDAF, implementation of the joint UNCT Gender Score Card, lobbying for the GEWE pillar in the ZUNDAF (pillar 6) and support for annual planning have contributed gender mainstreaming in the ZUNDAF.

See Finding 43 and 46 for details. UN Women’s leadership in the development of Gender Mainstreaming Strategy for the ZUNDAF (2016-2021) was instrumental in in setting the vision for gender mainstreaming in ZUNDAF. Further, support in the implementation of the Gender Score Card and development of recommendations for enhancing gender mainstreaming in UN agencies, continued technical support in joint programmes and through the GRG and other fora provided potential for enhanced gender mainstreaming in the ZUNDAF implementation.

Question	To what extent has UN Women coordination contributed to achieving results on gender equality and the empowerment of women?
Response	Key results are observed in women’s participation in politics and decision making, increased attention to gender in HIV and AIDS response.

Finding 46: Despite the constraints of funding UN Women’s coordination has contributed to GEWE in the country although the much could have been achieved with better capacity (funding and resourcing).

As noted in Finding 45, UN Women ZCO’s coordination has contributed to among others:

- Enhanced participation of women in elections;
- Strengthened institutional capacity of ZGC that has in turn led to its increased effectiveness in addressing gender inequalities and women’s rights violations in the country (e.g. the investigation on sexual harassment, See Annex 5);
- Strengthened the GRG’s advocacy for harmonisation and alignment of legislation to the Constitution other global and regional normative framework. The support for analysis of the Marriage Bill facilitated consensus among gender actors and the UN on the issues to advocate for in the harmonisation of marriage laws;
- Sensitivity of the HIV and AIDS response ensuring women access HIV treatment and prevention services and products by addressing gender related barriers;
- Enhanced justice and police capacities to increase convictions for perpetrators of violence.

The above list is not exhaustive and has to be read in conjunction with other findings above (Finding 30-36). These results demonstrate the effectiveness of the ZCO’s coordination in achieving GEWE results in Zimbabwe.

6.3.3 Normative Frameworks

Question	To what extent have lessons learned been shared with or informed global, regional and national normative work?
Response	Documentation and communication have been weak and received low priority in the ZCO.

Finding 47: Weak communication and limited documentation and knowledge management proved key challenges that undermined the ZCO’s ability to share lessons learned with global, regional and national normative work.

The ZCO had a Communications officer and Communications Assistant during the period of evaluation. However, communication was of low priority as the ZCO focused on delivery of projects.

Furthermore, the nature of activities implemented directly by UN Women – training, institutional support etc – were noted as not ideal for creating effective communication products. Understaffing with the ZCO also made it difficult for programme managers to plan and to contribute to communication products for the ZCO. Much of the ZCO communication products were part of the global communication.

Sharing of lessons also heavily depends on the ability to undertake systematic documentation and knowledge management. Both were severely undermined during the SN period due in part to the limited M&E staffing (the CO worked with M&E Assistant throughout the SN period), but largely as a result of the lack of a system to enable this to be achieved.

Because of the above, the ZCO did not perform well in lesson sharing.

Question	What contribution is UN Women making to implementing global and national norms and standards for gender equality and the empowerment of women?
Response	Main contribution is support for alignment of laws to the Constitution, CEDAW and CSW reporting, SDG and VNR reports.

Finding 48: The ZCO has made significant contribution in the implementation of global and national norms and standards for GEWE, including alignment of laws to the constitution, development of policies and strategies that promote GEWE, the country’s reporting to international and regional treaties.

Key support to Parliament through the Women’s Caucus and to specific Parliamentary Committees to ensure legislation that is aligned to gender equality provisions of the Constitution to international and regional treaties and conventions is credited with increased debates on gender responsiveness in Parliament. Enactment of the Marriages Act is a key result of this work together with other women’s rights organisations. The ZCO’s support for ZGC to play a central advocacy role, support to the GRG to under analysis of the Bill and recommendations for improving its quality combined with support to Parliament ensured UN Women’s contribution to this success.

ZCO also provided technical support and funding for development of the Gender Policy aligned to international and regional normative frameworks. The policy has guided gender programmes by government and those by other development partners ensuring financing for gender is aligned to its statutes.

The ZCO has also supported the domestication of SDGs, including the prioritisation of SDGs for Zimbabwe, which ensured gender goals remained at the core of government priority. Further, technical and financial support was provided to MWACSMED to lead reporting to the CSW and CEDAW concluding recommendations. UN women also supported development of the National Action Plan on UNSCR 1325. However, its implementation has been limited due to low government commitment.

Capacity strengthening of institutions – ZEC, NPRC and ZGC – has enabled the implementation of legal and policy frameworks that promote GEWE as one stakeholder put it:

“The work they are doing with us is aimed to improving national and local levels to implement the constitution, legal frameworks and policies that promote gender equality and women’s empowerment in line with international standards in electoral systems, aligning to constitutional requirements and the regional electoral guidelines” (KII commission, national level).

6.4 Sustainability

6.4.1 Capacity development

Question	To what extent was capacity developed in order to ensure sustainability of efforts and benefits?
Response	Capacity development was a key feature of the ZCO programming during the SN but underfunding constrains sustainability of capacity.

Finding 49: UN Women CO capacitated key stakeholders from key institutions, such as Chapter 12 Commissions, government ministries, CSOs and the Parliament of Zimbabwe to manage programmatic shifts seamlessly in the everchanging operating environment.

The most critical successes of the UN Women programme in all its three impact areas were its ability to navigate, be responsive and be relevant to complex political situations and evolving demands of some of its projects particularly the WPP and GPS agenda in Zimbabwe.

UN Women provided direct support to the to MWACSMED and strengthened other government ministries – Ministry of Lands, Agriculture, Water, Climate, and Rural Resettlement (MLAWCRR), Ministry of Environment, Climate Change and Hospitality; Ministry of Foreign Affairs (MoFA); Ministry of Defense; Ministry of Health and Child Care (MoHCC); Ministry of Local Government; Ministry of Justice, Legal and Parliamentary Affairs (MJLPA); and Ministry of Finance and Economic Development (MoFED) – to be gender responsive through capacity development of gender focal persons and development of mechanisms that mainstream gender, such as the National M&E framework. The responsibility to mainstream gender is on the MWACSMED gender focal persons in all Government Departments and this ensures sustainability of efforts and initiatives in striving to achieve GEWE.

Additionally, UN Women supported the capacity building of MWACSMED, the ZGC and women’s network organisations to implement regional and international commitments and reporting under different instruments. Some examples of capacities developed included: the MoFED to develop the Gender Responsive Budgeting guidelines; the gender machinery systems and capacity to gather gender statistics and contribute to the national statistics; Ministry of Local Government to influence favourable conditions for aspiring women councillors and advocate for better working conditions through establishment of decent workspace for women informal traders; and Chapter 12 Commissions to strengthen their gender accountability mechanisms that provide oversight and monitoring of the CP initiatives and beyond the CP cycle. For instance, with ZGC, the institution was established through supporting human resources and putting operational mechanisms in place as well as capacity building in collecting gender statistics, monitor and evaluate on gender; with NPRC, supported their role in peace and security for women during elections through establishment of systems that seek to prevent and manage electoral related GBV; and with ZEC, to strengthen the capacity to mainstream gender in electoral processes, improve and enable the political landscape by managing elections in a gender responsive manner that creates space for women’s political participation and gender mainstreaming in the Electoral Bill.

Finding 50: Whilst the UN Women’s CP interventions were very relevant, effective and with sustainable initiatives, they were negatively affected by limited resources.

Due to limited funding under the GPS programme, and the realization that the activities of some CBOs, such as Peace-building and Capacity Development Foundation (PACDEF) had become too thinly spread, the number of districts that the partner (PACDEF) worked with in a concentrated

manner were reduced from eight to three from August 2017. Despite the lack of resources, the monitoring of work by the other peace committees continued in the five districts. The 2018 elections provided an opportunity for scaling up women’s participation in conflict management and leadership. However, there were no secured funds to support a scaled-up programme in this area, which would have strategically built upon the foundations laid by the programme.

These sentiments were also shared by the MWACSMED who revealed that when UN Women programme ended, they tried to find other funding partners, such as AFDB to continue with the implementation plan and the Treasury to support with the capacitation of GFP, the dissemination of GP to district stakeholders and for their participation as a Ministry in various convention processes. The Ministry indicated that they are seeking funding from AFDB to support the establishment of two safe markets in 2022 outside of the UN Women project. PACDEF also added that:

“We left people hanging, there is need for continuation. The project was leveraging on our own structures that we had. We used to have early warning systems – in electoral process and strengthening the capacity of women. We used to work in 6 districts, but the funding was dwindling. In Mwenezi we left them with a garden, fishpond, etc., but in other districts, we were not able to wean them off with anything” (KII Partner CSO).

The evaluation established that challenges related to sustainability, effectiveness and efficiency being experienced by UN Women have also affected their programming. Chief among these is the short duration and unreliability of funding to implementing partners and the challenge of securing national ownership and building capacity. The evaluation specifically recommends shifting from a project to a programmatic approach, and to some extent, the flagship programmes have already begun to do this. However, given the opportunity of the development of a new strategic plan, it is recommended that the situation be analysed for adopting a multi-year country programme co-signed with government along with the programming modalities available. Even if these are ruled out for UN Women, they should be explicitly weighed against the continuing implications for development effectiveness of the current operations arrangements and alternative approaches to addressing the underlying challenges developed.

UN Women strategically supported project work that was implemented at community level. This ensured that organisations create community-based structures that can continue with the work beyond the project life cycle. For example, the GEAs in Hurungwe, the peace committees in Mutasa District and others across the country. Working with community-based structures created an avenue to deal with both their weaknesses and their strengths.

“Although community structures were developed, most lack the capacity to continue beyond the funding cycle. Project missed an opportunity to also capacitate the local authority extension officers who could ensure that community structures remain relevant and get support to continue their advocacy and monitoring work.” (DDC at Karoi District Council).

Thus, sustainability is relative in as far as resources required for effective continuation. Developing a long-term vision and cultivating the partnerships necessary to institutionalize capacity in these organizations is required to reach long-term impacts and sustainability.

6.4.2 National ownership

Question

Is there national ownership and are there national champions for different parts of the portfolio

Response

Yes: The evaluation found strong evidence of national ownership and the presence of champions.

Finding 51: The CP succeeded in building national ownership by government and all participating stakeholders and created a firm and functioning framework for stakeholders to collaborate on issues moving forward and become champions in supporting the work of UN Women.

The lasting national ownership rests with civil society, Chapter 12 Commissions (who have a gender equality mandate), and other relevant stakeholders. However, more work is needed to sustain ownership with security sector actors and some Government Ministries particularly MoFA that must lead the efforts on UNSCR (1325). To sustain national ownership of GPS agenda into the future, UN Women should, in their next programming, consider developing a coordinating mechanism of collaborating partners to carry such forward. For example, Chapter 12 Commissions already have associations that can act as coordinating platforms. Zimbabwe has ratified UNSCR (1325) and has implemented aspects of it over the years but does not have a NAP to guide systematic implementation of UNSCR (1325). As part of efforts to advocate for a national strategy on how to influence development and adoption of a NAP on UNSCR (1325), UN Women initiated various initiatives that brought together stakeholders from the security sector and academic institutions to set up a Security Sector Think Tank that would help in the process of coming up with a NAP on UNSCR (1325).

Some stakeholders, such as ZEC confirmed that there is national ownership when they stated that through the support of UN Women and with them becoming champions, the first mechanism that the Commission has put in place is the integration of gender into the Electoral Act to ensure that it is implemented. Additionally, ZEC has also placed inclusiveness as a core value within ZEC's Strategic Plan. ZEC now has gender equality placed and prioritized in different policies, such as the HR and the Gender Policy. At the Commission level, ZEC has a Commissioner responsible for Gender. At secretariat level, they have a Deputy Chief Election Officer who is also responsible for knowledge management and communication.

Furthermore, MoFED indicated that they are planning to conduct capacity building exercises within the line ministries to be able to incorporate gender in their budgeting. They also encouraged Ministries to set aside resources for officers involved in GRB to access trainings or capacity building. They always remind Ministries not only on the need to integrate gender within the whole budget cycle, but also trying to institutionalise GRB.

However, UN Women²⁰ believe that they have the confidence and evidence of the ownership of programmes by partners, but they cannot control the partners' commitment to continue and nurture the ownership. For example, the Women Rise In Politics (WRIP) was initiated in collaboration with the ZGC who have the mandate to promote women's participation with UN Women support. UN Women provides the necessary support to partners and allow them to take the lead. However, the ownership arises from the partners' abilities to develop their programmes while UN Women provides the technical support and guidance that they need.

Question

How did UN Women design to scale up coverage and effects of its interventions?

Did UN Women use and capitalize upon pilot/catalytic initiatives?

What Local accountability and oversight systems have been established to support the continuation of activities?

²⁰ KII-UN Women

Response	UN Women ZCO focused on catalytic interventions. There is evidence that potential agents for scale up have put initiatives in place to expand interventions. However, UN Women ZCO needed to have a clear strategy for scale up and supporting measures to enhance scale up by targeted agents.
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Finding 52: The SI initiative presence was a good example of how UN Women has designed for scale up.

For example, through mobilisation of resources for the SI, the CO engaged more CSOs and CBOs for increased scale and scope of initiatives. UN Women and IPs for the SI upscaled activities in the already ongoing interventions that focused on addressing social norms that promote SGBV. In addition, the activities were upscaled and adapted to respond to COVID-19 pandemic.

However, on the whole, the UN Women needs to accompany support in its portfolio with a clear scale up plan.

The ZCO has capitalised on pilot and catalytic initiatives. The Women Safe Spaces initiative has now been taken up by NPRC with a view to scaling it up to more provinces. The Safe Markets initiative has also garnered significant interest in government with current measures by government to seek alternative funding for scale up.

However, in line with the absence of a clear scale up plan for its initiatives, the ZCO has not set up local accountability and oversight systems to support continuation of activities.

6.5 Human Rights and Gender Equality

Question	To what extent is the portfolio changing the dynamics of power in relationships between the different groups?
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Response	<u>Yes:</u> The ZCO portfolio has targeted changing power dynamics in relationships. While there is progress, it is slow and much more needs to be done to make significant shifts.
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Finding 53: The portfolio was implemented to address deep rooted patriarchal drivers of gender inequality in the country.

Zimbabwe is a patriarchal society with the norms of patriarchy permeating in institutions as well. The country portfolio has challenged these relationships at three levels: household, community and institutional/normative levels. At the household level, ZCO through interventions, such as those under JPGE, the GPS, Safe Markets, etc., have supported household level gender relations through economic empowerment. Support to traditional leadership systems under GPS and Spotlight aimed to garner leadership support for addressing social norm drivers of gender inequality. Reform of laws (e.g. alignment of legislation to the new constitution) and institutions to be gender responsive (e.g. ZEC, NPRC, CZI, ZimVAC etc.) in their programmes are all contributing to providing an enabling environment for transforming gender relations.

Progress in transforming these relationships has been slow and much still needs to be done. Increased women’s participation in politics, peace building, and engagement in social accountability all point to improving power dynamics between men and women. However, these are still far below parity. For example, women only represent 14 per cent of local government leadership positions and less than 25 per cent in Parliament. A large proportion of women depend on their partners for sustenance shifting the power to men. Nonetheless, the Zimbabwe Constitution, which recognises

the equality of men and women, provides a firm basis for UN Women ZCO to continue support to ensure this constitutional provision is achieved.

Question	Has the portfolio been implementing according to human rights and development effectiveness principles? Which Groups is the portfolio reaching the most, and which are being excluded?
Response	Yes: The portfolio has been implemented according to the principles of participation and empowerment, inclusion and non-discrimination and national accountability and transparency. The ZCO portfolio reached women but lagged on women in hard to reach remote rural areas, women with disabilities and youths 18-35, boys and men for a large part of the SN period.

Participation/ empowerment

Finding 62: The partnerships with UN Women supported and empowered women to take up leadership positions.

Women’s leadership and political participation are restricted from the local to the global level. Women are also underrepresented as voters, as well as in leadership positions, whether in elected office, the civil service, the private sector or academia. This is prevalent despite their proven abilities as leaders and agents of change, and their right to participate equally in democratic governance. There are several obstacles that deter women to participate in political arena. These include structural barriers that exist in the form of discriminatory laws and institutions that limit women’s options to run for office. In addition, capacity gaps mean that women are less likely than men to have the education, contacts and resources needed to become effective leaders.

UN Women engaged the Zimbabwe Parliamentary Women's Caucus to strengthen their capacity to advocate for gender equality laws as stipulated in International and Regional Instruments, such as CEDAW. One of the implementing partners, PACDEF, acknowledged the role that UN Women has played in encouraging women to take up leadership positions.

“We were talking to these women encouraging them to also engage in decision-making positions within their communities. Ultimately, we had councillors who were borne out of this programme.” (KII, Partner CSO).

Finding 63: The partnership with UN Women created opportunities for implementing partners to participate in national and regional platforms on gender equality.

UN Women has the mandate to promote and report on progress towards gender equality laws implementation, such as CEDAW, Beijing Platform for Action and the CSW agreed conclusions. The MWACSMED is the primary Government Ministry responsible for reporting on gender equality outcomes for Zimbabwe in the global platforms. UN Women worked in partnership with MWACSMED to support their reporting to CEDAW and the Beijing +25 reports. In addition, UN Women supported throughout the years, attendance of Zimbabwe to the CSW annual sessions in Africa and New York. This also created opportunities for implementing partners to take part in national and regional platforms. This include participating in the consultative and reporting on key instruments that drive gender equality, such as the CEDAW, Beijing platform for Action and Universal Periodic Review (UPR). The participation has been relevant and appropriate for Implementing partners could also advocate for gender equality laws like the Marriage Bill.

International norms and standards on women's and girls' human rights and gender equality provide a solid basis for advancing action to strengthen the vital role of women in achieving sustainable development, making it important for women to take part in such vital platforms. For instance, it is recognised that discrimination on the basis of sex is prohibited under all major international human rights instruments to which Zimbabwe is a signatory. The Convention on the Elimination of All Forms of Discrimination against Women obligates States parties to take all appropriate measures to ensure the full development and advancement of women.

International Labour Organization (ILO) conventions have continuously enhanced women's rights to and at work, including, most recently, those of domestic workers.

Inclusion and Non-discrimination

Finding 64: The programmes reached a select number of the women. However, there is still much to be done to reach out and integrate women in remote rural areas and women with disabilities.

While the portfolio between 2016 and 2018 found it challenging to reach women in hard to reach areas and those with disabilities, introduction of the Spotlight Initiative and its approach of using CBOs in 2019 enhanced the ZCO's ability to reach this category of women.

Through the Spotlight Initiative there was a greater awareness of the need to integrate women with disabilities. However, several factors hinder their participation:

- **Capacity of IPs to reach out to and address women living with disabilities:** Gender champions in Hurungwe and Tsvingwe indicated that they had some limitations to reach PWDs as they did not have the capacity to reach and interact with them;
- **The limitations of a clear strategy for disability inclusion:** Implementing partners noted gaps in disability inclusion in project design. For example, the additional cost for ensuring disability inclusion was seldom considered. Neither was there always a clear strategy that enhances participation and benefits for women with disabilities from project design to not include PWD as target groups.²¹

To achieve an inclusive gender equality and empowerment of women and girls, the ZCO's SN (2016-2021) should have provided a clear plan of how the ZCO would ensure disability inclusiveness across its portfolio. Consequently, the ZCO also drew from the UNCT's plan for disability inclusiveness.

National accountability and transparency

Finding 65: UN Women supported the realisation and utilisation of Gender Responsive Budgeting, which contributes to the national accountability and transparency discourse.

"Yes, there is an emphasis in the Gender Budgeting guidelines from the support that we got from UN Women, and this is further integrated in our policies, the budget statement and funds for vulnerable groups." (KII, Government Ministry).

The CP supported women to attend public consultations and participation in budget preparation and public participation in monitoring budgets. This ensures the equal participation of women and men in all their diversity, while considering their contributions equally. The current support by UN Women focused on ensuring that the demand side of the budget is gender responsive. Most important issue is to ensure that gender budgeting focus on both the supply and demand side. The current approach has a challenge in that the resource allocation begins at the supply side and

²¹ KII Implementing partner.

balancing both demand and supply. Therefore, the CP needs to support implementation of the Gender Budgeting Guidelines along the Government Ministries and invest in the supply side.

7 CONCLUSION, LESSONS LEARNED AND RECOMMENDATIONS

7.1 Conclusion

Relevance

UN Women ZCO had a sound understanding of its capacities and comparative advantage and used these to strategically position itself to be effective within a challenging environment. Taking advantage of other UN agency's presence in key development processes, and strategically using joint programmes as a resource mobilisation tool, UN Women ZCO was able to adapt its portfolio to address the objectives of the SN (2016-2021). The ZCO was adaptive, especially when faced with multiple crises – Cyclone Idai and COVID-19 – that had a profound effect on negative gender outcomes. These crises forced it to change interventions to support the Cyclone Idai and to address constraints imposed by COVID-19 on programming. However, SN (2016-2021) needed to plan for the ZCO's adaptation in the face of common humanitarian crises that include drought and floods to improve the speed and quality of response. Despite significant shifts in the political context in the country, the portfolio remained aligned to national priorities.

Efficiency

Maintaining organisational efficiency was a challenge for the ZCO due to staff turnover and limited staffing in both operations and programmes. The ZCO management had to be innovative in its approach to ensure business continuity during staff turnover and delivering support to beneficiaries. Working through consultants and grants became the main mode of implementing the portfolio while at the same time ensuring planning processes included all thematic leads and staff for continuity of activities in the event of departure of staff.

Despite positioning itself within joint programmes and exploring other mechanisms for funding, the ZCO remained under funded with a funding gap of 38 per cent at the end of the SN period. Key funders have left the country, while the political context led to the continuation of donor focus on humanitarian that developmental assistance.

Results monitoring is supported by a results framework for the SN (2016-2021) and capacity development of implementing partner for results measurement. However, tenets of results-based management were weak. This included tools and data management systems. Nonetheless, the ZCO has made significant strides in laying the framework for improved gender statistics in the country. Support for the women and men report, engendering of manufacturing survey, ZimVAC process and microfinance reports are providing the frame for continued availability of gender statistics across sectors that will improve gender inclusive planning.

Effectiveness

The ZCO portfolio made key contributions to the establishing a policy framework and capacities for WEE, WPP and EAW in the country. UN Women's contribution lies its ability to influence policy technical support and funding for key activities. ZCO support has contributed to engendering electoral planning and processes as well as contributing to women's agency and capacity to participate in politics and leadership. Capacity of women MPs to effectively participate in parliament and advance women's priorities was strengthened. Working through the Parliamentary Women's Caucus allowed the establishment of a strong inter-party voice and alliance among women across all political parties for equal gender representation in politics and political leadership. Women's participation in peace and security has also been increased with the establishment of peace committees and implementation of the innovative Women Safe Spaces programme. The ZCO support has also revitalised and institutionalised GRB in the country providing the framework for increased budget allocations for gender by the government. It also played a key role in building the

capacity of the newly established Zimbabwe Gender Commission, which included supporting the Commissioners and establishment of the Secretariat. It was clear that without the ZCO's support, the institutionalisation of the ZGC would have taken longer due to limited funding and availability of organisations with abilities to support at similar scale due to limited funding in the gender sector. Furthermore, establishment of the gender policy with inclusion of GBV provided the framework for directing gender programming with the Government of Zimbabwe and the country.

The ZCO also made significant contributions to UN coordination of gender including: i) determining a gender vision for the UNCT (through the Gender Mainstreaming Strategy); ii) assessment and planning for gender mainstreaming in agencies; and iii) supporting joint programmes to enhance their gender responsiveness.

Sustainability

Capacity development was a key feature of the ZCO programming. Ownership of interventions is strong among beneficiaries, which has supported continuity of some of the initiatives: GRB, Women's Safe Spaces, gender statistics in the manufacturing survey, and food security gendered data under the ZimVAC to mention the most obvious. There were key weaknesses in the approach of the ZCO to enhance sustainability, including the need to be clear about the scale up plan for initiatives and setting up local accountability and oversight mechanisms for continuity of key initiatives of the ZCO.

Human rights and gender equality

The ZCO portfolio has targeted changing power dynamics in relationships. While there is progress, it is slow. The portfolio has been implemented according to the principles of participation and empowerment, inclusion and non-discrimination and national accountability and transparency. While the ZCO portfolio reached women, it lagged on reaching women in hard-to-reach remote rural areas, women with disabilities and youths (18-35 years of age), boys and men.

7.2 Lessons Learned

Lesson 1: Partnerships work and are more effective if they are long term. The organisations must be intentional on what needs to be achieved from partnership. Partnerships must be developed and cultivated if they are to work. It is also important to note the commitment of partners. Defining the scope of a partnership is critical to avoid misunderstandings and misinterpretation of what the intentions are, which can potentially damage relationships. The lesson is applicable in partnerships with Government Ministries, CBOs and CSOs to achieve a common understanding of the project expectations right from the planning, implementation, and implementation modalities, M&E Framework and coordination to mention a few.

Lesson 2: The use of different modes of financial management facilities (i) direct implementation modality and (ii) disbursement of grants through Partner Cooperation Agreements can minimise risk and enable a UNO to effectively manage financial regulations in the country (retain USD value) and met the operating policy and procedural requirements while facilitating implementation of the programme against a challenging economic environment.

Lesson 3: Restrictive and dynamic national financial policies, for instance shifts in currency and introduction of various statutory instruments, can negatively affect efficiency and timeliness of implementation. A good case in point is challenges in accessing money in the primary currency value. UN Women can use the USD currency in budgeting and funding disbursement to the partners. While partners receive their allocation, both parties will have to agree on the exchange rate to ensure that the partners' budgets are not affected and facilitate implementation of interventions achievements of results.

Lesson 4: Faced with the challenge of high staff turnover and innovative operational practices – switching to team-based programming; improved knowledge management; and documentation systems and practices – can help for retention of Institutional memory. Retention of staff is attained through long-term contracts that motivate staff to work and remain the UN Women.

7.3 Recommendations

The recommendations were developed through consultations with key stakeholders (KIs), FGDs with communities in selected project areas and findings from review of relevant literature. This section highlights the key recommendations and others are presented in the table below.

7.3.1 Relevance

Recommendation 1: Improve joint support on strengthening the gender machinery in the country.

Challenge: While several initiatives were put in place to strengthen the gender machinery, it remains weak and needs strengthening.

Action: UN Women and MWACSMED need to undertake a joint analysis of the requirements to strengthen the gender machinery, which would allow UN Women to be strategic and systematic in its approach to strengthening the gender machinery. Results of this analysis should lead to the development of a multi-year programme for gender machinery strengthening. Such a document can be used to facilitate resource mobilisation for this initiative.

When: Immediate.

Responsibility: UN Women and MWACMED.

Recommendation 2: Strengthen partnership with the MWACSMED by instituting joint work plan reviews.

Challenge: While joint planning is undertaken between UN Women and MWACSMED, there are concerns from the latter that this is a paper process with no significant importance for partnership development. There were no systems for review of the joint planning.

Action: Undertake joint quarterly and annual review of the joint workplan.

When: Immediate.

Responsibility: UN Women and MWACSMED.

Recommendation 3: UN Women should strengthen communication with stakeholders on its strategic approach.

Challenge: There are significant misconceptions about UN Women, its role and mandate within the country, which have the potential to negatively affect partnerships. Such misconceptions may point to inadequate appraisal or communication with stakeholders on the UN Women's strategic approach in the country.

Action: UN Women needs to develop and implement a communication plan for stakeholders to ensure that there is adequate awareness of its strategic approach, and its role and space in the gender sector.

When: Immediate (development of communication plan) and on-going (implementation).

Responsibility: UN Women.

Recommendation 4: Strengthen the ZCO's response to humanitarian crises with significant gender concern.

Challenge: The absence of a strategy that recognises the intersectionality between crises and women's rights and the response options for UN Women in the SN (2016-2021) undermined the

speed and quality of response to crises by the ZCO. This challenge is important in the context of more frequent crises because of climate change.

Action: UN Women should include, in its new Strategic Note, intersectionality between humanitarian crises and women's rights and strategic approaches by UN Women in those circumstances.

When: Immediate.

Responsibility: UN Women.

Recommendation 5: Strengthening partnerships with CBOs to enhance reach of women (in conjunction with Recommendation 8).

Challenge: There have been concerns about national level CSOs they are not efficient in reaching women, sustaining the interventions at local level and ability to reach women in remote areas. CBOs provide the ZCO opportunities to efficiently reach women in communities as well as support sustainability of community level work.

Action: The ZCO needs to do the following: i) develop an engagement strategy for CBOs in the new strategic note. This should also address the risks associated with supporting start up and small CBOs and structures; and ii) undertake a national mapping of CBOs, possibly jointly with the MWACSMED, to identify CBOs that have the potential for partnership.

When: Immediate for (1) and 1-2 years for (2).

Responsibility: UN Women.

7.3.2 Efficiency

Recommendation 6: Strengthen quality of technical support by experts to partners.

Challenge: The ZCO enhanced its efficiency through outsourcing external expertise, such as consultancies to support implementation of the CP. This strategy ensured the availability of the appropriate level of expertise required for effective implementation of interventions. However, it is not a sustainable solution for partners as there is generally limited capacity transfer to the host institution due to absence of key performance indicators for capacity of the host institution (individual, organisational and institutional capacities). In majority of cases, UN Women excluded the partner in the recruitment and placement of the technical expert. This approach reduced ownership of the technical support among recipient partners. In other cases, the technical support was viewed as not relevant or not of the required quality resulting in limited engagement by the partner. Such approaches were undermining ownership by beneficiaries of the support.

Action: Capacity development or institutional strengthening is a key feature of UN Women's strategic approach. The ZCO needs to develop conceptualisation document of its institutional strengthening approach that ensures: i) clarity on the institutional development objectives; ii) approach to institutional objectives that allows for ownership of the support by recipients; and iii) clarity of the measurement of the institutional support to the recipient as part of performance measurement for the technical support.

When: Immediate as part of the new Strategic Note.

Responsibility: UN Women.

7.3.3 Sustainability

Recommendation 7: Strengthen partnerships and continuity of initiatives in key institutions.

Challenge: Support to key institutions has been short term and directed by grants available. While this has helped to achieve short term objectives, long term objectives are difficult to achieve with such an approach.

Action: UN Women needs to identify key institutions it will support in the new strategic plan building on outstanding actions in the SN (2016-2021). With each of these institutions, the ZCO needs to develop joint long-term plans of how it will support them over the course of the new strategic note. This will allow for more coherent support that supports sustainability.

When: 1-2 years.

Responsibility: UN Women.

7.3.4 Human rights and gender equality

Recommendation 8: Improve reach of women with disabilities, women in hard-to-reach rural areas and men.

Challenge: The evaluation noted that women in hard-to-reach areas, those with disabilities and men were extensively reached by the portfolio. Strengthening men and boys' role in transforming power dynamics that still perpetuate gender inequality at all levels is important to balance power dynamics between men and women.

Action: The ZCO, as part of the new strategic note, needs to develop a Leave no One Behind Strategy and how it can reach men to transform power dynamics. This will guide all projects in mainstreaming these dimensions.

When: Immediate.

Responsibility: UN Women.

8 ANNEXES

Annex 1: Terms of Reference

Terms of Reference for Team of National Consultants to Conduct Country Portfolio Evaluation (End of Cycle 2016-2021)

1. Background

1.1 Introduction

In 2015, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) Zimbabwe Country Office (CO) developed a strategic note (SN) (2016-2020). The SN is a forward-looking programmatic document that translates the UN-Women 2014-2017 and 2018-2021 Strategic Plans to the country or regional level and adapts it to the country/ regional context and priorities, including the Zimbabwe United Nations Development Assistance Framework (ZUNDAF) (2016-2020) (further extended to 2021). The SN is grounded in the standards, principles and obligations of the Convention on the Eliminate all forms of Discrimination Against Women (CEDAW), the Beijing Declaration and Platform for Action (BPfA), Concluding Observations of the Commission on the Status of Women (CSW), Security Council (SC) Resolution 1325, and the Sustainable Development Goals (Agenda 2030).

The SN (2016-2020/21) outlines the overall strategic plan of action for the UN Women Zimbabwe CO, which comprises of a Development Results Framework (DRF) and an Organizational Effectiveness and Efficiency Framework (OEEF), including expected results and targets/ indicators/ baselines. The UN Women Zimbabwe SN was formulated in alignment with the ZUNDAF. In 2019, UNCT agreed to extend the current ZUNDAF (2016-2020) to 2021. This was approved by the Government of Zimbabwe, which led to the extension of UN Women's SN to 2021. The SN extension enabled the CO to review its programming based on emerging opportunities for advancing gender equality and women's empowerment in the country within the 2030 Agenda framework, the UN Reforms and priorities for the Government of Zimbabwe as articulated in the Transitional Stabilisation Programme (TSP) as well as the new National Development Strategy (NDS) 1 (2021-2025).

In this regard, the Country Office plans to commission an end of cycle evaluation: Country Portfolio Evaluation (CPE) for the SN (2016-2021). The CPE serves as a learning opportunity and a strategic moment for reflection on the impact of UN Women's CO work with partners and stakeholders on the national gender equality and women empowerment agenda. It further serves as an accountability process to UN Women's constituents, while contributing to the transparency of the country office's ongoing work.

1.2 Context

The SN was developed during a period of low participation of women in political, social and economic development of the country: (i) low representation of women as a result of lack of adequate implementation of the constitutional provisions and inadequate capacity of state institutions to mainstream gender in electoral and political processes; (ii) large proportions of women in the informal sector were earning low wages (and still remain so), coupled with unregulated conditions of employment; and (iii) increased deterioration in delivery of public services. During this period, the Government of Zimbabwe's (GoZ) national development priorities were articulated in the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset) (2013 – 2018) with Gender and Development as a result area, with particular focus on gender-based violence, women's economic empowerment and women's participation in politics and decision making. The ZimAsset framework further required the mainstreaming of GEWE in all other developmental priorities. Previously in 2014, the UNCT had conducted a Zimbabwe Common Country Assessment (CCA) to inform the ZUNDAF and its subsequent implementation. The CCA identified a number of challenges for GEWE in Zimbabwe: i) Inadequate implementation and enforcement of gender equality constitutional and legislative provisions; ii) high prevalence of violence against women and girls; and iii) limited access to justice for women and girls. The ZUNDAF (2016 – 2020) was informed by findings from the CCA analysis.

The CO made a strategic decision to pursue Gender Equality and Women's Empowerment (GEWE) through focusing on the following 3 result areas as prioritised in the ZimAsset and articulated also as UN Women flagship programmes. These are outlined in the UN Women Strategic Note (2016 – 2021):

- Women Political Empowerment (WPE) Impact area 1
- Women's Economic Empowerment (WEE) impact area 2
- Ending Violence Against Women (EVAW) impact area 3

2. Description of the Programmes

The total planned budget of the BCO 2017-2019 (Development Results + Organisational Efficiency) was:

SN/AWP DRF + OEEF Budget						
Based on OneApp data as of 13/01/2020						
	2016	2017	2018	2019	2020	2021
Core	\$560,000 US	\$504,000 US	\$468,720 US	\$478,555 US	\$489,002 US	\$452,000 US
IB	\$522,064 US	\$578,884 US	\$592,747 US	\$589,747 US	\$560,860 US	\$641,713 US
XB	\$26,012 US	\$58,311 US	\$61,900 US	\$70,000 US	\$106,000 US	\$293,880 US
Non-Core	\$2,628,814 US	\$1,395,727 US	\$736,393 US	\$3,417,848 US	\$4,386,353 US	\$4,042,145 US

Available						
Non-Core to be mobilised	\$3,808,701 US	\$815,500 US	\$1,114,129 US	\$1,158,140 US	\$590,134 US	\$34,000 US
Total	\$7,545,591 US	\$3,352,422 US	\$2,973,889 US	\$5,714,290 US	\$6,132,349 US	\$5,463,738 US

The work of UN Women is focused on responding to its three core mandates.

Normative work	Coordination work	Operational work
Strengthen capacities at national and local levels to implement the constitution, legal frameworks and policies that promote gender equality and women's empowerment in line with international standards.	Lead and coordinate the Gender Results Group.	Women's Political Empowerment and Leadership.
Contribute to the ongoing domestication of SDGs.	Undertake a joint and participatory UNCT SWAP Gender Scorecard annual review (2019).	Women's Economic Empowerment.
Support the development of the National Action Plan on UNSCR 1325	Support implementation of performance indicators on gender equality within the One UN Zimbabwe (e.g. gender scorecard).	Women and girls living a life free of violence.
Support the development of the National Gender Policy; Implementation strategy for the National Gender Policy	Provide technical inputs to ZUNDAF evaluation.	Gender Responsive Budgeting (GRB).
Support to the Gender Machinery (MoWACSMED) on reporting on implementation of gender related international and regional treaties and conventions (CSW, CEDAW concluding recommendations and SDG VNR reports).	ZUNDAF formulation and CCA elaboration.	Gender statistics.
	Coordinate integration of GEWE at all stages of the development of the ZUNDAF.	Institutional strengthening HIV/AIDS.
	Celebrate global gender related events e.g. International Women's day, 16 Days of Activism among others.	Leading on development of Joint Programmes on GBV; Peace and Security; Safe Markets.
		Engagement of men and boys, traditional and religious leaders to prevent GBV.

A defining characteristic of gender-responsive evaluation is the active engagement of stakeholders in the evaluation process. In implementing the proposed programmes, UN Women partnered with various government institutions, academia, research, documentation and training centres, financial institutions, development banks, donors, International Non-Governmental Organizations (INGOs), CSOs, peace networks, media associations, men's organisations, traditional leaders and faith-based organisations to advance women's rights. UN Women has been working closely with the Ministry of Women Affairs, Community, Small and Medium Enterprises Development (MoWACSMED) and continued to build on working partnerships with other government ministries, departments, and chapter 12 commissions beyond the Ministry of Women Affairs to effectively implement its programmes and deliver on its results.

Result Area 1: WPE

The CO flagship programme aims to creating a conducive environment for women's participation in decision making at the most influential government levels and within critical institutions. This in turn served to accelerate and yield greater inclusion of women in decision making positions in line with regional and international women's rights commitments and national constitutional provisions by supporting electoral laws and policy reform through working with ZEC and the Ministry of Local Government, Public Works and National Housing to respond more effectively to electoral processes. Through the targeted approach, in addition to increasing women's participation, women's political knowledge and political inclusion and citizenry, the CO aimed to strengthening the capacity of the newly formed Zimbabwe Gender Commission to implement its monitoring and oversight role in relation to gender equality. The CO engagement to promote women's participation in politics as decision makers and active citizens in relation to state accountability will potentially influence both political and institutional decisions on women's inclusivity, equality and inclusivity in development.

Result Area 2: Women Economic Empowerment - WEE (flagship)

The CO adapted the WEE flagship on climate resilient agriculture to address women's economic situation given that Zimbabwe is largely an agrarian society with 80% of the women's population living in rural areas and 70% of the rural women engaged in agriculture.²² The opportunity presented itself for UN Women to transform the lives of a large percentage of the Zimbabwe women population through addressing access to land and food security. Coupled with the predicted continuation of drastic changes in climate that manifests itself through drought and other climatic shocks in Zimbabwe's context, the CO aimed to support the enabling of women's access to land and means of production while addressing barriers that prevent women from entering the formal economy, such as influencing financial institutions' policies for women's access to finance and providing technical support to the then Ministry of Agriculture, Ministry of Lands and Ministry of Finance in relation to gender sensitive policy formation. Implementation of this thematic area has

²² Mugabe, F., T. Thomas, S. Hachigonta and L. Sibanda (Eds.) 2013. *Southern African agriculture and climate change: a comprehensive analysis*. Washington, D.C.: International Food Policy Research Institute (IFPRI).

been on and off due to funding challenges. The WEE programme was implemented for the first 2 years of the Strategic Note under Joint Programme for Gender Equality and no implementation was done in 2018, 2019 and part of 2020. In 2020, the Country Office received resources to implement a Safe markets joint programme with ILO and UNDP up to 2022.

Result Area 3: EAW

Zimbabwe is experiencing high rates of violence against women, including sexual violence particularly high rates of child marriages. This is occurring against a backdrop of low rates of conviction of perpetrators as well as limited legal response to marrying off of girls as young as 12 years of age. Low rate of conviction is perpetuated by inadequate legislative regulation of sexual offenses against minors. The strategic focus of UN Women was based on implementation of inclusive gender equality provisions and national policies and laws as provided by the comprehensive Zimbabwe Constitution, international and regional commitments and the need to eliminate harmful practices (including harmful religious and traditional norms) that violate women's rights (in this instance sexual violence) and hamper women's development and social inclusion. Special focus was on empowering women and girls to utilise available VAW services and being able to exercise their rights and agency. The CO has been working towards aligning the EAW program to the global flagship programmes to end Violence against Women and Girls. This programme was upscaled by the Joint Programme for Spotlight Initiative on Gender Based Violence that was developed in 2018 by UN Agencies and the Government of Zimbabwe. The programme has six pillars: Laws and Policies, Institutional Strengthening, Prevention, Services, Data and Women's Movement Building. UN Women is present across all pillars except pillar 4 on services. HIV and AIDS work is also under this EAW programme where the main work has been with traditional leaders, churches, women's organisations that works on HIV and AIDS and other key stakeholders and partners.

3. Purpose (and use of) of the CPE

3.1 Purpose

The **purpose of the CPE** is to ensure both the **accountability** of UN Women to its donors, partners, and other stakeholders and to facilitate **learning** about what works in different contexts with a view to improving the relevance and performance of interventions over time. As a high-level strategic evaluation, the CPE is primarily intended to be a formative (forward-looking) evaluation to support the country office and national stakeholders' strategic **learning and decision-making, including evidence-based advocacy, when developing a new Strategic Note**. The evaluation is also expected to include a summative (backwards looking) element to support enhanced accountability for development effectiveness and learning from experience.

3.2. Users of the Evaluation

Specific users will include UN Women Programmes staff, various relevant government institutions, academia, research and documentation and training centres, financial institutions, development banks, donors, International Non-Governmental Organizations (INGOs), CSOs, peace networks, media associations, men’s organisations, traditional leaders, and faith-based organisations responsible in planning and implementation of the UN Women SN. UN Women, responsible partners, donors and government partners of the programmes will be specifically responsible for developing management responses and action plans to the evaluation findings and recommendations. The final evaluation report will be made publicly available on the UN Women Global Accountability and Tracking of Evaluation (GATE) System <http://gate.UN Women.org/>. It will also be disseminated during regional, national and district meetings.

4. Objectives, Evaluation Criteria and Key Questions

4.1 Objectives

The objectives of the evaluation are to:

- Assess the relevance of UN Women contributions to national priorities and alignment with international agreements and conventions on gender equality and women’s empowerment.
- Assess the effectiveness and organizational efficiency in progressing towards the achievement of gender equality and women’s empowerment results as defined in the Strategic Note, including testing the validity of theories of change, especially corporate theories of change for flagship programmes.
- Enable the CO to improve their strategic positioning to better support the achievement of sustained gender equality and women’s empowerment.
- Analyse how a human rights approach and gender equality principles are integrated in the design and implementation of the Strategic Note.
- Identify and validate lessons learnt, good practices and examples of innovation that support gender equality and human rights.
- Provide insights into the extent to which the UN Women has realized synergies between its three mandates – normative, coordination and operations – and on how to leverage the UN system to increase development results on gender equality.
- Provide forward-looking recommendations with respect to the development of the next Strategic Note.

4.2 Evaluation criteria and Key Questions

Assessment of UN Women contributions is made using the set of evaluation criteria focused on two purposes of the CPE: assessing development effectiveness (accountability); and assessing UN Women's strategic positioning (learning). The CPE will apply the evaluation criteria below.

4.2.1 Relevance

The extent to which strategic choices have maximized UN Women's comparative advantages in addressing priorities for gender equality and women's empowerment.

The suggested questions for the relevance criterion are:

Strategic positioning

- How has UN Women positioned itself within the national development/policy space, and what strategies has it taken in assisting efforts on gender equality and the empowerment of women?
- Are the interventions achieving synergies within the UN Women portfolio and the work of the UN country team?
- What is UN Women's comparative advantage compared with other UN entities and key partners?
- Was UN Women responsive to the evolution of development challenges and the priorities in national strategies, or significant shifts due to external conditions?
- How are the short-term requests for assistance balanced against long-term development needs?

Alignment

- Is the portfolio aligned with national policies, strategies and international human rights norms?

Context

- Is the choice of interventions most relevant to the situation in the target thematic areas?

Partnerships

- Is the choice of partners most relevant to the situation of women and marginalized groups?
- Are existing partnerships working?

4.2.2 Efficiency:

To measure how economically UN Women's resources/inputs were converted to results, considering inputs and outputs. For instance, assessing value for money and management of the budget. The evaluation will assess whether the programmes' strategies and interventions deliver value for money. Document examples of cases in the programmes where value for money successes and/or failures are evident.

The suggested questions for the criterion are:

Organizational efficiency

- To what extent does the UN Women (multi-)country office management structure support efficiency for implementation?
- Does the organization have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?

Mobilizing and managing resources

- How well positioned is UN Women to mobilize resources to support the Strategic Note? – Were resources mobilised sufficient to meet the SN goals/ targets?
- How well have resources and risks been managed to ensure results?

Culture of results

- Has a results-based management system been established and implemented?
- To what extent has UN Women supported national ownership and demand for gender-responsive policy and evaluation evidence?
- Have national evaluation capacities for gender-responsive evaluation been addressed and strengthened?

Knowledge management and communication

- Are UN Women's knowledge management and communications capabilities and practices relevant to the needs of the portfolio and partners.

4.2.3 Effectiveness

The extent to which UN Women has contributed to achieving planned outcomes and mitigating negative externalities.

The suggested questions for the effectiveness criterion are:

Programme

- To what extent planned outputs have been achieved, on time?
- Are interventions contributing to the expected outcomes? For whom?
- What unexpected outcomes (positive and negative) have been achieved? For whom?
- What has UN Women's contribution been to the progress of the achievement of outcomes?
- What are the main enabling and hindering factors to achieving planned outcomes?
- Is the balance and coherence between programming operational coordination and policy-normative work optimal?

UN coordination

- What contribution is UN Women making to UN coordination on gender equality and the empowerment of women? Which roles is UN Women playing in this field?
- To what extent has gender equality and women's empowerment been mainstreamed in UN joint programming, such as UNDAF?
- To what extent has UN Women coordination contributed to achieving results on gender equality and the empowerment of women?

Normative

- To what extent have lessons learned been shared with or informed global, regional and national normative work?
- What contribution is UN Women making to implementing global and national norms and standards for gender equality and the empowerment of women?

4.2.4 Sustainability

The extent to which positive outcomes can be maintained and advanced independently by local actors.

The suggested questions for this criterion are:

Capacity development

- To what extent was capacity developed in order to ensure sustainability of efforts and benefits?

National ownership

- Is there national ownership and are there national champions for different parts of the portfolio?
- What local accountability and oversight systems have been established to support the continuation of activities?
- How did UN Women design to scale-up coverage and effects of its interventions?
- Did UN Women use and capitalize upon pilot/catalytic initiatives?

4.2.5 Human rights and gender equality

The extent to which the principles and standards of global human rights norms on gender equality and women's empowerment are addressed in UN Women's country portfolio.

The suggested questions for this criterion are:

Addressing structural causes of gender inequality

- Is the portfolio addressing the root causes of gender inequality?
- To what extent is the portfolio changing the dynamics of power in relationships between different groups?
- Has the portfolio been implemented according to human rights and development effectiveness principles:
 - Participation/empowerment.
 - Inclusion/non-discrimination.
 - National accountability/transparency.
- Which groups is the portfolio reaching the most, and which are being excluded?

The above evaluation questions will be discussed and fine-tuned in a participatory discussion during the evaluation inception phase to ensure they answer the key information needed. During the inception phase, the evaluation team will also validate / reconstruct the Theory of Change through a participatory process, which includes identifying indicators for assessing progress made during the implementation of the Strategic Note.

5. Scope of the Evaluation

5.1 Time line for the evaluation:

The timeline for the Evaluation covers the period from January 2016 to June 2021.

5.2 Geographical coverage:

The evaluation will be conducted at both national and community/ local level. The samples should be representative enough to reflect a true picture of UN Women. The Evaluation team will visit the sampled districts to discuss with stakeholders involved in UN Women programmes, including direct beneficiaries and indirect beneficiaries, such as government ministries and departments, chapter 12 commissions, CSOs and observe progress and achievements.

5.3 Thematic coverage:

The evaluation will focus on aspects of the three thematic areas in the UN Women SN (2016-2021): WPP, WEE, EVAW. The evaluation team should take into consideration existing and/ planned evaluations that were conducted during the implementation period of UN Women SN (2016-2021) to limit duplication and make efficient use of scarce resources. Some of these evaluations, include the Gender, Peace and Security Evaluation; Joint Programmes for Gender Based Violence; and Value for Money Assessment of the Joint Programmes for Gender Equality.

The evaluation will be guided by UN Women Evaluation Policies and United Nations Evaluation Group (UNEG) guidelines on Integrating Human Rights and Gender Equality in evaluation (<http://www.uneval.org/document/detail/1616>) and the UNEG Ethical Guidelines for evaluation. The following key principles will be respected: national ownership and leadership, fair power relations and empowerment, participation and inclusivity, independence and impartiality, transparency, quality and credibility, and innovation.

6. Design and Methods

UN Women has developed the [Evaluation Handbook “How to manage gender-responsive evaluation”](#) as well as detailed [Guidance on Country Portfolio Evaluations](#) (CPEs) to ensure greater rigor and consistency in CPEs. While the final evaluation methodology and questions will be adapted for this evaluation during the inception phase, it is recommended that the evaluation use a theory-based cluster design. In other words, the evaluation will cluster programming, coordination, and policy activities of the CO around thematic areas and evaluate a representative sample of these in depth. The evaluation will undertake a desk-based portfolio analysis that includes a synthesis of results for the Development Results Framework and the Organizational Effectiveness and Efficiency Framework of the CO. This will cover all activities undertaken by the CO. The evaluation methodology will be developed by the Consultancy team and presented for approval to an Evaluation Reference Group. The methodology should use a combination of quantitative and qualitative research methods and a desk review of programmes overview should be done. It should be utilisation focused, gender responsive and explicitly outline how it will integrate a human rights-based approach and explore the possibility of utilising participatory methods for developing case studies. Data should be disaggregated by sex and according to other relevant parameters. Further guidance on process and content for gender-responsive evaluations are outlined in the [UNW Evaluation Handbook: “How to manage gender-responsive Evaluation”](#) and in the [UNEG Guidance: “Integrating Human Rights and Gender Equality in Evaluation”](#)

The evaluation will apply the principles outlined in the above references.

These complementary approaches will be deployed to ensure that the evaluation:

- Responds to the needs of users and their intended use of the evaluation results;
- Provides both a substantive assessment of UN Women SN (2016-2021) results, while also respecting gender and human rights principles throughout the evaluation process, allowing for the participation and consultation of key stakeholders (rights holders and duty-bearers) to the extent possible;
- Utilises both quantitative and qualitative data collection and analysis methods to enhance triangulation of data and increase overall data quality, validity, credibility and robustness and reduce bias and will consider among other processes a desk review, meetings, consultations, workshops with different groups of stakeholders;
- Consider data collection instruments and methods: interviews, observations, focus groups, and site visits.
- Take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights.

6.1 Data collection methods

Due to restrictions during the COVID-19 Pandemic, it is expected that the methods include creative options for virtual/online participation and data collection. Specific safeguards must be put in place to protect the safety – physical and psychological – of both respondents and those collecting the data. For details please see [the UNW Pocket tool for managing evaluation during the COVID-19 pandemic](#). Some of the data collection tools to be used during the evaluation are:

6.1.1 Desk review

The Consultant will consult all available documentation in preparation for the review, including Programmes documents; minutes of the Steering Committee meetings; quarterly reports; annual reports and Programmes implementation and research reports from UN Women; and implementing partners. The documentation will be made available in good time.

6.1.2 Interviews with Key Informants

The team will conduct a range of interviews with key informants and stakeholders (including implementing partners and their national counterparts) and will visit and interview relevant Ministries and government agencies, UN sister agencies, chapter 12 commissions, CSOs, FBOs, Research Institutions, Academia, local and international implementing partner organisations, community leaders, Programmes beneficiaries, the key staff at UN Women and donors.

6.1.3 Focus group discussions

The team will conduct focus group discussions with direct and indirect beneficiaries of the Programmes.

6.1.4 Significant stories

During the interview, the evaluators will support beneficiaries of the Programmes to document their stories on how the Programmes have impacted on their lives.

6.2 Stakeholder participation

The evaluators are expected to discuss during the Inception meeting how the process will ensure participation of stakeholders at all stages, with a particular emphasis on rights holders and their representatives: Design (inception meeting/workshop); consultation of stakeholders; stakeholders as data collectors; interpretation; reporting; and use. The evaluators are encouraged to further analyse stakeholders according to the following characteristics:

- System roles (target groups, programme controllers, sources of expertise, and representatives of excluded groups);

- Gender roles (intersections of sex, age, household roles, community roles);
- Human Rights roles (rights holders, principal duty bearers, primary, secondary and tertiary duty bearers);
- Intended users and uses of the respective evaluation.

The evaluators will extend this analysis through mapping relationships and power dynamics as part of the evaluation. It is important to pay particular attention to participation of rights holders — women and vulnerable and marginalized groups — to ensure the application of a gender-responsive approach. It is also important to specify ethical safeguards that will be employed during the evaluation. The evaluators are expected to validate findings through engagement with stakeholders at stakeholder workshops, debriefings or other forms of engagement. Key stakeholders to be considered, include SN programmes implementing partners; the funding partners; Chapter 12 Commissions; MoWACSMED; and other relevant line Ministries among other key government institutions. Following UNEG Evaluation guidelines and UN Women Evaluation Policy, the evaluation will aim at systematically engaging all key stakeholders throughout the process. The evaluation will establish a management and reference group. Members of these groups will be involved at various stages during the evaluation process. This includes, among other things, reviewing the draft evaluation report, discussing the draft evaluation recommendations, and supporting the utilisation and dissemination of the evaluation findings.

7. Time frame and deliverables

The expected activities and deliverables for the Zimbabwe CPE and the estimated number of work days are listed below. The specific number of working days for the CPE may be adjusted depending on the discussion with the evaluation team.

Activity	Working days
Conduct desk review	4
Drafting and presentation of evaluation inception report, data collection tools and instruments	3
Field work, including presentation and validation of evaluation findings to stakeholders	20
Prepare draft evaluation report	5
Incorporation of feedback and comments from stakeholders	2
Finalize evaluation report	2
TOTAL	36

7.1 The evaluation team is expected to provide:

Deliverable 1: Present and discuss an Inception Report to the Management Group and Reference Group at an inception meeting. An inception report contains evaluation objectives and scope, description of evaluation, methodology/methodological approach, the evaluation questions, data collection tools, data analysis methods, key informants/agencies, detailed work plan, and reporting

requirements. It should include a clear evaluation matrix relating all these aspects and a desk review with a list of the documents consulted (5 pages max excluding annexes).

Deliverable 2: First draft report to UN Women. The Draft evaluation report (50 pages max excluding annexes), which should be delivered within the agreed timeframe in the work plan to allow stakeholder discussion of the findings and formulation of recommendations.

Deliverable 3: Submission of second draft report incorporating feedback from the management group.

Deliverable 4: Deliverable 4 will be in two parts: (i) PowerPoint presentation of the second draft report to the management team, including feedback from the reference group received through emails and feedback received from the management team; (ii) A template with feedback received from reference group members and how the comments have been addressed and incorporated in developing the draft report.

Deliverable 5: Presentation of the findings at a validation workshop to be organised by UN Women.

Deliverable 7: Production of final report incorporating comments from stakeholders. Final evaluation report (30 pages max excluding annexes) which should be structured as follows:

- i) Title and opening pages
- ii) Executive summary
- iii) Background and purpose of the evaluation
- iv) Programmes/object of evaluation description and context
- v) Evaluation objectives and scope
- vi) Evaluation methodology and limitations
- vii) Findings
- viii) Conclusions
- ix) Recommendations
- x) Lessons learned

7.2 ANNEXES:

- Terms of reference
- Documents consulted
- Lists of institutions interviewed or consulted and sites visited (without direct reference to individuals)
- Analytical results and methodology related documentation, such as evaluation matrix
- List of findings and recommendations

The evaluation report will follow the quality standards outlined in the UNW Global Evaluation Report Assessment and Analysis System (GERAAS) available at: <http://www.UN Women.org/en/aboutus/accountability/evaluation/decentralized-evaluations>.

The evaluation team is expected to familiarize with the evaluation quality standards as they provide the basis for the final assessment of the evaluation report.

The evaluation shall be conducted by evaluation team, which shall consist of a team of 2 local consultants with extensive experience in conducting evaluations with a focus on gender equality and women's rights. The Consultants will have an overall responsibility for the design of the evaluation process, and provide support in carrying out the research, finalising the relevant components of it and ensuring submission of a consolidated high-quality report

8. Management of the Evaluation

To ensure independence of the evaluation team, UN Women M&E Team in the CO and the Regional Evaluation Specialist will manage the evaluation. The process will follow UNW standards as outlined in the UN Women Evaluation Handbook: How to Manage Gender-responsive Evaluation, available at <https://genderevaluation.UN Women.org/en/evaluation-handbook> and the CPE guidance available at <https://www.UN Women.org/en/digital-library/publications/2016/3/guidance-on-country-portfolio-evaluations-in-un-women>. The Management Group, which is the Programmes Steering Committee is the decision-making body with the responsibility of approving reports: the inception report and the evaluation report. Management Group TORs will guide the work of the Evaluation Management Group. The management Group will include:

- Country Representative or Deputy Country Representative
- Evaluation Manager
- Regional Evaluation Specialist

An Evaluation Reference Group will provide support for the evaluation at the technical level. They will review and provide comments to the inception report and the draft report. The Reference Group members will provide comments on the inception report and draft report either through meetings or online via email communications. The role of the group will not lead to influencing the independence of the evaluation. Rather, its role will be to ensure a robust and credible evaluation process and the use of the evaluation findings and recommendations through formalized management responses and associated action plans. The work of the Reference Group will be guided by the agreed TORs for the Reference Group. The members of the Reference Group will be:

- UN Women programmes staff
- National government partners
- Development partners/donors
- UN Country Team representatives
- Gender Results Group
- Civil society advisory group
- Evaluation Manager

- Regional Evaluation Specialist

9. Logistics

UN Women will facilitate this process by providing contact information, such as email addresses and phone numbers of their respective partners. UN Women will oversee the logistics of the evaluation and provide support for the arrangements as needed. They will also accompany the evaluation team to the districts and will provide transportation for the district visits. The evaluation team is also responsible for the dissemination of all methodological tools: questionnaires, conducting interviews, group discussions, etc.

10. Evaluation team composition, skills and experiences

The evaluation will be conducted by a team of evaluators that includes a diversity of perspectives and experience. This should include different gender identities, experience with gender-responsive evaluation and subject-matter expertise.

10.1 Core competencies for the evaluation team:

- Demonstrates integrity and fairness by modelling UN values and ethical standards.
- Demonstrates professional competence and is conscientious and efficient in meeting commitments, observing deadlines, and achieving results.
- High sense of relational skills, including cultural, gender, religion, race, nationality and age sensitivity and adaptability, with a demonstrated ability to work in a multidisciplinary team.

10.2 Functional competencies for the evaluation team:

- Ability to manage and supervise evaluation teams and ensure timely submission of quality evaluation reports.
- Good knowledge and understanding of the UN system, familiarity with UN Women mandate an asset.
- Knowledge of issues concerning governance, women's rights and gender equality.
- Specific knowledge in the subject area (e.g., leadership and political participation, economic empowerment, violence against women, peace and security, and gender mainstreaming).
- Wide experience in quantitative and qualitative data collection methods and analysis, including surveys, focus group discussions, key informant interviews, etc.
- Thorough knowledge of results-based management and strategic planning processes.
- Excellent facilitation and communication skills.
- Ability to deal with multi-stakeholder groups.
- Ability to write focused evaluation reports.
- Willingness and ability to travel to the different programme's sites in the country.

Please visit this link for more information on UN Women's Core Values and

Competencies: <http://www.UN>

[Women.org//media/headquarters/attachments/sections/about%20us/employment/un-women-employment-values-and-competencies-definitions-en.pdf](http://www.UNWomen.org//media/headquarters/attachments/sections/about%20us/employment/un-women-employment-values-and-competencies-definitions-en.pdf)

10.3 Evaluation team composition, skills and experiences

UN Women is seeking to appoint two (2) qualified local consultants to undertake the CPE in Zimbabwe and one (1) consultant will lead the CPE. The lead consultant is expected to demonstrate evidence of the following capabilities:

- Documented previous experience in conducting gender-responsive evaluations.
- A strong record in designing and leading evaluations, extensive experience in applying qualitative and quantitative evaluation methods, including data analysis skills.
- Proven knowledge and experience with theory-based evaluation designs.
- Knowledge of international normative standards on women's rights and gender mainstreaming processes.
- Technical competence in the thematic areas to be evaluated.
- Knowledge of the role of UN Women and its programming, coordination and normative roles at the regional and country level.
- Excellent ability to communicate with stakeholders including process management and facilitation skills Language proficiency in English and local languages.
- Country or regional experience in Eastern and Southern Africa, including fragile state experience.

10.4 Required skills and experience

- Master level and above educational background in social sciences, Development studies, Women's Studies or relevant field, post-graduate work in M&E;
- 8-10 years' experience and knowledge in conducting gender responsive evaluations (quantitative and qualitative methods);
- Extensive experience in conducting evaluations with a focus on gender equality and women's empowerment. Specific experience in conducting UN Women Country Portfolio Evaluation will be an added advantage;
- Extensive knowledge and understanding of Results Based Management methodologies.
- Experience and understanding of gender equality, human rights, and women's empowerment programming of UN agencies, development partners and government;
- Application and understanding of UN mandates on Human Rights and Gender Equality;
- Knowledge of regional/country/ local context will be an asset;
- Proven experience and excellent networking and partnership skills with UN agencies, government and CSOs;
- Excellent communication skills, both verbal and written and strong presentation skills;
- Excellent spoken and written English (all deliverables to be in English). Working knowledge of local languages will be an asset;
- Capacity to work independently and use own equipment.

11 UNEG Norms and Standards and Ethical Code of Conduct

This end of term evaluation will be conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation.” The consultants must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing the collection of data and reporting on its data. The consultants must also ensure the security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UN Women and partners. UN Women has developed the UN Women Evaluation Consultants Agreement Form for evaluators that must be signed as part of the contracting process accessed at [https://unw-gate.azurewebsites.net/resources/docs/SiteDocuments/UN Women - CodeofConductforEvaluationForm-Consultants.pdf](https://unw-gate.azurewebsites.net/resources/docs/SiteDocuments/UN%20Women%20-%20CodeofConductforEvaluationForm-Consultants.pdf) , which is based on the UNEG Ethical Guidelines and Code of Conduct at <http://www.uneval.org/document/detail/100>. The signed Agreement will be annexed to the consultant contract. The UNEG Guidelines note the importance of ethical conduct for the following reasons:

- Responsible use of power: All those engaged in evaluation processes are responsible for upholding the proper conduct of the evaluation.
- Ensuring credibility: With a fair, impartial and complete assessment, stakeholders are more likely to have faith in the results of an evaluation and to take note of the recommendations.
- Responsible use of resources: Ethical conduct in evaluation increases the chances of acceptance by the parties to the evaluation. Therefore, the likelihood that the investment in the evaluation will result in improved outcomes.

The evaluators are expected to provide a detailed plan on how the following principles will be ensured throughout the evaluation (see UNEG Ethical Guidance for descriptions): i) Respect for dignity and diversity; ii) Right to self-determination; iii) Fair representation; iv) Compliance with codes for vulnerable groups (e.g., ethics of research involving young children or vulnerable groups); v) Redress; vi) Confidentiality; and vii) Avoidance of harm.

Specific safeguards must be put in place to protect the safety – physical and psychological – of both respondents and those collecting the data. These should include:

- A plan is in place to protect the rights of the respondent, including privacy and confidentiality.
- The interviewer or data collector is trained in collecting sensitive information, and if the topic of the evaluation is focused on violence against women, they should have previous experience in this area.
- Data collection tools are designed in a way that are culturally appropriate and do not create distress for respondents.
- Data collection visits if possible are organized at the appropriate time and place so as to minimize risk to respondents.
- The interviewer or data collector is able to provide information on how individuals in situations of risk can seek support.

Annex 2: Evaluation Framework and Prioritisation of Questions

Table 1 presents the prioritisation of questions undertaken by the evaluation team and UN Women drawing from the standard evaluation questions for UN Women CPEs. Only first priority questions were included in the evaluation.

Evaluation Sub-questions		Select two per cluster	
		First priority	Second priority
Cluster 1: Strategic Alignment of the Portfolio			
1.	Is the portfolio aligned with national policies?	✓	
2.	Is the portfolio aligned with international gender equality human rights norms?	✓	
3.	Is the choice of partners most relevant to the situation of women and marginalised groups?	✓	
4.	Is the choice of interventions most relevant to the situation in the target thematic areas?	✓	
5.	Do interventions target the underlying causes of gender inequality?	✓	
6.	Is the portfolio addressing the root causes of gender inequality?		✓
7.	To what extent is the portfolio changing the dynamics of power in relationships between different groups?		✓
8.	Has the portfolio been implemented according to human rights and development effectiveness principles:		✓
a.	Participation/empowerment		
b.	Inclusion/non-discrimination		
c.	National accountability/transparency		
Cluster 2: Management of the SN			
9.	To what extent does the UN Women CO management structure support efficiency for implementation?	✓	
10.	Does the organisation have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?	✓	
11.	Has a Results Based Management system been established and implemented?	✓	

Evaluation Sub-questions	Select two per cluster	
	First priority	Second priority
Cluster 3: Achievements of the SN		
12. To what extent have planned outputs been achieved on time?	✓	
13. Are interventions contributing to the expected outcomes? For who?	✓	
14. What unexpected outcomes (positive and negative) have been achieved? For who?	✓	
15. What has UN Women's contribution been to the progress of the achievement of outcomes?	✓	
16. What are the main enabling and hindering factors to achieving planned outcomes?	✓	
Cluster 4: Coordination and comparative advantages		
17. Are the interventions achieving synergies within the UN Women portfolio and the work of the UN Country Team?	✓	
18. Is the balance and coherence between programming-operational, coordination and policy-normative work optimal?	✓	
19. What is UN Women's comparative advantage compared with other UN entities and key partners?	✓	
20. What contribution is UN Women making to UN coordination on GEEW? Which roles is UN Women playing in this field?	✓	
21. To what extent has gender equality and women's empowerment been mainstreamed in UN joint programming, such as UNDAF?	✓	
22. To what extent have lessons learned been shared with or informed global normative work and other country offices?	✓	
23. What contribution is UN Women making to implementing global norms and standards for gender equality and the empowerment of women?	✓	
Cluster 5: Sustainability		
24. To what extent was capacity of partners developed in order to ensure sustainability of efforts and benefits?	✓	
25. Is there national ownership and are there national champions for different parts of the portfolio?	✓	

Evaluation Sub-questions		Select two per cluster	
		First priority	Second priority
26.	What local accountability and oversight systems have been established to support the continuation of activities?	✓	
Cluster 6: Design of the Portfolio			
27.	Is the thematic focus across the portfolio appropriate?		✓
28.	How can the workload across mandates be prioritised most effectively?		✓
29.	Was the technical design of the Strategic Note relevant?		✓

The evaluation framework shows how the chosen questions were addressed in the evaluation.

Table 2: Evaluation framework

Criterion	Question	Information to be collected	Sources of information	Tools
Relevance	Is the portfolio aligned with international gender equality human rights norms?	International gender equality instruments to which program contributes; SDGs addressed by the program.	International gender and Human Rights conventions (CEDAW Beijing Platform for Action UPR SDGs) UN Women Ministry of Women's Affairs	Literature Review checklist Key Informant Interview Guide
	To what extent have lessons learned been shared with or informed global normative work and other country offices?	Lessons shared with other country offices; global normative work informed by lessons from UN Women Zimbabwe.	UN Women ESARO Regional Office UN Women HQ	Literature Review checklist Key Informant Interview Guide
	Is the choice of partners most relevant to the situation of women and marginalised groups?	Links established with other UN agencies or development cooperation agencies; value of the links and partnerships. Also partners' profiles and experiences with addressing GEWE.	UN Agencies Government Ministries NGO partner organisations Private sector partners	Key Informant Interview Guide
	What contribution is UN Women making to UN coordination on GEWE? What role is UN Women playing in this field?	Contribution to UN coordination; UN Women roles in UN coordination on GEWE.	UNCT GRG	Key Informant Interview Guide

Criterion	Question	Information to be collected	Sources of information	Tools
	Is the portfolio aligned with national policies and international human rights instruments?	National priorities to which UN Women contributes. International human rights to which the SN and portfolio is aligned to.	Country strategy documents - TSP and NDS1, policies and programmes of sectoral ministries	Literature Review checklist Key Informant Interview Guide
	What is UN Women's comparative advantage compared with other UN entities and key partners?	UN Women's comparative advantage compared with other UN entities and key partners.	UN Women; UN entities; Programme stakeholders (government ministries, independent commissions, private sector organisations, academic & training institutions, NGO partners)	Literature Review Checklist Key Informant Interview Guide
	Is the choice of interventions most relevant to the situation in the target thematic areas?	Problems identified in target thematic areas; activities that align with beneficiary needs; perception of stakeholders on relevance of intervention in the thematic area. Interventions in the thematic areas address elements of the Longwe framework (Control, Participation, Conscientization, Access and Welfare).	Project document; Women; men, project stakeholders (government ministries, independent commissions, academic & training institutions, private sector organisations, NGO partners)	Literature Review checklist Key Informant Interview Guide Focus Group Discussion Guide
	Is the thematic focus across the portfolio appropriate?	Alignment of thematic focus to key problems faced by women in Zimbabwe.	UN Agencies Government Ministries NGO partner organisations Private sector partners	
	Do interventions target the underlying causes of gender inequality?	Underlying causes of gender inequality; interventions that respond to underlying causes of gender inequality.	Project document; Women; men, project stakeholders (government ministries, independent commissions, private sector organisations, academic & training institutions, NGO partners)	Literature Review checklist Key Informant Interview Guide Focus Group Discussion Guide
Effectiveness	To what extent have planned outputs been achieved on time?	Outputs achieved; and specific results observed.	Annual reports UN Women staff	Literature Review Checklist Key Informant Interview
	Are interventions contributing to the three expected outcomes? For who? Laws, policies and strategies to promote women's participation in decision making processes and	Policy and legislative reforms that promote GEWE that have been developed in the strategic period. New capacities of women leaders that has been built in the strategic period.	Annual reports UN Women staff	Literature Review Checklist Key Informant Interview

Criterion	Question	Information to be collected	Sources of information	Tools
	<p>structures at national and local levels formulated, enforced, implemented and monitored in line with national, regional and international provisions</p> <p>Quality, comparable and regular gender statistics are available to address national data gaps and meet policy and reporting commitments under the SDGs, CEDAW and Beijing</p> <p>ZWE_D_3.1 An enabling legislative and policy environment in line with international standards on EAW and other forms of discrimination is in place and translated into action</p> <p>ZWE_D_3.3 Favourable social norms, attitudes and behaviours are promoted at community and individual levels to prevent VAW</p>	<p>Spaces for women to participate in politics and decision making that have been created within the strategic period.</p> <p>Evidence to the establishment of a national gender statistics system (e.g capacity building, governance).</p> <p>Measures to integrate GBV prevention and response at community and national levels that were established during the SN period.</p> <p>Contribution to integration of GBV prevention and response in COVID 19 response plans.</p> <p>Contribution to strengthening capacity of actors to address unfavourable social norms, attitudes and behaviours that promote VAW.</p>		
	What unexpected outcomes (positive and negative) have been achieved? For who?	Unexpected positive outcomes of the programme; Unexpected negative outcomes of the programme.	Programme design documents; progress reports; UN Women; programme stakeholders (government ministries, independent commissions, private sector organisations, academic & training institutions, NGO partners); Programme beneficiaries (girls, women and men)	Literature Review Checklist Key Informant Interview Guide Focus Group Discussion Guide
	What has UN Women's contribution been to the progress of the achievement of outcomes?	Contribution to policy and legislative reforms that promote GEWE	Programme design document; Progress reports; UN Women; programme stakeholders	Literature Review Checklist Key Informant Interview Guide

Criterion	Question	Information to be collected	Sources of information	Tools
		<p>Contributions to capacity building of women leaders.</p> <p>Contribution to creation of space for women to participate in politics and decision making.</p> <p>Contribution to establishment of a national gender statistics system (e.g capacity building, governance).</p> <p>Contribution to establishment of measures to integrate GBV prevention and response at community and national levels.</p> <p>Contribution to integration of GBV prevention and response in COVID 19 response plans.</p> <p>Contribution to strengthening capacity of actors to address unfavourable social norms, attitudes and behaviours that promote VAW.</p>	(government ministries, independent commissions, private sector organisations, academic & training institutions, NGO partners)	
	Does the organisation have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?	Perceptions on organisation's skills resource adequacy to facilitate and deliver project results.	Organisational organogram, progress reports; UN Women; programme stakeholders (government ministries, independent commissions, private sector organisations, academic & training institutions, NGO partners)	Literature Review Checklist Key Informant Interview Guide
	To what extent has gender equality and women's empowerment been mainstreamed in UN joint programming, such as UNDAF?	Gender equality and women's empowerment issues mainstreamed in UN Joint programming.	Progress reports; UN Women; programme stakeholders (government ministries, independent commissions, private sector organisations, academic & training institutions, NGO partners)	Literature Review Checklist Key Informant Interview Guide
	What are the main enabling and hindering factors to achieving planned outcomes?	Factors enabling achievement of planned outcomes; factors hindering achievement of planned outcomes.	Progress reports; UN Women; Programme stakeholders (government ministries, independent	Literature Review Checklist Key Informant Interview Guide

Criterion	Question	Information to be collected	Sources of information	Tools
			commissions, private sector organisations, academic & training institutions, NGO partners)	
Efficiency	Are the interventions achieving synergies within the UN Women portfolio and the work of the UN Country Team?	Synergies achieved within UN Women portfolio through interventions; Synergies achieved with the work of the UN Country Team.	Progress reports; UN Women staff; UNCT	Literature Review Checklist Key Informant Interview Guide
	Is the balance and coherence between programming-operational, coordination and policy-normative work optimal?	Relationships fostered between programming-operational, coordination and policy-normative work.	Progress reports; UN Women staff	Literature Review Checklist Key Informant Interview Guide
	How can the workload across mandates be prioritised most effectively?	Measures in place for work load management Effectiveness of measures to manage workload and efficiency of staff.	UN Women staff	Key Informant Interview Guide
	To what extent does the UN Women CO management structure support efficiency for implementation?	Provisions that support efficiency for implementation in UN Women CO.	Organisational structure and operational guidelines; UN Women staff; UN Women ESARO regional office	Literature Review Checklist Key Informant Interview Guide
	Has a Results Based Management system been established and implemented and used for decision making?	Availability of a Results based Management system (tools, systems for data management, including storage and analysis; reporting); evidence of implementation of a Results Based Management system; extent and examples of use of RBM outputs for decision making in UN Women.	RBM system; UN Women staff; UN Women ESARO regional office	Literature Review Checklist Key Informant Interview Guide
Sustainability	Is there national ownership and are there national champions for different parts of the portfolio?	Perceptions on national ownership of different parts of the portfolio, evidence of national ownership; availability of national champions for different parts of the portfolio.	UN Women; Programme stakeholders (government ministries, independent commissions, private sector organisations, academic & training institutions, NGO partners)	Literature Review Checklist Key Informant Interview Guide
	To what extent was capacity of partners developed in order to ensure sustainability of efforts and benefits?	Capacity development interventions for partners; perceptions on the effects of capacity building efforts on sustainability.	Programme design; progress reports;	Literature Review Checklist Key Informant Interview Guide
	What local accountability and oversight systems have been established to support the continuation of activities?	Evidence of local accountability and oversight systems that support the continuation of activities. Evidence of women's participation in local	Programme design; Progress reports; UN Women; programme stakeholders (government ministries, private sector organisations, academic & training institutions,	Literature Review Checklist Key Informant Interview Guide Focus Group Discussion Guide

Criterion	Question	Information to be collected	Sources of information	Tools
		accountability and oversight structures to support the continuation of activities.	NGO partners) women and men	
Human Rights and Gender Equality	What contribution is UN Women making to implementing global norms and standards for gender equality and the empowerment of women?	Global norms and standards for gender equality and the empowerment of women implemented.	International gender and Human Rights conventions (CEDAW, UDHR, ICCPR Beijing Platform for Action, UNSCR 1325, SDGs) UN Women Ministry of Women's Affairs	Literature Review Checklist Key Informant Interview Guide
	To what extent is the portfolio changing the dynamics of power in relationships between different groups?	Perceptions on the extent to which the portfolio is changing the dynamics of power in relationships between different groups. Recommendations from the gender machinery implemented by relevant actors.	UN Women; UN entities; Programme stakeholders (government ministries, independent commissions, private sector organisations, academic & training institutions, NGO partners), women and men	Literature Review Checklist Key Informant Interview Guide Focus Group Discussion Guide
	Has the portfolio been implemented according to human rights and development effectiveness principles: Participation/empowerment; Inclusion/non-discrimination; National accountability/transparency?	Human Rights and development effectiveness principles to which the programme is aligned.	UN Women; UN entities; Programme stakeholders (government ministries, independent commissions, private sector organisations, academic & training institutions, NGO partners)	Literature Review Checklist Key Informant Interview Guide Focus Group Discussion Guide

Annex 3: Technical Design of the Strategic Note and Theory of Change

DRF outcomes and results chain

The CO programme was aimed at promoting and pursuing the realisation of gender equality and women's empowerment through 3 result areas. These three result areas became UN Women flagship programmes:

- i. Women Political Empowerment (impact Area 1) Flagship
 - Women have income security, decent work, and economic autonomy
- ii. Women's Economic Empowerment (impact area 2): Flagship
- iii. Ending Violence Against Women (Impact Area 3): Flagship

The office continued to implement the UNCT adopted Gender Mainstreaming Strategy (2016). The framework enabled UN Women's systematic coordination of the UN system's work to address gender inequalities in line with the ZUNDAF (2016-2021). The latter encompassed provisions from the 2013 Constitution, Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset) 2013-2018 integrating the Sustainable Development Goals particularly Goal 5 to achieve gender equality and empower all women and girls. In the ZUNDAF, GEWE was identified as one of the six priority areas with two gender specific outcomes and the integration of gender indicators in the other five UNDAF priority areas. The ZUNDAF operated the twin track approach in which GEWE is a major focus area and the other priorities gender is mainstreamed. The ZUNDAF interventions were planned to focus on: strengthening the capacity of institutions to promote gender equality; strengthening the legal and policy frameworks; empowering women and girls to exercise their rights; and creating an enabling and supportive community environment.

In line with this country focus, the UN Women Strategic Note (2016-2021) DRF was structured around the 3 above mentioned impact areas. The outcomes were relevantly crafted to support the realisation of the desired impact results while maintaining relevance and coherence with national, regional, and international priorities on gender equality and women's empowerment. Under Impact Area 1, the ZCO focused on Outcome 1: Laws, policies, and strategies to promote women's participation in decision making processes and structures at national and local levels formulated, enforced, implemented, and monitored in line with national, regional, and international provisions. This is in line with ZUNDAF Outcome 1: Key institutions strengthened to formulate, review, implement and monitor laws and policies to ensure gender equality and women's rights. Under Impact Area 2, three outcomes are supported: 2.1 Financing barriers removed and women's capacity to invest in climate-resilient agriculture increased (FP Outcome 3); 2.2 Women smallholder productivity in changing climate increased (FP Outcome 2); and Women land tenure is increased (FP Outcome 1). These two flagship outcomes were assigned specific outputs, which could reliably contribute to the desired outcomes. Three outcomes support the 3rd Impact area, focusing on the normative and programmatic mandate of the organisation focusing on: 3.1 an enabling legislative and policy environment in line with international standards on EAW and other forms of discrimination developed and translated into action (FP Outcome 1); 3.2 Favourable social norms, attitudes and behaviours are promoted at community and individual levels to prevent VAW (FP Outcome 2); and 3.3 Women and girls who experience violence are empowered to use available, accessible, and quality essential services and recover from violence (FP Outcome 3).

The DRF was systematically revised along the 5-year implementation period to respond to the changing contexts and programmes. The country office embraced the new UN Women Global Strategy (2018-2021) with specific guidance from the newly developed UN Women Africa Strategy. Consequently, there were shifts in the overall strategic note. The Spotlight Initiative also came through and the ZCO subsequently increased its outputs within Impact Area 3 on ending violence against women to allow the breadth of work enabled through the Spotlight Initiative. Outputs in

Impact 1 on Women's Political Participation have also been increased considering UN Women's participation in the Peace Building Program wherein UN Women is implementing activities across all 3 outputs of the programme. The United Nations Development Assistance Framework scheduled to end in 2020 was extended by one year and ended in 2021 to ensure that the new United Nations Sustainable Development Cooperation Framework is aligned to the NDP. The Country Office has thus requested a one-year extension to its Strategic Note (2016-2020) to remain aligned to the UNDAF, but this did not bring in any major shifts to the targeted results.

Main Boundary Partners

Funding and development partners

Given the complex political and economic environment in Zimbabwe, shift in donor focus to respond to the sub-regional drought and the recent migration developments in Europe: Denmark, and Norway Embassies. Involved in supporting UN Women programmes in the previous SN, the two embassies closed their offices in 2016 and 2018 respectively. The SN (2016-2021), therefore, sought to work on creating new partnerships with donors, such as Japanese and Chinese Embassies. During the SN implementation, UN Women also worked with Government of Sweden on JPGE programme; Government of Norway on Gender Peace; and Security programme. In 2018, the country office anticipated a new partnership and funding from Irish Aid through a multi-year agreement for 2018-2019 as well as partnership with the EU in collaboration with UNDP for the electoral period.

Considering the elections in 2018 and the donor and funding environment, the ZCO repositioned its programming relationships with sister agencies to ensure direct gender equality programming still happened and gender mainstreaming was ramped up through resource mobilisation and leveraging. UN Women established inter-agency collaborations from 2016: IOM, ILO, and UNICEF on Trafficking in Persons, ZIMECO collaboration with UNDP, UNFPA, UNAIDS, UNICEF on a Joint Program on GBV and with FAO, UNICEF, UNFPA and WHO on resilience and sustainability. The country office realigned its structure to ensure high impact and results in relation to the overall financial challenges within the country. Following the failure to secure and consistently fund the Women's Economic Empowerment result area in the first three years, the country office developed a new joint programme with FAO, UNIDO, ILO and IFAD on empowering women through climate smart agriculture. UN Women also developed strategic partnerships with non-traditional partners, such as the IMF, World Bank, AfDB, Reserve Bank, and in the private sector (CZI and ZNCC) commercial banks, financial institutions, and media organisations to try and leverage resources and push for gender mainstreaming and visibility within the economic sector.

Government and Chapter 12 Institutions

The SN also focused on strengthening Government and Chapter 12 institutions to be accountable to gender equality. The UN Women ZCO shifted its focus from direct implementation at community level to national level institutional strengthening. UN Women applied the twin track approach to enhance gender accountability in government ministries. It provided direct support to the gender machinery MWACSMED and strengthened other government ministries to be gender responsive through capacity development of gender focal persons and development of mechanisms that mainstream gender like the national M and E framework. During the SN, UN Women worked with government ministries, which include MWACSMED, Ministry of Lands, Agriculture, Water, Climate, and Rural Resettlement (MLAWCRR), Ministry of Environment, Climate Change and Hospitality, Ministry of Foreign Affairs (MoFA), Ministry of Defense, Ministry of Health and Child Care (MoHCC), Ministry of Local Government and the Ministry of Justice, Legal and Parliamentary Affairs (MJLPA) and Ministry of Finance and Economic Development (MoFED). Of significance is the support towards the gender machinery namely MWACSMED, the ZGC and women's network organisations. The support has been through capacity building to implement regional and international commitments and reporting under different Instruments. Notable in the SN period between 2016 and 2020,

Zimbabwe reported to the CEDAW Committee and Beijing Platform for Action and UPR. In addition, UN Women supported the development of a gender mainstreamed National M and E framework and Implementation Strategy of the National Gender Policy for the Government of Zimbabwe (GoZ). The responsibility to mainstream gender is on the MWAGCMED gender focal persons in all Government Departments. UN Women has also worked directly with the MoFED to develop the Gender Responsive Budgeting guidelines. Emphasis has been on ensuring that the gender machinery has adequate systems and capacity to gather gender statistics and contribute to the national statistics. UN Women also partnered with Ministry of Local Government to influence favourable conditions for aspiring women councillors and advocate for better working conditions through establishment of decent workspace for women informal traders.

UN Women partnered with Chapter 12 Commissions to strengthen their gender accountability mechanisms that provide oversight and monitoring across the 3 thematic areas. UN Women worked with the ZGC, NPRC and ZEC. With ZGC, the focus was to establish the institution through support towards human resources and putting operational mechanisms. Further, UN WOMEN supported capacity building to collect gender statistics, monitor and evaluate on gender, including assisting them to perform their roles as outlined in the Constitution. With NPRC, UN Women supported their role in peace and security for women during elections through establishment of system that seeks to prevent and manage electoral related GBV. The peace and security program also extended to include institutional support to NPRC. With ZEC, UN Women sought to strengthen its capacity to mainstream gender in electoral processes through capacity building of ZEC to improve and enable the political landscape by managing elections in a gender responsive manner for women’s political participation. Amongst other activities is gender mainstreaming the Electoral Amendment Bill.

The implementing partners

Partners implementing the UN Women country programme were project based. These projects supported different result areas under the strategic note and partnerships have been organised under these result areas.

Table 1: Implementing Partners

Project Name and Title	Implementing Partner
Women lead, participate in and benefit equally from governance systems	
Implementation of joint activities with UNW IP WLSA. Advocacy and lobbying on GEWE with decision-makers	ZGC, Women Coalition of Zimbabwe
Building trust and confidence in Zimbabwe's Transition – PBF project, JPGE	WLSA, NPRC, ZGC, PACDEF, ZWYNP, WCOZ
WPP-CSO implementing partner of GPS, JPGE	ZWLA
WPP-CSO implementing partner JPGE	ZWRCN
Direct implementation of SN-GPS project	Africa University, PACDEF, Solusi University, Bindura University
Women smallholder productivity in changing climate increased	
CSO implementing partner WEE-Joint Programme for Gender Equality	Kunzwana Women’s Association, Rosario Memorial Trust, SNV
Women’s land tenure is increased	ZWRCN
Favourable social norms, attitudes and behaviours are promoted at community and individual levels to prevent VAW	

Spotlight Initiative implementing partners	WAG, PACDEF, Solusi University, Bindura University
CSO implementing partner of SI on GBV (Safe Markets Project), SASA Project	Katswe Sisterhood
CSO implementing partners of SASA Project	HOCIC SAYWHAT
Women and Girls who experience violence are empowered to use available, accessible, and quality essential services and recover from violence	
EVAW-Implementing Partner of SI on GBV- gender bench book	CALR, Roots, Zimbabwe Council of Churches
HIV IP	PAPWC-Zimbabwe
EVAW- Implementing Partner of SI Small grantee	Institute of Women Social Workers
Direct implementation of SN-institutionalisation of Gender and economics	University of Zimbabwe
Implementation of joint activities with UNW	NUST University

The intended development changes through the partnerships

- UN Women built working partnerships with other government ministries and departments beyond the ministry of Gender to effectively implement its programmes and deliver on its results. These include the Ministries of Health, Agriculture, Mining, Tourism, and Justice. These partnerships will, especially be established for the Women’s Economic Empowerment and EVAW result areas respectively.
- In light of the importance of generation of credible knowledge and to build expertise on GEWE in Zimbabwe, the CO will partner with research institutions, such as Agrarian Reform Institute and the Women’s Law Centre at the University of Zimbabwe and at the same time leverage on its existing partnerships with security sector academic institutions to strengthen knowledge production.
- Building on existing relationship with the Zimbabwe Electoral Commission, UN Women strengthened its relationship and interventions with independent commissions – ZEC, NPRC and the Gender Commission – in order to fully deliver on the programming work on governance and women’s political participation.
- As a coordinating entity, UN Women chaired the Gender Results Group for the UNDAF (2016-2021) and continues to do so well as the new UNDAF.
- The country office is also working closely with all UN Agencies in Zimbabwe through programming at the UNCT level as well as through four joint programmes: Gender Equality, Youths, Violence Against Women, and Maternal, neo-natal and Child Health Program). These are jointly planned, implemented, and monitored with UNFPA, UNICEF and UNAIDS with particular focus on ending child marriages.
- UN Women has developed strategic partnerships with non-traditional partners, such as the IMF, World Bank, AfDB, Reserve Bank, and in the private sector (CZI and ZNCC). These relationships have not only opened a door for UN Women with Ministry of Finance and resulted in leveraging of resources in supporting the budget process; they have also meant an increased demand for high quality knowledge products to influence these strategic partners. In 2019, the country office needed to make sufficient investments to meet the demands of this position and become a knowledge hub on GEWE as it takes its role in technical leadership for the Spotlight Initiative.

Figure overleaf provides a summary of the reconstructed Theory of change for the SN (2016-2021). The SN (2016-2021) states the following as the theory of change statement:

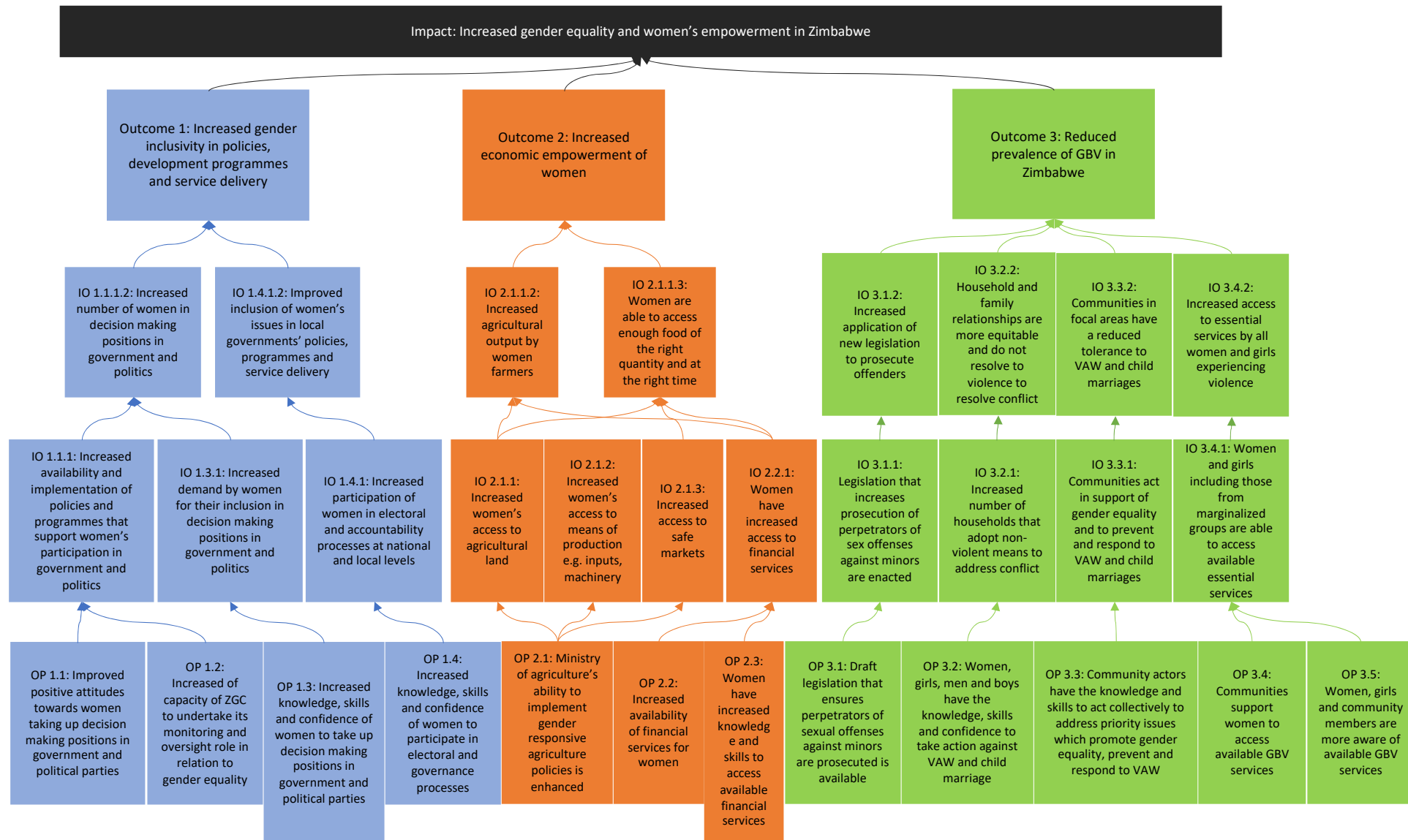
*If (1) national legislation, policies, are implemented and women are protected and able to access essential services and transformation of social norms and behaviours on VAW are addressed, women in Zimbabwe are empowered and able to access their rights and exercise their agency and if (2) women equally participate in leadership and decision making forums for a politically and socially stable society and if (3) women can benefit and participate from a productive, sustainable and climate-resilient agrarian economy, **Then** all women and girls enjoy their full potential in all spheres of life.*

As illustrated in Figure 1, the UN Women's TOC aims to achieve three outcomes:

- Outcome 1: Increased gender inclusivity in policies, development programmes and service delivery.
- Outcome 2: Increased economic empowerment of women.
- Outcome 3: Elimination of violence against women and girls in Zimbabwe.

These three outcomes are set off by interventions that aim to facilitate institutional reforms and capacities; individual capacities, especially for women and girls to enhance their agency; and capacities of community-based influencers to embrace and advance gender equality and women's empowerment, including the prevention of and GBV survivors' access to services.

Figure 1: Reconstructed Theory of Change for the SN 2016-2021



The TOC is premised on the following assumptions:

- Zimbabwe's political, social, economic situation remains stable;
- Government of Zimbabwe fulfils its obligations to executing gender responsive policies;
- Political commitment (including through budget allocations and policy intentions) remains high to support efforts to strengthen the rights of women and girls;
- Disaster preparedness and response to humanitarian emergencies does not overwhelm UN Women systems;
- Sustained predictable donor support;
- UN Women Zimbabwe has access to sufficient qualified national and international staff to carry out multiple strategies that can influence system level changes;
- The capacity of partners (including other UN agencies, development partners, implementing partners and civil society partners) is sufficient and collaboration is effective;
- High quality gender data is available to inform decision making;
- The ability of women and other communities to hold government officials and service providers to account for their actions and performance is strengthened (i.e., social accountability);
- Enhanced interest and commitment to take up evidence-based recommendations by targeted Ministries;
- Government of Zimbabwe remains committed to scaling up successful innovations and pilots that promote gender equality and women's empowerment;
- Relevant government Ministries are prepared to align policies to facilitate coordination and coherence; and
- Support from decision makers and beneficiaries will translate into sustainable behaviour change.

This TOC is delivered through interventions encapsulated in the three mandates of UN Women as detailed below. As shall be detailed under Methodology (Section 2), the TOC has been used to form the primary lenses through which UN Women's contribution to observed changes was to be interrogated, including the underpinning causal pathway for contribution analysis.

Annex 4: Portfolio Analysis

The project portfolio for the CO has been diverse but mainly skewed towards Impact Area 1 (WPP) and 3 (EVAW). The number of projects has also been decreasing. UN WOMEN implemented a total of 24 projects during the SN (2016-2021) period. Data provided reflected eight (8) projects for impact area 1, one (1) project for impact area 2, eleven (11) projects for impact area 3 and four (4) projects covering OEEF Output. In terms of project duration, available data shows twelve (12) long-term projects spanning from 2012/2013/2014/2015 into the SN (2016-2021) period. Twenty three (23) projects have been classified as on-going, while seven (7) were financially closed by the time of the evaluation. The duration of the projects is varied and is not homogeneous. Projects with the longest duration have run from 5 to 9 years, while shorter-term projects have run from 2 to 3 years.

While some projects were through direct grants, a majority seventeen (17) were through some joint programming arrangement where UN Women was either the lead or participating agency. The largest of these were six (6) as follows:

- Joint programme for Gender Equality (UN Women as lead agency);
- Joint Programme for the Elimination of GBV among Adolescent Girls and Young Women (UN Women as participating agency with UNICEF as lead);
- Peace Building fund Project (three UN agencies with UN Women as participating agency and UNDP as lead agency);
- MPTF safe markets;
- ZIMECO an election project leadership of UNDP with UN Women as a partner; and
- The Spotlight Initiative (eight UN agencies and UN Women as coordinating agency).

See Table 3 on the list of projects implemented during the SN (2016-2021) period.

For all projects disbursement rates stood at 85.7 per cent with the lowest disbursement being in 2019 (71.4 per cent) (See Table 4). Review of the provided data depict total disbursements of USD 14,504,332.25 against a budget of USD 16,933,391.25. The year-on-Year figures are reflected in the table below. The evaluation explored the factors driving or undermining disbursement rates and how these can be improved in a new SN. The UN Women ZCO's ability to maintain such burn rates during strict restrictions that slowed down activities is testament to its effectiveness in finding alternative ways to keep project activities moving.

Table 1: Disbursement Rates

Year	2016	2017	2018	2019	2020	Totals
Budget	4,563,853.3 2	2,993,111.9 1	2,319,290.5 8	3,404,852.5 8	3,652,282.8 6	16,933,391.2 5
Actual Expenses	4,084,470.2 7	2,701,800.6 1	2,035,883.9 8	2,429,667.4 2	3,252,509.9 7	14,504,332.2 5
Disbursement rate	89.5%	90.3%	87.8%	71.4%	89.5%	85.7%

The CO experienced various levels of budget deficits between 2016 to 2020. By 2020 the budget deficit stood at \$6,248,709 or 38.6 per cent of the total planned budget for the SN period (See Table 5). The year 2020 had the largest deficit at 50.4 per cent of the planned budget.

Table 2: Planned Budget vs Actual

Year	2016	2017	2018	2019	2020	Totals
Planned Budget	4,893,695	2,216,027	1,755,304	3,342,154	3,993,829	16,201,009
Actual Budget	3,097,473	1,646,538	1,068,835	2,157,853	1,981,601	9,952,300
Deficit	1,796,222	569,489	686,469	1,184,301	2,012,228	6,248,709
% Deficit	36.7%	25.7%	39.1%	35.4%	50.4%	38.6%

Project Name	Year start	Year end	CURRENT STATUS (work completed, changed, cancelled, on-going)	Budget	Actual Spent	% spent	Donor/ Funder	Lead agency (UN Women or other)	Implementation Modality (Joint programme, CSO, GVT etc)	Impact area (1; 2; or 3)
2012-2017 Evaluation Office AW	2012-05-10	2020-12-31	On Going	25,000.00	2,500.00	10%	GOVERNMENT OF SWITZERLAND	OTHER	UN Women and Government	5
Gender, Peace and Security	2012-12-17	2019-12-31	Financially Closed	522,423.52	481,250.11	77.29%	GOVERNMENT OF NORWAY	UN WOMEN	UN Women and Government	1
The H4+ Global Initiative for HIV	2013-10-15	2016-12-31	Financially Closed	228,466.30	294,030.70	94.77%	UNITED NATIONS POPULATION FUND	OTHER	UN Women	3
Prevention of GBV Against Adolescents	2013-07-21	2016-11-30	Financially Closed	993,228.78	1,082,655.62	99.36%	UNITED NATIONS CHILDREN'S FUND	OTHER	Joint programme	3
JOINT PROGRAMME FOR GENDER EQU	2014-03-15	2019-11-30	Financially Closed	1,199,238.00	929,252.58	72.49%	GOVERNMENT OF SWEDEN	UN WOMEN	Joint programme	1,2,3
Women and the HIV and AIDS Response	2015-06-18	2016-12-31	Financially Closed	100,195.00	99,419.30	99.23%	UNAIDS	UN WOMEN	UN Women and Government	3
IB for Evaluation Office	2012-01-01	2030-12-31	On Going	20,000.00	14,195.88	70.98%	UN Women	UN WOMEN	UN Women and Government	OEEF
Zimbabwe AWP 2012-19 MRF	2012-01-01	2021-12-31	On Going	560,000.00	559,442.13	99.90%	UN Women	UN WOMEN	UN Women and Government	OEEF
UNW ZIMBABWE - IB Resources Ma	2013-01-01	2021-12-31	On Going	610,890.00	493,204.54	80.74%	UN Women	UN WOMEN	UN Women and Government	OEEF
UNW ZIMBABWE - Extra Budgetary	2013-01-01	2021-12-31	On Going	54,102.06	31,458.41	58.15%	UN Women	UN WOMEN	UN Women and Government	OEEF
UNW Field Security ZWE	2013-09-30	2021-12-31	On Going	5,288.00	5,288.00	100%	UN Women	UN WOMEN	UN Women and Government	OEEF

Project Name	Year start	Year end	CURRENT STATUS (work completed, changed, cancelled, on-going)	Budget	Actual Spent	% spent	Donor/ Funder	Lead agency (UN Women or other)	Implementation Modality (Joint programme, CSO, GVT etc)	Impact area (1; 2; or 3)
Prevention of GBV Against Adolescents	2013-07-21	2016-11-30	Financially Closed	26,628.66	26,628.66	100%	GOVERNMENT OF NORWAY	OTHER	UN Women and Government	3
Access to Justice for Women and Girls	2015-01-01	2019-12-31	Financially Closed	3,850.00	65,144.34	NA	UN Women	UN WOMEN	UN Women and Government	3
Access to Justice for Women and Girls	2015-01-01	2019-12-31	Financially Closed	214,543.00	-	0%	UN Women	UN WOMEN	UN Women and Government	3
IB for Evaluation Office	2012-01-01	2030-12-31	On Going	12,151.03	12,151.03	100%	GOVERNMENT OF SWITZERLAND	UN WOMEN	UN Women	1
Gender Peace and Security	2012-12-17	2019-12-31	Financially Closed	368,612.54	196,874.56	41.72%	GOVERNMENT OF NORWAY	UN WOMEN	UN Women	1
The H4+ Global Initiative for HIV	2013-10-15	2016-12-31	Financially Closed	16,635.00	14,768.00	45.02%	UNITED NATIONS POPULATION FUND	UN WOMEN	UN Women	3
Prevention of GBV Against Adolescents	2013-07-21	2016-11-30	Financially Closed	483.11	- 483.11	NA	UNITED NATIONS CHILDREN'S FUND	UN WOMEN	Joint programme	3
JOINT PROGRAMME FOR GENDER EQU	2014-03-15	2019-11-30	Financially Closed	1,316,946.64	1,316,829.50	99.98%	GOVERNMENT OF SWEDEN	UN WOMEN	Joint programme	1,2,3
ZWE30UBRAF 2017-2018 2018-2019	2017-11-03	2020-12-31	On Going	30,012.75	30,012.75	100%	UNAIDS	UN WOMEN	UN Women	3
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	504,000.00	504,000.00	100%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - IB Resources	2013-01-01	2021-12-31	On Going	578,884.00	501,699.35	86.67%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - Extra Budgetary	2013-01-01	2021-12-31	On Going	57,956.84	37,238.33	64.25%	UN Women	UN WOMEN	UN Women	OEEF

Project Name	Year start	Year end	CURRENT STATUS (work completed, changed, cancelled, on-going)	Budget	Actual Spent	% spent	Donor/ Funder	Lead agency (UN Women or other)	Implementation Modality (Joint programme, CSO, GVT etc)	Impact area (1; 2; or 3)
Access to Justice for Women and girls	2015-01-01	2019-12-31	Financially Closed	-	-	NA	UN Women	UN WOMEN	UN Women	3
Access to Justice for Women and girls	2015-01-01	2019-12-31	Financially Closed	107,430.00	88,710.20	35.02%	UN Women	UN WOMEN	UN Women	3
Gender, Peace and Security	2012-12-17	2019-12-31	Financially Closed	47,882.50	44,863.82	93.70%	UNITED NATIONS DEVELOPMENT PRO	UN WOMEN	UN Women	1
Gender Peace and Security	2012-12-17	2019-12-31	Financially Closed	483,243.16	531,594.32	99.78%	GOVERNMENT OF NORWAY	UN WOMEN	UN Women	1
JOINT PROGRAMME FOR GENDER EQU	2014-03-15	2019-11-30	Financially Closed	17,848.71	32.76	0.18%	GOVERNMENT OF SWEDEN	UN WOMEN	Joint programme	1,2,3
SPF2 O1.1 Legislation	2016-01-01	2021-12-31	On Going	67,938.25	67,938.25	100%	GOVERNMENT OF SWEDEN	UN WOMEN	UN Women	1,2,3
ZWE3OUBRAF 2017-2018 2018-2019	2016-01-01	2021-12-31	On Going	225,216.00	15,987.56	7.10%	UNAIDS	UN WOMEN	UN Women	2
GENDER RESPONSIVE BUDGETING	2018-01-01	2020-12-31	On Going	55,000.00	33,659.33	61.20%	UNAIDS	UN WOMEN	UN Women	2
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	484,502.00	481,852.00	99.45%	UN Women	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	40,000.00	40,000.00	100%	UN Women	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	288,481.00	269,614.65	93.46%	UN Women	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	149,719.00	127,452.14	85.13%	UN Women	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	151,547.00	154,216.93	-1.76%	UN Women	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	58,269.72	29,028.98	49.82%	UN Women	UN WOMEN	UN Women	OEEF

Project Name	Year start	Year end	CURRENT STATUS (work completed, changed, cancelled, on-going)	Budget	Actual Spent	% spent	Donor/ Funder	Lead agency (UN Women or other)	Implementation Modality (Joint programme, CSO, GVT etc)	Impact area (1; 2; or 3)
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	7,500.00	-	0%	UNITED NATIONS DEVELOPMENT PRO	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	1,000.00	-	0%	WORLD FOOD PROGRAMME	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	1,000.00	-	0%	UN HIGH COMMISSIONER FOR REFUG	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	500.00	-	0%	INTERNATIONAL ORGANIZATION FOR	UN WOMEN	UN Women	OEEF
Access to Justice for Women and girls	2015-01-01	2019-12-31	Financially Closed	-	-	NA	UN Women	UN WOMEN	UN Women	3
Access to Justice for Women and girls	2015-01-01	2019-12-31	Financially Closed	110,541.99	110,541.99	40.18%	UN Women	UN WOMEN	UN Women	3
ZWE30UBRAF 2017-2018 2018-2019	2017-11-03	2020-12-31	On Going	124,601.25	124,601.25	100%	UNAIDS	UN WOMEN	UN Women	3
GENDER RESPONSIVE BUDGETING	2018-01-01	2020-12-31	On Going	4,500.00	4,500.00	100%	UN Women	UN WOMEN	UN Women	1
SPF2 O1.1 Legislation	2016-01-01	2021-12-31	On Going	14,950.73	14,950.73	100%	GOVERNMENT OF SWEDEN	UN WOMEN	UN Women	1,2,3
ZWE30UBRAF 2017-2018 2018-2019	2016-01-01	2021-12-31	On Going	257,352.44	338,604.72	99.28%	UNAIDS	UN WOMEN	UN Women	3
GENDER RESPONSIVE BUDGETING	2018-01-01	2020-12-31	On Going	44,759.06	44,759.06	100%	UNAIDS	UN WOMEN	CSOs	1
MEGWC Africa-Gender Statistics	2018-01-01	2021-12-31	On Going	15,000.00	-	0%	SWEDISH INT'L DEVELOPMENT COOP	UN WOMEN	UN Women	1
UN Women and WHO Global Joint	2018-01-01	2022-12-31	On Going	4,587.68	4,489.68	97.86%	JP UN Women as AA	UN WOMEN	WHO	3

Project Name	Year start	Year end	CURRENT STATUS (work completed, changed, cancelled, on-going)	Budget	Actual Spent	% spent	Donor/ Funder	Lead agency (UN Women or other)	Implementation Modality (Joint programme, CSO, GVT etc)	Impact area (1; 2; or 3)
SPOTLIGHT INITIATIVE ZIMBABWE	2019-01-01	2022-12-31	On Going	1,683,520.86	784,372.66	46.59%	MPTF-Spotlight Initiative Fund	UN WOMEN	UN agencies	3
Building trust and confidence	2016-01-01	2021-12-31	On Going	172,219.02	145,833.23	84.68%	Peacebuilding Fund	UNDP	Joint Programme	1
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	50,773.15	50,035.15	98.55%	UN Women	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	27,566.00	26,156.93	94.89%	UN Women	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	47,500.00	17,650.00	37.16%	UN Women	UN WOMEN	UN Women	OEEF
Prog-Action on Gender & AIDS	2012-06-25	2019-12-31	Financially Closed	1,201.59	1,201.59	100%	UNITED NATIONS POPULATION FUND	OTHER	UN Women	3
Gender Peace and Security	2012-12-17	2019-12-31	Financially Closed	1,148.10	1,148.10	100%	GOVERNMENT OF NORWAY	UN WOMEN	UN Women	1
UNW ZIMBABWE - IB Resources Ma	2013-01-01	2021-12-31	On Going	346,679.29	346,275.62	99.88%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - IB Resources Ma	2013-01-01	2021-12-31	On Going	194,870.00	199,584.75	NA	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - IB Resources Ma	2013-01-01	2021-12-31	On Going	132,720.00	119,238.26	89.84%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - IB Resources Ma	2013-01-01	2021-12-31	On Going	153,336.00	158,866.08	NA	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - IB Resources Ma	2013-01-01	2021-12-31	On Going	20,162.63	180.00	0.89%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - Extra Budgetary	2013-01-01	2021-12-31	On Going	128,830.80	128,830.80	100%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - Extra Budgetary	2013-01-01	2021-12-31	On Going	52,434.00	28,505.37	54.36%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - Extra Budgetary	2013-01-01	2021-12-31	On Going	50,089.48	13,832.94	27.62%	UN Women	UN WOMEN	UN Women	OEEF
JOINT PROGRAMME FOR GENDER EQUALITY	2014-03-15	2019-11-30	Financially Closed	5,151.75	5,151.75	100%	GOVERNMENT OF SWEDEN	UN WOMEN	Joint Programme	1.2.3

Project Name	Year start	Year end	CURRENT STATUS (work completed, changed, cancelled, on-going)	Budget	Actual Spent	% spent	Donor/ Funder	Lead agency (UN Women or other)	Implementation Modality (Joint programme, CSO, GVT etc)	Impact area (1; 2; or 3)
Access to Justice for Women and girls	2015-01-01	2019-12-31	Financially Closed	-	65,013.55	NA	UN Women	UN WOMEN	UN Women	3
Access to Justice for Women and girls	2015-01-01	2019-12-31	Financially Closed	-	65,013.55	100%	UN Women	UN WOMEN	UN Women	3
SPF2 O3.1 Constitutions & laws	2016-12-01	2021-12-31	On Going	18,931.22	18,931.22	100%	GOVERNMENT OF SWEDEN	UN WOMEN	UN Women	1
ZWE30UBRAF 2017-2018 2018-2019	2017-11-03	2020-12-31	On Going	1.00	2.81	0%	UNAIDS	UN WOMEN	UN Women	3
SPOTLIGHT INITIATIVE ZIMBABWE	2019-01-01	2022-12-31	On Going	1,834,990.19	1,707,107.39	70.63%	MPTF-Spotlight Initiative Fund	UN WOMEN	Joint Programme	3
Building trust and confidence	2016-01-01	2021-12-31	On Going	323,319.40	256,625.26	74.38%	Peacebuilding Fund	UNDP	Joint Programme	1
Women Peace and Security Global Programme	2019-04-01	2023-03-31	On Going	2,362.00	2,362.00	100%	GOVERNMENT OF GERMANY	UN WOMEN	UN Women	1
UBRAF 2020	2020-03-01	2021-12-31	On Going	100,000.18	82,351.38	82.35%	UNAIDS	UN WOMEN	UN women	3
UBRAF Country Envelope 2020	2020-04-01	2021-12-31	On Going	56,595.00	26,007.90	45.95%	UNAIDS	UN WOMEN	UN Women	3
ENGENDERING GOVERNANCE TO PROM	2019-01-01	2021-12-31	On Going	64,347.84	64,346.27	100.00%	IRISH AID	UN WOMEN	UN Women	1
Empowering Women Through Safe	2020-10-20	2022-04-30	On Going	33,468.95	31,379.26	93.76%	MPTF-UN COVID-19 Response Rcvy	UN WOMEN	Joint Programme	2
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	25,565.00	25,468.35	99.62%	UN Women	UN WOMEN	UN Women	OEEF
Zimbabwe AWP2012-19 MRF	2012-01-01	2021-12-31	On Going	22,711.00	14,443.52	63.60%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - IB Resources Ma	2013-01-01	2021-12-31	On Going	350,859.22	350,559.43	99.91%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE -	2013-01-01	2021-12-31	On Going	210,822.56	210,822.56	100%	UN Women	UN	UN Women	OEEF

Project Name	Year start	Year end	CURRENT STATUS (work completed, changed, cancelled, on-going)	Budget	Actual Spent	% spent	Donor/ Funder	Lead agency (UN Women or other)	Implementation Modality (Joint programme, CSO, GVT etc)	Impact area (1; 2; or 3)
IB Resources Ma								WOMEN		
UNW ZIMBABWE - IB Resources Ma	2013-01-01	2021-12-31	On Going	132,720.00	131,791.07	99.30%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - IB Resources Ma	2013-01-01	2021-12-31	On Going	153,336.00	105,967.41	69.11%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - IB Resources Ma	2013-01-01	2021-12-31	On Going	58,263.00	12,794.91	21.96%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - Extra Budgetary	2013-01-01	2021-12-31	On Going	165,594.69	156,594.69	94.57%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - Extra Budgetary	2013-01-01	2021-12-31	On Going	35,000.00	25,307.55	72.31%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - Extra Budgetary	2013-01-01	2021-12-31	On Going	3,000.00	3,000.00	100%	UN Women	UN WOMEN	UN Women	OEEF
UNW ZIMBABWE - Extra Budgetary	2013-01-01	2021-12-31	On Going	33,814.00	71.00	0.21%	UN Women	UN WOMEN	UN Women	OEEF
GENDER RESPONSIVE BUDGETING	2018-01-01	2020-12-31	On Going	26,581.61	26,581.61	100%	UNAIDS	UN WOMEN	UN Women	1

Annex 5: Context Gender Equality and Women's Empowerment

Zimbabwe has signed and ratified various international and regional instruments that promote gender equality and non-discrimination of women and girls. The UN Women SN (2016-2021) was informed by international and regional standards enshrined in the CEDAW, Beijing Platform for Action, UN Resolution 1325, SDGs, Agenda 2063, Maputo Protocol, and the Revised SADC Gender Protocol. Of significance is the African Agenda 2063, which establishes GEWE as an aspiration of all African nations. It buttresses the goal to achieve gender equality and non-discrimination as alluded to in international and regional standards stated above. Agenda 2063's Aspiration 6 particularly focuses on "strengthening the role of Africa's women through ensuring gender equality and parity in all spheres of life (political, economic, and social); eliminating all forms of discrimination; and violence against women and girls." Likewise, the ZUNDAF (2016-2020) identified GEWE as one of the priority areas.²³ Under the GEWE priority area, the following key priority areas were identified as strategic focus for UN Women for the period 2016-2021:

- Gender Based Violence;
- Women's Economic Empowerment;
- Political Participation,
- Alignment of laws to the Constitution and GEWE capacity strengthening of state institutions.

The year 2020 marked the measure of progress by Zimbabwe towards achievement of GEWE. Zimbabwe reported to the CEDAW committee, produced the Beijing Platform for Action Report plus 25 and reported on the UPR and Sustainable Development Goals.

Alignment of laws to the Constitution

The Alignment of laws to the Constitution has been an ongoing process since 2015. Some of the laws aligned to the Constitutions in terms of gender responsive alignment are:

- Development of the Marriages Bill. This Bill seeks to align sections 80,81,56 of the Constitution of Zimbabwe to set the minimum age of marriage for both boys and girls at 18years; promote women's equal rights at marriage and divorce; and promote non-discrimination of women based on gender, sex, and marital status respectively.
- The Guardianship and Minors Bill seeks to align with the children's rights set out in section of the Constitution of Zimbabwe.
- The Constitutional Amendment Act has extended the affirmative action clause for 60 reserved seats for women in Parliament for another ten years. This means the provision for 60 reserved seats will remain valid till year 2033.

There have been delays in enactment of laws, such as Labour Amendment Bill, Mines and Minerals Bill and Land Commissions Bill due to challenges, such as lack of political will to move the process shrouded in bureaucracy. This has resulted in some Bills that would improve status of women stagnant for more than 5 years. Hence, overall women rights remain largely undermined despite the above highlighted achievements.

Economic empowerment

Over the years, efforts by the Government of Zimbabwe and development partners to support women economic empowerment has focused mostly on providing micro-credit facilities, which have restricted women to micro and mainly informal businesses. Access to, control and ownership of

²³ Terms of reference for the Country Portfolio Evaluation.

productive resources is a vehicle to women's economic empowerment.²⁴ While there is progress in ensuring women access to credit, in particular microfinance (at least 44 per cent of microfinance borrowers were women in December 2021), they are still excluded from large scale borrowing important for women to advance in lucrative economic activities, such as mining, agriculture and manufacturing.²⁵

The large number of women receiving micro-credit is a reflection of the Government's and development partners' approach to women economic empowerment, which has focused on enhancing women's access to micro-credit as a means to increase their participation in economic enterprises. Donors and government have supported women's traditional schemes of Saving And Credit Cooperative (SACCO) or Income Savings And Lending Schemes (ISALS). They have done this by formalising them through various women credit institutions: Women Development Fund, Small and Medium Enterprises Development Credit Organisation (SMEDCO), community development fund, and in recent years, the Women Development Bank. These funds mainly managed by the MWACSMED and MoFED sought to promote financial inclusion under the financial inclusion strategy, which ended in 2020. These funding schemes have achieved progress towards women's ability to stabilise their livelihoods, improve nutrition, broaden choices, provide start-up capital for productive investment, and assist poor people to send children to school. However, providing credit alone has not translated to the expected women empowerment. Investigations into these finance schemes has revealed that women tend to end up in a vicious cycle of indebtedness. Most of them are revolving funds, which due to poor monitoring and evaluation, have failed to revolve and increase the amount available for women to borrow. As a result, most women have remained at the micro-level of the economy doing projects that keep them in survival mode.

Women still participate at the margins (as labourers or in low return sections of the value chains) in key economic sectors that include agriculture and mining due to a combination of limited prioritisation and structural barriers to entry. In agriculture, women constitute 70 per cent of the farm labourers and a few have ownership of land.²⁶ The land reform programme provided an opportunity for women to own land with 15-20 per cent of A1 farms being registered to women as opposed to the average 5 per cent of communal land.²⁷ While this is still far below ensuring equality in access, there are other opportunities, such as the Land Commission Bill. The Bill provides great potential to change this as it has a provision that provides avenues for women to own land by ensuring that leases and permits recognize both spouses as land holders.²⁸ On the ground, even in the absence of this law, there is anecdotal evidence that an informal practice has developed where most District Development Land Offices are automatically registering couples on the offer letters (the extent of this is not known), which will likely increase women's ownership of land.

²⁴ Kanengoni D Alice (Ed). 2018. "The Future of Women's Work in Africa" Open Society Initiative for Africa (OSISA): A Journal on African Women Experiences Buwa Issue 9 pp 1-138.

²⁵ RBZ (Reserve Bank of Zimbabwe). 2021. "Microfinance Quarterly Industry Report." Accessed 15 August 2022 <https://www.rbz.co.zw/documents/BLSS/QuarterlyReports/MFI-Quarterly-Report-31-Dec-2021.pdf>

²⁶ Ministry of Agriculture Gender Mainstreaming Strategy. 2019.

²⁷ (MWACSMED) Ministry of Women Affairs, Community, Small and Medium Enterprise Development. 2019. Zimbabwe National Review Report of the Beijing Platform for Action. Accessed 22 August 2022.

<https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/CSW/64/National-reviews/Zimbabwe.pdf>

²⁸ Government of Zimbabwe. 2020. Zimbabwe Report on Beijing Platform for Action +25. Accessed 2 September 2021 https://sustainabledevelopment.un.org/content/documents/13229Zimbabwe_review_Beijing20.pdf

In mining, women are mostly participating as artisanal small-scale miners, constituting a minimal of 11 per cent.²⁹ A study by the ILO showed that women's participation in the mining sector was undermined by access to capital, knowledge of the requirements to operate and how to operate mines, and male dominance that forces women at fringes.³⁰ For example, by 2020 only six women had accessed the Gold Development Fund set up for women in 2018.³¹ The reason like all other financial schemes was lack of collateral to secure sound capital to start big projects.

A large proportion of women are either in short term employment or are employed in the informal sectors. Both increase their vulnerability to exploitation and abuse. Women constitute about 16 per cent of the formal employment³² and mainly as shop floor workers where employment is short term and limited application of decent work conditions. Majority of women (76 per cent) are employed in the informal sector.³³ While there are district differences in these employment environments, the conditions of the employment in both cases makes women more vulnerable to exploitation and abuse. For example, the sexual harassment situation assessment in the Zimbabwe workplace found that women working at the shop floor in sectors that include tourism and hospitality, manufacturing and journalism were experiencing sexual harassment due to the nature of their employment (short term employment).³⁴

Government's prioritisation of women's economic empowerment is reflected in resource allocation towards women's empowerment in the national budget. Unfortunately, in Zimbabwe women's empowerment has received extremely low budget allocations to make impactful interventions. The gender machinery always receives a budget not more than 1 per cent of the national budget. The 2021 budget analysis revealed that Ministry of Women Affairs, Community, Small and Medium Enterprises Development (MWACSMED) got 0.5 per cent and Zimbabwe Gender Commission (ZGC) 0.039 per cent of the budget.³⁵ Across other line ministries gender programs if any are under budgeted.

Gender blind fiscal policies have also put a dent on women's economic empowerment. For example, the transition to a digital economy saw women in the informal sector struggle to adjust as they lack bank accounts and cards to conduct such transactions. Further the 2 per cent tax, which introduced taxation of transactions conducted via electronic platforms saw women informal traders struggle to keep business afloat as that 2 per cent represented their profit share after trading.

In response to this and over the course of the SN (2016-2021), UN Women contributed towards setting up GRB within the MoFED supported by the development of the GRB guidelines. These have been a stepping stone towards institutionalising of GRB in the financial systems of Government.

²⁹ PACT Research on ASM. 2018.

³⁰ ILO (International Labour Organization). 2017. An Assessment of the Informal Mining Sector: Potential for Formalisation.

³¹ Zimbabwe Environmental Law Association (ZELA). 2020. "Barriers to Women's Participation in the Artisanal and Small Scale Mining (ASM) Sector." Accessed 23 September 2021

<https://www.planetgold.org/sites/default/files/ZELA.%202020.%20Barriers%20to%20women%27s%20full%20participation%20in%20ASGM%20in%20Zimbabwe.pdf>

³² ZIMSTATS (Zimbabwe National Statistics Agency). 2020. "Zimstats Labour Force Survey 2019."

³³ LEDRIZ (Labour and Economic Development Research Institute of Zimbabwe). 2021. "Action Research on the Situation of Workers Rights In Zimbabwe.

³⁴ Marimo, N. Makaza. 2020. "A Situation Analysis of Sexual Harassment In Zimbabwe Work Place." A Report Prepared for ILO

³⁵ Parliament of Zimbabwe. 2020. "2021 Post Budget Analysis on MWACSMED and ZGC budgets." *National Assembly Hansard* 9 December 2020, Vol 47 No. 15.

Political empowerment

The participation of women in politics and decision-making structures in Zimbabwe has not seen a significant increase since the 2013 elections because of an uneven playing field dominated by men.

The last election in 2018 saw women in Parliament reduce from 34 per cent to 31 per cent and Local Government 16 per cent to 14 per cent. Considering that the 60 reserved seats for women still exist, expectations were that with much support towards women aspiring candidates, this would translate to increased representation. Affirmative action was used to relegate women to the quota system and leave the competitive space for men. This strategy culminated into political violence against women at political party structures, which side-lined women potential candidates. Women also faced hate speech and negative media publicity from competing male counterparts. Political party leadership structures have thus remained male dominated.

The public finances to support political candidates are also largely awarded to male candidates in political parties. Women in the absence of own campaign financing failed to compete on an equal level playing field. Gender stereotypes, social norms and attitudes against women continue to perpetuate unequal power relationships.

Initiatives have been made by the ZGC to support political party structures to ensure policies are gender sensitive and apply affirmative action strategies to increase women participation, such as the zebra system of nomination. Political parties were also encouraged to develop gender action plans and set aside campaign financing funds for women candidates. The ZGC, in partnership and with support from the UN Women, developed the initiative – Women Rise in Politics (WRiP) – for aspiring women candidates. The programme was designed to be continuous and meant to train women candidates aspiring for political careers. Only small upcoming political parties have implemented some of these measures and the three main political parties who hold seats in Parliament are still to adopt them.

The electoral law does not provide sufficient provisions to ensure that women participate at an equal footing with men. Progress has been made towards including gender provisions in the Electoral Amendment Bill. However, the Bill is still to be approved by cabinet. Nonetheless, supportive mechanisms are required to make legislative intervention effective. The ZGC needs strengthening to be able to implement gender accountability mechanism. Consequently, ZEC needs to consider transforming the electoral system in place as it technically does not provide for a candidate list, which would allow the public to scrutinize the gender imbalances. These limitations undermine the effectiveness of quota systems.

There are initiatives being undertaken to make operational environment gender responsive. The NPRC put in place a system that seeks to prevent and manage electoral related GBV. Civil society has lobbied and advocated for a quota system at local government level.³⁶ In December 2020, the President of Zimbabwe, Emmerson Mnangagwa participated at the Gender Links inaugural Women Councillors Indaba where he affirmed his support for a gender quota for women in local government. The President further presented this proposal to Cabinet on 15 December 2020 and a 30 per cent quota was adopted. The cabinet commitment now needs to be translated into law for it to be implemented in the upcoming 2023 elections. The MWACSMED has initiated a process of developing a Women in Decision Making

³⁶ WE4L (Women Empowerment for Leadership). 2020. Term of Reference: End Term Evaluation Hivos Women Empowered for Leadership Program.

Strategy, which has the aim of increasing the participation of women in politics, public, private, CSOs and rural development or community sectors.

Violence Against Women and Girls

Despite some progress, Gender Based Violence (GBV) is still widespread in Zimbabwe, caused by slow changing attitudes and behaviours towards GBV issues among women and men. The Zimbabwe CEDAW Report revealed that from 2016, there has been an increase in reportage of GBV related cases to the ZRP.³⁷ However, withdrawals at the instance of survivors are still very high. This reflects that law alone is not sufficient as a protection mechanism against GBV-behaviour, attitudes and practices need to be transformed.

The COVID-19 pandemic exposed the fragility of gains in addressing GBV as well as the weaknesses in the response mechanisms. The COVID 19 pandemic, which led to a national lockdown in March 2020, restricted movements of people. This increased women and girl's vulnerability to GBV as they could not obtain help. Thus cases increased by 40 per cent in 2020 and intimate partner violence by 20 per cent.³⁸ The non-inclusion of GBV as an essential service isolated GBV victims. GBV became a humanitarian crisis as GBV service providers grappled to keep service provision open. Even though GBV service providers were later recognized as essential workers, the capacity to respond in humanitarian settings has been weak.

The institutional mechanisms that exist to respond to gender discrimination lack infrastructure and mechanisms to keep abreast with current statistics on GBV. The data presented in government reports on CEDAW, and the Beijing platform displayed a gap in statistics between 2018 and 2020 on GBV cases. Therefore, Zimbabwe still presents data of the ZDHS (2015) that one in every three women have experienced some form of GBV whether physical, emotional, verbal and psychological abuse in their lifetime. Efforts have been made through the UN Women to strengthen MWAGCSMED and ZGC to develop effective monitoring and evaluations departments that record gender data continuously. Most GBV data is collated from civil society research and GBV support services.

New types of GBV are coming to the fore and need attention. Sexual harassment in the workplace emerged into the public domain. The ZGC has made several investigations of allegations of sexual harassment in government institutions and parastatals. Significant findings were the allegations against Zimbabwe Revenue Authority (ZIMRA) male management staff, which resulted in dismissal. These investigations also demonstrated that women can report sexual harassment in the work place and obtain justice. In 2020, allegations of sexual harassment against Vice President Kembo Mohadi resulted in his immediate resignation as the Vice President of Zimbabwe. In 2019, ILO enacted a Convention against violence and harassment in the workplace. Zimbabwe has not signed this Convention. However, Zimbabwe, through the MWACSMED, developed the National Strategy on Sexual Harassment and Gender Based Violence in the workplace. A draft Sexual Harassment Bill has also been developed. However, it is yet to be submitted to cabinet for approval. The Public Service Commission developed the first sexual harassment policy for the public service.

Significant efforts have been made to align national legal frameworks to international and regional standards of GBV, but child marriages remains a key challenge despite legislation that outlaws it. A

³⁷ Zimbabwe CEDAW Report submitted to the CEDAW Committee 2020.

³⁸ SAFE Leave No One Behind Framework. 2020.

landmark judgement in the cases of Mudzuru & Anor vs Minister of Justice & Others set the minimum age of marriage at 18 years for both boys and girls.³⁹ This resulted in the Marriage Bill, which seeks to harmonise marriage laws and criminalise child marriage amongst other issues. However, the Bill was still not yet law at the time of the evaluation and some perpetrators of child marriage are going unpunished.

³⁹ CCZ (Consumer Council of Zimbabwe). 2015-12

Annex 6: Stakeholder Mapping

A stakeholder mapping and analysis process was conducted to inform evaluation design. The stakeholder analysis was designed to identify stakeholders with the greatest and least influence on the success or failure of the country programme. The framework also identified the role played by each stakeholder in the SN, their main contribution to the SN before going on to do the power, interest, and influence analysis. Table 1 presents the results of the stakeholder analysis.

Table 1: Stakeholder mapping

Key stakeholders	Organisation	Roles played in the Strategic Note (target groups, decision makers, supporters, representatives of excluded groups, etc)	Main contributions made by stakeholders to the Strategic Note	Power	Interest	Influence on UN WOMEN Work
Government Ministries	Ministry of Defence Forces	Decision-makers, catalyst for change	Implementation of joint activities in line with SN-GPS programme, PBF	High	Low	Low-Medium
	Ministry Of Agriculture	Decision-makers, catalyst for change	Implementation of joint activities in line with SN GRB (institutional Strengthening)	High	High	High
		Supporters of SN				
	Ministry of Home Affairs and Cultural Heritage Zimbabwe Republic Police	Decision-makers, catalyst for change	Implementation of joint activities in line with SN-GPS programme	High	High	High
	Office of the President and Cabinet	Decision-makers	Joint implementation of activities under PBF, Strengthening of national M&E capacities (development of National M&E Guidelines, GEWE M&E framework)	High	Low	High
	Ministry of Local Government, Public Works and National Housing	Supporters of SN and catalyst for change, implementers of SN	Implementation of Safe Markets Project	Medium/High	Medium	High
	Ministry of Finance	Decision-makers	Implementation of joint activities in line with SN under GRB	High	Medium	High
Ministry of Justice, Legal and Parliamentary Affairs	Supporters of SN and catalyst for change, implementers of SN	Implementation of joint activities in line with SN under SI on GBV	High	High	High	

Key stakeholders	Organisation	Roles played in the Strategic Note (target groups, decision makers, supporters)	Main contributions made by stakeholders to the Strategic Note	Power	Interest	Influence on UN WOMEN Work
Chapter 12 Commissions	Zimbabwe Gender Commission	Supporters of SN and catalyst for change, implementers of SN, Representatives of excluded groups, implementers of SN	Engagement with decision-makers, implementers of activities (ZIMECO, Spotlight Initiative on GBV, JPGBV)	High	High	Medium/high
	Zimbabwe Electoral Commission	Supporters of SN and catalyst for change, implementers of SN, representatives of excluded groups	Implementation of SN through advocacy and engagement with decision-makers, internal activities in line with SN (ZIMECO and JPGE programmes)	High	Medium/High	High
	Zimbabwe Human Rights Commission	Representatives of excluded groups	Engagement with decision-makers	Medium	High	Low
	National Peace and Reconciliation Commission	Representatives of excluded groups, Implementation of SN, catalyst for change	Implementation of joint activities under PBF	High	High	Medium
Gender Machinery	Ministry of Women Affairs, Community Small and Medium Enterprises	Representatives of excluded groups, implementers of SN	Implementation of SN, Convene and lead policy advocacy and engagement, Coordinate reporting to global conventions	High	High	High
	Zimbabwe Women's Parliamentary Caucus	Decision-makers, representatives of excluded groups	Implementation of SN, Lead policy advocacy and engagement	High	High	High
	AWLN Zimbabwe	Decision-makers, Representatives of excluded groups, implementers of SN	Implementation of SN	Medium	High	Low
UN Agencies	UNICEF	Supporters of SN	Implementation of joint programme activities in line with SN-JPGBV, PBF & SI on GBV	High	Medium/High	High
	UNFPA	Supporters of SN	Implementation of joint programme activities in line with SN- JPGE, SI on GBV	Low	Medium	Low
	UNDP	Supporters of SN	Implementation of joint programme activities in line with SN-JPGE, ZIMECO, PBF, SI on GBV	High	Medium	High

Key stakeholders	Organisation	Roles played in the Strategic Note (target groups, decision makers, supporters)	Main contributions made by stakeholders to the Strategic Note	Power	Interest	Influence on UN WOMEN Work
			& MPTF Covid 19 Safe Markets			
	ILO	Supporters of SN	Implementation of joint programme activities in line with SN-JPGE, SI on GBV & MPTF Covid 19 Safe Markets.	Low	High	Low
	UNESCO	Supporters of SN	Implementation of joint programme activities in line with SN-SI on GBV	Low	Low	Low
	UNAIDS	Supporters of SN	Coordination of the UN Joint Team on HIV and AIDS Implementation of HIV related policy and advocacy actions	Medium	Low	Low
	Resident Coordinator's Office (RCO)	Decision Makers, Supporters of SN	Leadership and coordination of UN Joint programmes	High	High	High
	United Nations Country Team (UNCT)	Decision Makers, Supporters of SN	Implementation of Joint Programmes	High	High	High
	Gender Results Group (GRG)	Decision Makers, Supporters of SN	Implementation of Joint activities	High	High	High
Donors, Private sector and trade unions representatives	Norway	Supporters of SN, Catalyst for change	Funding for GPS Programme	High	High	High
	SIDA	Supporters of SN, Catalyst for change	Funding for JPGE	High	High	High
	EU	Supporters of SN, Catalyst for change	Funding for SI on GBV programme	High	High	High
	Irish	Supporters of SN, Catalyst for change	Funding for AWLN Project	High	High	High
	UBRAF	Supporters of SN, Catalyst for change	Funding for HIV project	High	High	High
	AFDB	Supporters of SN, Catalyst for change		??	??	??
	Confederation of Zimbabwe Industries	Supporters of SN	Implementation of SN	Low	Low	Low
Implementing Partners	Zimbabwe Women's Bureau (ZWB)	Implementers of SN	Main CSO (consortium lead) implementing partner of SI on GBV	Medium	High	High

Key stakeholders	Organisation	Roles played in the Strategic Note (target groups, decision makers, supporters)	Main contributions made by stakeholders to the Strategic Note	Power	Interest	Influence on UN WOMEN Work
	Caritas	Implementers of SN	Main CSO (consortium lead) implementing partner of SI on GBV	Low	Medium	High
	LGDA	Implementers of SN	Main CSO (consortium lead) implementing partner of SI on GBV	Low	High	High
	Women's Action Group (WAG)	Implementers of SN	Main CSO (consortium lead) implementing partner of SI on GBV	Medium	High	High
	Katswe Sisterhood	Implementers of SN	CSO implementing partner of SI on GBV (Safe Markets Project), SASA Project	Medium	High	High
	HOCIC	Implementers of SN	CSO implementing partner of SASA Project	Low	High	High
	SAYWHAT	Implementers of SN	CSO implementing partner of SASA Project	Medium	High	High
	Kunzwana Women's Association	Implementers of SN	CSO implementing partner WEE-Joint Programme for Gender Equality	Medium	High	High
	Rosario Memorial Trust	Implementers of SN	CSO implementing partner WEE-Joint Programme for Gender Equality Engagements through the AWLN initiative	Low	High	High
	Netherlands Development Organisation (SNV)	Implementers of SN	CSO implementing partner WEE-Joint Programme for Gender Equality	Medium	High	High
	Women Coalition of Zimbabwe (WCOZ)	In-direct partnership with UNW under PBF Representative of excluded groups	Implementation of joint activities with UNW IP WLSA, Advocacy and lobbying on GEWE with decision-makers	High	High	High
	Women in Law Southern Africa (WILSA)	Direct Partnership with UNW under PBF	Implementation of SN-PBF project, JPGE	Medium	High	High
	Zimbabwe Women Lawyers Association (ZWLA)	Direct Partner	WPP-CSO implementing partner of GPS, JPGE	Medium	High	High
	ZWRCN	Implementers of SN	WPP-CSO implementing partner JPGE	Medium	High	High
	Centre for Applied Legal Research (CALR)	Implementers of SN	EVAW-Implementing Partner of SI on GBV-gender bench book	Medium	High	High

Key stakeholders	Organisation	Roles played in the Strategic Note (target groups, decision makers, supporters)	Main contributions made by stakeholders to the Strategic Note	Power	Interest	Influence on UN WOMEN Work
	Roots	Implementers of SN	EVAW-Implementing Partner of SI on GBV	Medium	High	High
	PAPWC-Zimbabwe	Implementers of SN	HIV IP	Medium	High	High
	Zimbabwe Council of Churches (ZCC)	Implementers of SN	EVAW-Implementing Partner of SI Small Grantee	Medium	High	High
	Institute of Women Social Workers	Implementers of SN	EVAW-Implementing Partner of SI Small grantee	Medium	High	High
Academia	University of Zimbabwe	Partnership with UNW under PBF	Direct implementation of SN-institutionalisation of Gender and economics	Medium	Medium	Low
	Africa University	Partnership with UNW under GPS	Direct implementation of SN-GPS project	Medium	Medium	Low
	NUST University	In-direct partnership with UNW under PBF	Implementation of joint activities with UNW	Low	Low	Low
	Solusi University			Low	Low	Low
Gender Statistics + Research	Zimbabwe Evaluation Association	In-direct partnership		Low	High	Low
	Zimbabwe Statistics Agency	Partnership with UN Women on Gender Statistics	Gender Sector Statistics committee (resuscitation and meeting), NSDS II assessment, Women and Men Report	High	Medium	High
	Zimbabwe Vulnerability Assessment Committee (FNC)	Supporters of SN and catalyst for change, implementers of SN	Rural and Urban Vulnerability Livelihood Assessments	High	Low	High
	SADC Regional Peacekeeping Training Centre	Supporters of SN and catalyst for change, implementers of SN	Implementation of joint activities in line with SN-GPS programme	High	Medium	High
	Interpol	Supporters of SN and catalyst for change, implementers of SN	Implementation of joint activities in line with SN	Low	Low	Low
UN Women Staff	Management	Implementers of SN	Management issues	High	High	High
	Programmes	Implementers of SN	Programming work	High	High	High
	Coordination	Implementers of SN	Leads, coordinates and promotes accountability for the implementation of the gender equality commitments across the	High	High	High

Key stakeholders	Organisation	Roles played in the Strategic Note (target groups, decision makers, supporters)	Main contributions made by stakeholders to the Strategic Note	Power	Interest	Influence on UN WOMEN Work
			UN system			
	M&E	Implementers of SN	Institutionalize a strong culture of results-based management, reporting, and evaluation	High	High	High
	Regional Evaluation Specialist	Supporters of SN	Proved guidance on evaluations	High	High	High
	Communication	Implementers of SN	Institutionalize a strong culture of knowledge management, Coordinates and champion implementation of SDG 5	High	High	High
	Operations	Implementers of SN	Leverage and manage resources	Medium	High	High
Knowledge Management	Civil Society advisory Group	Supporters of SN		High	High	High
Representatives of groups excluded from UN Women Strategic Note	LGBTQI community			Low	High	Medium
	Sex Workers			Low	High	Medium
Ministry of Health		Not involved in the current Strategic Note but will be included in the new Strategic Note	Not involved in the current Strategic Note but will be included in the one starting 2021 Donor funding AWLN/WPS project	Medium	High	Medium
Ministry of Social Welfare		Not involved in the current Strategic Note but will be included in the new Strategic Note	Not involved in the current Strategic Note but will be included in the one starting 2021 Donor funding AWLN/WPS project	Low	Low	Low
Immigration		Not involved in the current Strategic Note but will be included in the new Strategic Note	Not involved in the current Strategic Note but will be included in the one starting 2021 Donor funding AWLN/WPS project	Low	Low	Low

Key stakeholders	Organisation	Roles played in the Strategic Note (target groups, decision makers, supporters)	Main contributions made by stakeholders to the Strategic Note	Power	Interest	Influence on UN WOMEN Work
HIV related institutions	National AIDS Council	Supporters of SN	Implementation of HIV and GBV related interventions	Low	Low	Low

Annex 7: UN Women's Strategic Positioning

The shifts in the Zimbabwean operating environment in 2016, informed the positions taken by the UN Women in programming. Issues of food insecurity, declining rates of employment, increased national debt, political unrest, and the introduction of bond notes as currency. This created a lot of speculation and uncertainty. At the same time, GoZ declared a disaster due to the impact of El Nino resulting in prioritization of humanitarian responses for sustainable resilient livelihoods. This shifted most donor funding to humanitarian aid. The withdrawal of Danish International Development Agency (DANIDA) in 2016, Norwegians Embassy in 2017 whom together with SIDA, were amongst the major donors for UN Women, called for adaptation to the changing resource capacity and operating environment. UN Women thus developed a gender mainstreaming strategy to enhance financial effectiveness and inform their new focus areas. The framework consists of 4 pillars where UN Women coordinates gender and gender mainstreaming efforts at national level through:

- Joint/ closer collaborative programming with other UN agencies. UN Women established inter-agency collaborations since 2017 as follows: IOM, ILO and UNCIEF on Trafficking in Persons; UNFPA, UNAIDS, UNICEF on a Joint Program on GBV; and with FAO, UNICEF, UNFPA and WHO on resilience and sustainability.
- Strengthening national institutions for accountability and civil society for response and impact. UN Women focused on strengthening MWACSMED and the ZGC their institutional capacity to deliver on gender mainstreaming outcomes. For example, UN Women supported the Ministry to develop the National M&E framework and ZGC's 5-year strategic framework amongst other technical support since 2016. Towards the 2018 elections, UN Women supported building the capacity of electoral institutions, such as the Zimbabwe Electoral Commission (ZEC) to improve and enable the political landscape by managing elections in a gender responsive manner for women's political participation.
- Knowledge management and M&E to close the data gap and build evidence-based programming and advocacy. UN Women supported several research through CSOs to establish itself as a knowledge hub. For example, WLSA in 2017 developed gender accountability tools for the UN Women thematic areas that can be used to measure progress by communities in communities. UN Women staff and partners were continuously trained on M&E during the 2016-2020 period.
- Coordination and Obligatory of national reporting and accountability mechanisms.

To effectively ensure the 4-pillar approach is cost effective, UN Women realigned its implementation approach as well. The focus since 2016 has been:

- i. Indirect implementation through supporting and improving the capacity of CSOs as opposed to the country office's previous strategies of direct implementation. Thus, increasing programmatic expenditure and, in turn, reducing staffing administrative and project expenditure.
- ii. The fundamental shift to ensure community level impact has been through improving civil society's capacity to respond effectively to women's rights and protective issues. It also lends to UN Women's strategic approach to streamlined workload as it seeks effectiveness and efficiency in program delivery as well as improving working conditions of UN Women staff.
- iii. The country office also engaged in sub-regional collaborations on geographic wide issues – Child marriages, HIV and AIDS, trafficking, and climate change impact (El Nino & La Nina) – providing for opportunities to leverage available regional funding pools yet supporting national efforts.

These changes also resulted in UN Women Zimbabwe Country Office (ZCO) realigning its structure to ensure high impact and results in relation to the overall financial challenges within the country. UN Women ZCO adopted the model of having core staff, which will hold the administration and

management to ensure UN Women ZCO remains donor compliant. Core staff are the administration, finance, M&E and communication positions. With the establishment of a substantive Country Representative in 2015, UN Women ZCO now had full delegation of authority. To ensure effective delivery of the three SN priority areas, UN Women ZCO shifted its operations and management staff to recruit program specialists for the thematic areas. These would be led by the Deputy Representative; Monitoring and Evaluation Officer; Coordination Specialist; and an operations team led by an operations manager. However, with the recent increase in resources and in order to adequately implement its proposed programme from 2016-2020, the Country office increased its capacity in recruitment to have:

- i) a national Programme Manager to be responsible for programming work in the country office to allow the Deputy Representative to focus more on strategic work and resource mobilization. This position decentralized authority in the office structure;
- ii) A Programme Specialist for Women's Political Empowerment;
- iii) Programme Assistants to support efficient implementation of the proposed Programme;
- iv) a Finance Assistant to support the management of the increased resource portfolio for the office;
- v) an Executive Associate to provide administrative support to the Country Representative and the Deputy Representative;
- vi) a Gender mainstreaming and coordination specialist to support UN Women gender mainstreaming and coordination mandate;
- vii) A national institutions specialist: As more focus areas arose, UN Women maintained to recruit specialist to manage that thematic area or joint programmes.

Annex 8: Revised Results Framework



Annex 8: List of People Met

Name	Organisation	Position
Arina Manyanya	Ministry of Finance	Director Prog Monitoring (Exp Management)/Gender Focal Person
Elisabeth Katumba	MWACSMED	Officer, Gender Dept
Farai Chidongo	Zim Parliamentary Caucus	Gender Desk Officer
Maria Dender	ZCC-CSO	Project Officer
Loveness Makonese	UNFPA	Gender Programme Specialist
Tendai Westerhof	PAPWCK	Director/Coordinator
Jane Chigiji	ZEC	Dep Chief Elections Officer/ZEC Gender Focal Person
Maureen Shonge	UN Women	Regional Policy Specialist-Women's Political Participation (ESARO)
Linda Kalenga	EU	Programme Officer
Yeukai Huchu	UN Women	M & E
Mrs Kufahakurotwi	MWACSMED	Hurungwe District Development Officer
Cynthia Kahwema	NPRC	
Community leader/Village Head	Hurungwe District	
	Min of Local Government	Karoi DDC
Councillor Chidhakwa	Ward 18 Hurungwe	Councillor
Tsverukai Duwa	Tsvingwe Mutasa District	Former Councillor
	PACDEF	Focal Person
Pamela Sithole	Tsvingwe Mutasa	Ward 21 Coordinator
Nomagugu	UN Women	Finance associate
Mrs Mtetwa	MWACSMED	District Development Coordinator
Sandra Mabota	Tsvingwe	Young Journalist
Agatha	PACDEF	
Selina Marewangepo	PACDEF	Focal person
Gorretti Mudzongo	UN Women	
Pat Made	UNW	
Mrs Mudzingwe	FACT	Hurungwe CSO
Alvod Mhonda	MOPSE Tavoy Secondary School	
	RCO	
Delphine Serumaga	UN Women	Country Representative
Pamela Mhlanga	UN Women	
Tinotenda Cecilia Muchena	UN Women	M&E Analyst
Nicea Gumbo	UN Women	
Charity Mungweme	Irish aid	
Gorette Mudzongo	UN Women	Governance and Women's

		Political Participation ADVISOR
Innocent Katsande	UN Women	Finance Associate

Annex 9: List of Documents Consulted

UN Women documents

Global reporting

UN Women Zimbabwe Strategic Note (2016-2020): Narrative Report
UN Women Zimbabwe Country Office Annual Reports: 2016; 2017; 2018; 2019; 2020
UN Women Zimbabwe Country Office Annual Work Plans: 2016; 2017; 2018; 2019; 2020
Zimbabwe Monitoring, Evaluation And Research Plan (MERP): 2016; 2017; 2018; 2019; 2021
UN Women Zimbabwe Quarterly Monitoring Reports: 2016; 2017; 2018; 2019; 2021

Assessment reports

Mutisi, M (2021). Assessment of UN Women Contribution toward Implementation of the Peace Building Fund Programme 2019 – 2021.
UN Women and ZIMSTAT (2021). Assessment of UN Women Contribution toward Implementation of the Peace Building Fund Programme 2019 – 2021.
Rosario Memorial Trust (2017). Women's Access to Land in Murewa District: A Qualitative Assessment Report. A Report supported by UN Women.
SNV and UN Women Stepping Up Women's Economic Empowerment.

Donor reports

Irish Aid: Interim donor report for the period June to December 2020.
Norway: Annual Report: Strengthening Capacities for Gender-Sensitive Peace and Security in Zimbabwe. November 2015 – October 2016.
Final Report. Senior Coordinator Advisor Prevention of Gender based Violence against Adolescent Girls and Young Women. September 2014 – April 2016.
Denmark: Interim Report. Prevention of Gender based Violence against Adolescent Girls and Young Women. January – March 2016.
Sweden: Annual Report. Joint Programme for Gender Equality (Zimbabwe). January – December 2015.
Annual Report. Joint Programme for Gender Equality (Zimbabwe). January – December 2016.
Final Programme Narrative Report. Joint Programme for Gender Equality (Zimbabwe). March 2014 – October 2017.
UN PBF: Annual Report. Building trust and confidence in Zimbabwe's Transition. January – December 2020.
Annual Report. Building trust and confidence in Zimbabwe's Transition. January – December 2019.
EU: Annual Report Spotlight Initiative. January – December 2019.
Annual Report. Spotlight Initiative. January – December 2020.
Annual Report. Spotlight Initiative. January – December 2021.

Evaluation reports

Marimo, N, Madzingira, N (2016). Mid Term Evaluation of the Joint Programme on Prevention of Gender Based Violence (JPGBV) Against Young Women and Adolescent Girls.
Chisvo, M, Karambakuwa, R (2017). Value For Money Assessment of the UN-Joint Programme on Gender Equality.
Hlatshwayo G, Mpofu S (2019). Final Evaluation of the Gender, Peace and Security Programme in Zimbabwe.
Bhatasara S (2021). Project Assessment of the implementation of the African Women Leaders Network Zimbabwe Initiative 2020 – 2021.
Madzingira N, Timmermans D. (2021). Spotlight Mid-term Assessment Report using ROM review UN Women (2019) Mid Term Review of UN Women ZIMBABWE Strategic Note (2016-2020).

Knowledge products

ZIMSTAT (2019). Understanding Gender Equality in Zimbabwe: Women and Men in Zimbabwe Report.

Zimbabwe Gender Commission (2020). Strengthening and Enhancing Accountability to Gender Based Violence in Zimbabwe: 2020 National Gender Forum Final Report.

UN Women (2019). UN Women Key Facts and Messages on Violence Against Women and Girls.

Zimbabwe Gender Commission (2021). Zimbabwe Gender Commission Monitoring and Evaluation Framework Handbook.

Reports on international instruments

Concluding observations on the sixth periodic report of Zimbabwe. March 2020

Other UN reports

UN (2019) ZUNDAF Mid Term Evaluation.

Other documents

Dart and Davis, 2003. "A Dialogical, Story-Based Evaluation Tool: The Most Significant Change Technique". *American Journal of Evaluation*. 24 (2): 137–155.

Dart and Davis, 2005. Most Significant Change (MSC) Technique: A Guide to Its Use. Rick Davies and Jess Dart. Available at: <https://mande.co.uk/special-issues/most-significant-change-msc/>

Key Informant Interview Guide (UN WOMEN)

Relevance

Strategic positioning

1. What partnerships has UN Women created to enhance its positioning in the national development and policy space?
 - a. How have these partnerships fared?
 - b. What strategies has UN Women used to advance efforts on gender equality and the empowerment of women?

2. How has the country office responded to changes in the context at global, regional and national level focusing on:
 - a. How the country office been responded to changes in global priorities of the headquarters (new programmes, new outcomes etc.)? **PROBE: Explore the impacts of these changes on UN Women Zimbabwe operations.**
 - b. How the country office responded to the transition to a new government in 2017? **PROBE: Explore the impacts of these changes on UN Women Zimbabwe operations.**
 - c. How the country office responded to the advent of COVID-19 and the restriction on gatherings and movement that followed? **PROBE: Explore the impacts of these changes on UN Women Zimbabwe operations.**

3. In the context of limited resources and partners request short assistance, how is the country office balancing the short term needs of partners (especially through requests for assistance) and long-term objectives on strengthening capacities for achieving gender equality and women's empowerment in Zimbabwe?

2. What is UN Women's comparative advantage compared with other UN entities and key partners? **PROBE: internal capacities, national positioning, added value of UN Women.**

Alignment

3. How is the portfolio aligned with national policies, strategies, and international human rights norms?
 - a) **INSTRUCTION: ASK RESPONDENT:** Identify national policies, strategies and international human rights norms to which the portfolio is aligned.

Context

4. When you consider the portfolio of UN Women Zimbabwe, is it addressing the main drivers of gender inequality in Zimbabwe?
 - a) **EXPLORE:** Which drivers are addressed and which ones are not? Why is this so (for both scenarios) addressing? Is the choice of interventions most relevant to the situation in the target thematic areas?
 - b) How can this be enhanced (explore the gaps)?

5. Which interventions have been more or less relevant to the situation of the target groups?

Partnerships

6. How does UN Women establish partnerships (*explore criteria used and its effectiveness*)? Are there lessons you have learned in partnership establishment? **PROBE: partnerships with government ministries, Parliament CSOs, donors, private sector, etc.**
7. How have the choice of partners contributed to UN Women's objectives? Which partnerships have been effective and which ones have been less?
 - a) Identify the existing partnerships?
 - b) How are they working to support the SN?

Coherence

8. What efforts have been made to ensure interventions achieve synergies within the UN Women portfolio?
 - a) What are the success and challenges?
9. What are UN Women's comparative advantage compared with other UN entities and key partners? **PROBE: Coordination of gender; advancing policy reforms; building capacities of the gender machinery.**

Efficiency

Organizational efficiency

10. How does the UN Women country office management structure support efficiency for implementation?
 - a) What changes (staffing structure, numbers, etc.) have occurred over the course of the SN and how have this affected efficiency?
11. Does the organization have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?
 - a) Which key skills, knowledge and capacities were needed to deliver the portfolio?
 - b) How does the organisation ensure access to the necessary skills, knowledge and capacities needed to deliver the portfolio?
 - c) What gaps exist and what have been the implications on the organisation's operations?

Mobilizing and managing resources

12. What successes have the UN Women country office had in mobilising resources?
 - a) Explore what is the funding gap and whether it has affected operations?
 - b) What challenges do you currently face in resource mobilisation?
 - c) What has the country office done to address these challenges?
13. What mechanisms were put in place to manage resources and risks?
 - a) How did these mechanisms manage risks and resources to ensure results?
Instruction: Explore key risks during the SN period.

Culture of results

14. What systems are in place to monitor and report on results?
 - a) Are these sufficient (in terms of data, quality of data and learning) and what needs to change?

- b) What are the roles of partners in the system?
15. What strategies did UN Women put in place to support national demand for (i) gender statistics and (ii) gender responsive evaluation data?
- a) Have these strategies-built ownership of the data systems? Provide examples.
 - b) What have been observed changes/successes in this area?
16. What has the UN Women country office done to strengthen national evaluation capacities?
- a) What results have you achieved through these interventions?
 - b) What lessons have you learned?

Knowledge management and communication

17. How have UN Women's knowledge management and communication capacities developed over the course of the SN period?
- a) What have been key achievements in (i) knowledge management and (ii) communication?
 - b) How does UN Women keep abreast of partner needs on knowledge management and communication and how have you been responding during the SN period?
 - a) What specific challenges have been faced and how can they be addressed?

Effectiveness

Programme

18. What have been the key achievements of UN Women Zimbabwe in each of the impact areas:
- a) Impact Area 1
 - b) Impact Area 2
 - c) Impact Area 3
19. For the achievements you mentioned earlier how has UN Women contributed to these achievements? **INSTRUCTION: Please note all changes highlighted in (18) above and ask how UN Women contributed to each of those results.**
20. What delays have been experienced in the achievement of some results? Which ones and what caused the delays?
21. Did you observe any unexpected results in the implementation of the SN (2016-2021)?
22. What were the enabling factors for results?
23. What were the main hindering factors to achieving planned outcomes?
24. When you look at the work of UN Women in the country, how is the balance in its mandate maintained (coordination, programming and policy mandates)?
- a) What challenges have you faced and how were they resolved?

UN coordination

25. What contribution has UN Women made to enhancing gender mainstreaming in the UN?

- a) **PROBE: Results of the GRG, influence on the gender score, wider mainstreaming of gender in joint UN Work.**
- b) What challenges have you faced and what is the outstanding business?

26. What contribution has UN Women have to gender coordination in the wider gender machinery in Zimbabwe?

- a) **PROBE: CSO coordination, government CSO partnerships.**

Normative

27. What contribution is UN Women making to implementing global and national norms and standards for gender equality and the empowerment of women in Zimbabwe? **PROBE for the following:**

- a) Strengthen capacities at national and local levels to implement the constitution, legal frameworks and policies that promote gender equality and women's empowerment in line with international standards;
- b) Ongoing domestication and implementation of SDGs;
- c) Development of the National Action Plan on UNSCR 1325;
- d) the development of the National Gender Policy; and Implementation strategy for the National Gender Policy;
- e) the Gender Machinery (MoWACSMED) on reporting on implementation of gender related international and regional treaties and conventions (CSW, CEDAW concluding recommendations and SDG VNR reports).

28. Has the UN Women country office shared any lessons to inform global, regional or national normative work? What are these lessons?

Sustainability

Capacity development

29. What measures has the country office been putting in place to ensure sustainability of its interventions/support?

- a) **Explore capacities of institutions: Chapter 12, government ministries, CSOs, Zimstat etc.**
- a) Which capacities will be sustainable and which ones will need further support?
- b) What are the challenges to sustaining capacity?

National ownership

30. Within government and state agencies, are there national champions that have supported the UN Women Zimbabwe's portfolio?

- a) **Who are these and what successes have seen as a result of their support?**
- b) Is there national ownership and are there national champions for different parts of the portfolio? **Please provide evidence.**

31. What about in Parliament?

- a) **Who are these and what successes have seen as a result of their support?**

32. Have you seen demonstrable actions of national ownership for your interventions? **Please provide evidence.**

33. Are there initiatives started by UN Women that have now been scaled up by government during the SN period?

- a) Which ones? How did you support scale up?

- b) What other interventions during the SN period have the potential for scale up?
- c) How are you supporting these initiatives to be taken up by government or other actors and scale up?

34. For actions implemented during the SN period, are there structures in place to support oversight and accountability of implementation post UN Women Zimbabwe support?
- a) Please provide evidence.
 - b) Have implementation/operationalisation of these systems been successful? Please provide evidence.

Human Rights and Gender Equality

Addressing structural causes of gender inequality

35. To what extent is the portfolio changing the dynamics of power in relationships between different groups?
- a) Dynamics of power relations in institutions (government, private sector, state institutions, parliament, political parties) to facilitate women's participation in Leadership and address exploitation and abuse. **Please provide examples.**
 - b) Dynamics of power relations between men and women in communities.
36. How has UN Women influenced these changes in power relations between men and women at institutional level, community level, and household level? **Please provide evidence.**
37. How has the portfolio addressed the following human rights and development principles:
- a) Participation/empowerment**
 - How have beneficiaries participated and been empowered through the portfolio's interventions?
 - b) Inclusion/non-discrimination**
 - What mechanisms have been put in place to ensure that interventions were inclusive and non-discriminatory, especially to vulnerable groups like people living with disability, women in hard to reach areas etc?
 - c) National accountability/transparency**
 - How has the portfolio fostered national accountability and transparency, especially in relation to gender equality and women's empowerment obligations?
38. Which groups is the portfolio reaching the most, and which remain excluded?
- a) How can the UN Women portfolio reach these groups?

Key Informant Interview Guide (Government Ministries, Independent Commissions and NGOs)

General Questions

1. What is your relationship to UN Women and how have you been working together during the period 2016-2021?
2. How has UN Women supported you during the SN?
3. How has UN Women support been coherent with your work?

Relevance

Strategic positioning

1. How is the support provided by UN Women aligned with the Government of Zimbabwe's priorities?
 - a. How is it aligned with your ministries' or CSO's priorities?
2. When you consider the positioning of UN Women in the gender context in Zimbabwe:
 - a. Are its interventions consistent with your envisaged role of UN Women in the country (programme)? What is this role and what is consistent and inconsistent?
 - b. In your view, how should UN Women strategically position itself to deliver on the role you envisaged?
3. **(ONLY: CSOs and Ministry of Women Affairs, Gender Commission)** To what extent is the work of UN Women achieving synergies with:
 - a. The work of CSOs in Zimbabwe? What are the success and challenges?
 - b. The work of government in Zimbabwe? What are the successes and challenges?
 - c. The work of Parliament? What are the successes and challenges?
 - d. The work of ZGC, NPRC, and ZEC? What are the successes and challenges?
4. What is UN Women's comparative advantage compared with other UN entities and key partners in the country? **PROBE: convening power, internal capacities, national positioning, added value of UN Women.**
5. When you consider the changes in the Zimbabwean context since 2016, such as: 1) The new government in 2017; 2) Introduction of the TSP; 3) Elections in 2018; 4) Cyclone Idai in 2019; 5) NDS1 in 2020; and 6) COVID-19:
 - a. In your opinion to what extent was UN Women responsive to these situations?
 - b. What impact did these changes have on your operations with UN Women?
 - c. What other changes occurred in the context of gender equality during this period? e.g., CEDAW report and recommendations, UPR observations and recommendations?
 - i. How did the UN Women work with government/CSOs to address these emerging issues?
6. How are the short-term requests for assistance balanced against long-term development needs?

Alignment

7. How is your work with UN Women addressing national policies, strategies, and international human rights norms?

- a) Identify national policies, strategies and international human rights norms to which the portfolio is aligned.

Context

8. When you consider the work of UN Women, would you say it is addressing the main drivers of gender inequality in your sector in Zimbabwe?
 - a. How can this be enhanced (explore the gaps)?

Partnerships

9. What advantages did your partnership with UN Women bring in the context of gender equality in the country?
 - a) Identify partner expertise, technical support, expanded reach, etc.
10. What were the challenges with the partnership?
 - b) How can these be addressed?

Efficiency

What support have you received from UN Women and has the support been received on time?

Organisational Efficiency

11. In your opinion, does UN Women have access to the necessary skills, knowledge and capacities needed to provide adequate support to partners?
 - a) Which key skills, knowledge and capacities were needed to support you?
 - b) How does the organisation ensure access to the necessary skills, knowledge and capacities needed to deliver the portfolio?
 - c) What gaps exist and what have been the implications on the operation of the partnership?

Culture of results

12. In your partnership with UN Women, was a result monitoring system established?
 - a) To what extent was it implemented? What challenges were experienced and how could they have been resolved?
 - b) Are these sufficient (in terms of data, quality of data and learning) and what needs to change?
 - c) What is your role as a partner in the monitoring system?
13. To what extent has UN Women supported national ownership and demand for gender responsive policy and evaluation evidence?
 - a) How did UN women support national ownership and demand for gender-responsive policy and evaluation evidence?
 - b) What have been observed changes/successes in this area?
14. **(INCLUDE Zimbabwe Evaluation Association (ZEA))** Have national evaluation capacities for gender-responsive evaluation been addressed and strengthened?
 - a) How has UN Women addressed and strengthened national evaluation capacities for gender responsive evaluation?

Effectiveness

Programme

15. What results did you aim to achieve with the partnership with UN Women?
 - a) To what extent were planned results achieved for the partnership? Were these achieved on time?

- i. What are the key achievements of the UN Women interventions you supported during the SN period? **PROBE: Explore achievements by result areas.**
 - ii. How has UN Women contributed to these achievements?
 - iii. Are there challenges you faced in achieving these results? What were the challenges and how were they addressed?
- 16. Were there any unexpected results (positive and negative) from your partnership with UN Women? For whom?
- 17. What were the main enabling and hindering factors to achieving planned results of your partnership with UN Women?
- 18. **ONLY WROs, Ministry of Women Affairs, and Zimbabwe Gender Commission:** When you consider the work UN Women is doing in the country, is there a balance in its three mandates of normative, coordination and programming work?
 - a) Why do you say so?
 - b) What can be done to maintain the balance?

Normative

- 19. What contribution is UN Women making to implementing global and national norms and standards for gender equality and the empowerment of women in Zimbabwe? **PROBE for the following:**
 - a) Strengthen capacities at national and local levels to implement the constitution, legal frameworks and policies that promote gender equality and women's empowerment in line with international standards;
 - b) Ongoing domestication and implementation of SDGs;
 - c) Development of the National Action Plan on UNSCR 1325;
 - d) the development of the National Gender Policy; and Implementation strategy for the National Gender Policy;
 - e) the Gender Machinery (MoWACSMED) on reporting on implementation of gender related international and regional treaties and conventions (CSW, CEDAW concluding recommendations and SDG VNR reports).

Sustainability

National ownership

- 20. What actions have you taken to continue with the work that started with your partnership with UN Women? **Please provide evidence.**
- 21. What oversight and accountability structures were put in place to support continuation of the interventions after the partnership with UN Women?
 - a) Have implementation/operationalisation of these systems been successful?
- 22. Are there initiatives started through partnership with UN Women that have now been scaled up? Which ones?
 - a) How did UN Women prepare you for scale up? Was this adequate? What else could have been done?

Human Rights and Gender Equality

Addressing structural causes of gender inequality

- 23. To what extent did your partnership with UN Women change dynamics of power in relationships between men and women?

- a) Dynamics of power relations in institutions (government, private sector, state institutions, parliament, political parties) to facilitate women's participation in Leadership and address exploitation and abuse. **Please provide examples.**
- b) Dynamics of power relations between men and women in communities.
- c) How is this change being achieved?

24. How has your partnership with UN Women addressed the following human rights and development principles:

a) Participation/empowerment

- How have beneficiaries participated and been empowered through the portfolio's interventions?

b) Inclusion/non-discrimination

- What mechanisms have been put in place to ensure that interventions were inclusive and non-discriminatory, especially to vulnerable groups like people living with disability, women in hard-to-reach areas, etc?

c) National accountability/transparency

- How has the portfolio fostered national accountability and transparency, especially in relation to gender equality and women's empowerment obligations?

25. Which groups did your partnership reach the most, and which ones are being excluded? How can these excluded groups be reached?

Focus Group Discussion Guide (Community Leaders/Beneficiaries)

My name is [name of researcher]. We are currently conducting an evaluation of the UN Women's country portfolio. UN Women is a United Nations organization that is concerned with gender equality and women's empowerment in Zimbabwe and the world. UN Women works through partners who are NGOs and government. Now that the strategic note cycle is over, UN Women would like to assess its overall performance, appropriateness of the interventions and approaches to partnerships, the process of implementation and other aspects, such as project effectiveness and efficiency, impact and sustainability of project gains. We are here today to look at the partnership that UN Women had with [name of partner]. [Name of partner] worked in this community for the period [insert period]. They were supporting [provide details of the work done by the NGOs being assessed].

You have been selected among the people to participate in this evaluation. We would like to invite you to participate in this interview. It should take about 1 hour to complete. Please note that your participation is voluntary and all information you provide will remain confidential and your responses will not be identified with you but aggregated with those of other participants. If you are willing to participate, please kindly complete the consent form below. By typing your name and submitting the form, you acknowledge that you have voluntarily accepted to take part in the survey. When answering the questions, kindly be as frank as you can in your responses. Where required, please provide as much detail as possible in your responses.

Consent Form

This evaluation involves asking you questions about the UN Women's operations in Zimbabwe. This will help in understanding how you partnered with UN Women through the implementation of various interventions in the strategic period (2016-2021). The information you provide will help in planning future operations of the UN Women in Zimbabwe. If you have questions about the evaluation, please contact the lead consultant Mr. Ngoni Marimo on mobile phone number +263775163265 or via email on ngoni@developmentsolutions.co.zw

I have asked questions about the study and I am satisfied with the answers I obtained from the consultant. I am aware that the results of the study will remain confidential and the information will be presented to the UN Women. I understand that my participation is voluntary and I can withdraw at any time during the evaluation and there will be no consequence.

By ticking the appropriate boxes and typing my name I acknowledge that I have read and understood the information provided to me about the survey and I am voluntarily consenting to participate in this evaluation.

I, _____ have read (or had information read to me by _____) and understood the purpose and objectives of the evaluation.

I hereby (tick if Yes and cross if No in appropriate boxes)

I agree to participate in the evaluation

I agree to being audio recorded during interview

I give agree to be taken pictures during the evaluation

Date: _____

Place: _____

General Questions

1. How have you interacted with [partner of UN Women] supported interventions within your community?
2. Were you involved in the planning and design of the project during its formulation and inception in your community? *[Probe on selection criteria]*.
3. Which community members have been most involved/participated in the project, who were the direct and indirect beneficiaries? **Probe on how the community is benefiting from UN WOMEN supported interventions.**
4. What were your expectations from the program and to what extent have they been met? *[Probe on different priority area focus]*.

Relevance

Context

5. To what extent are the projects addressing the needs of women and girls in your community?
6. Are they addressing the main reasons for why women and girls face these challenges? Why do you say so? **INSTRUCTION: Please note the challenges and then ask what causes this challenge for women and girls? Ask participants to compare the causes of the challenges with the project's interventions? Ask them to note if there are any gaps. In the end you should have table that links each problem and causes to interventions. It is ok to have interventions without causes and causes or challenges without interventions. They should be in the table and reflected that way.**

Partnerships

1. In your opinion, was *[name of partner]* the right partner to deliver on these activities in your community?
 - a. Why do you say so?
2. How did they worker with community leaders? Was their work with them appropriate?
 - a. As far as you know, did they work with districts officials? How?

Efficiency

3. Were interventions delivered on time? What were the challenges?
4. On scale of 1-10 with 10 being the best quality how would you rate the quality of support you received from *[name of partner]*?

Effectiveness

Programme

5. What did the project support change in your community for women and girls?
 - a. Explore Women empowerment, confidence, less GBV, participation in leadership, male support, dismantled harmful social norms.
 - b. **[ONLY COMMUNITY LEADERS]** As community leader how did the project help you in role in the community? Explore capacities built.
6. What are the main enabling and hindering factors to achieving the results you mentioned earlier?
 2. What unexpected results (positive and negative) have you observed from the support by *[name of partner]*? For whom?

Sustainability

Capacity development

7. On scale of 1-10 where 10 is the highest possibility for sustainability, how would you rate the sustainability of the changes brought about by the project? Why would you say so?
 - a) What can be done to help the changes be sustainable?

National ownership

8. **[FOR COMMUNITY LEADERS]** How are you as community leaders going to continue supporting these interventions? What challenges will you likely face?
9. How are you as the community going to continue with these interventions? What challenges will you likely face?

Human Rights and Gender Equality

10. Are there specific groups of women and girls that left behind by this support?
 - a) Who are these?
 - b) How can they be reached with similar support? Which groups is the portfolio reaching the most, and which are being excluded?

Literature Review Checklist

Relevance

Alignment

1. Is the portfolio aligned with national policies, strategies and international human rights norms?
- b) How is the portfolio aligned with national policies, strategies, and international human rights norms?
- c) Identify national policies, strategies and international human rights norms to which the portfolio is aligned.

Efficiency

Organizational efficiency

1. To what extent does the UN Women (multi-)country office management structure support efficiency for implementation?
 - a) How does the UN Women country office management structure support efficiency for implementation?
 - b) What changes (staffing structure, numbers, etc) have occurred over the course of the SN and how have this affected efficiency?
2. Does the organization have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?
 - d) Which key skills, knowledge and capacities were needed to deliver the portfolio?
 - e) How does the organisation ensure access to the necessary skills, knowledge and capacities needed to deliver the portfolio?
 - f) What gaps exist and what have been the implications on the organisation's operations?

Mobilizing and managing resources

4. How well positioned is UN Women to mobilize resources to support the Strategic Note? – Were resources mobilised sufficient to meet the SN goals/ targets?
5. How well have resources and risks been managed to ensure results?
 - c) What mechanisms were put in place to manage resources and risks?
 - d) How did these mechanisms manage risks and resources to ensure results?

Instruction: Explore key risks during the SN period.

Culture of results

6. Has a results-based management system been established and implemented?
 - a) What systems are in place to monitor and report on results? Are these sufficient (in terms of data, quality of data and learning) and what needs to change?
 - b) What are the roles of partners in the system?
7. To what extent has UN Women supported national ownership and demand for gender responsive policy and evaluation evidence?
 - a) How did UN women support national ownership and demand for gender-responsive policy and evaluation evidence?
 - b) What have been observed changes/successes in this area?

8. Have national evaluation capacities for gender-responsive evaluation been addressed and strengthened?
 - b) How has UN Women addressed and strengthened national evaluation capacities for gender responsive evaluation?

Knowledge management and communication

8. Are UN Women's knowledge management and communications capabilities and practices relevant to the needs of the portfolio and partners.
 - b) What are the knowledge management and communication need for the portfolio and partners?
 - c) How has UN Women's knowledge management and communication capabilities and practises been able to respond to these needs?
 - d) What specific challenges have been faced and how can they be addressed?

Effectiveness

Programme

1. To what extent planned outputs have been achieved on time?
 - d) What are the key achievements of UN Women during the SN period? **PROBE:**
Explore achievements by result areas.
 - a) How has Un Women contributed to these achievements?
 2. What has UN Women's contribution been to the progress of the achievement of outcomes?
 - a) Identify Outcomes achieved?
 - b) How has UN Women supported achievement of these outcomes?
 3. What unexpected outcomes (positive and negative) have been achieved? For whom?
 4. What are the main enabling and hindering factors to achieving planned outcomes?
 5. Is the balance and coherence between programming operational coordination and policy-normative work optimal?
-
1. Is the balance and coherence between programming operational coordination and policy-normative work optimal?

Structured Individual Tool for Un Women Zimbabwe Stakeholders

Introduction

Hello, the UN Women Zimbabwe is conducting a final evaluation of its Strategic Note (SN) (2016-2021). The SN focuses on the following areas: Women Political Empowerment (WPE) impact area 1; Women's Economic Empowerment (WEE) impact area 2; and Ending Violence Against Women (EVAW) impact area 3. Now that the strategic note cycle is over, UN Women would like to assess its overall performance, appropriateness of the interventions and approaches to partnerships, the process of implementation and other aspects, such as project effectiveness and efficiency, impact and sustainability of project gains. You have been selected among the people to participate in this evaluation. We would like to invite you to participate in this interview. It should take about 20 minutes to complete. Please note that your participation is voluntary and all information you provide will remain confidential and your responses will not be identified with you, but aggregated with those of other participants. If you are willing to participate, please kindly complete the consent form below. By typing your name and submitting the form, you acknowledge that you have voluntarily accepted to take part in the survey. When answering the questions, kindly be as frank as you can in your responses. Where required, please provide as much detail as possible in your responses.

Consent Form

This evaluation involves asking you questions about the ***Un Women's operations in Zimbabwe***. This will help in understanding how you partnered with UN Women through the implementation of various interventions in the strategic period (2016-2021). The information you provide will help in planning future operations of the UN Women in Zimbabwe. If you have questions about the evaluation, please contact the lead consultant **Mr. Ngoni Marimo** on mobile phone number **+263775163265** or via email on ngoni@developmentsolutions.co.zw

I have asked questions about the study and I am satisfied with the answers I obtained from the consultant. I am aware that the results of the study will remain confidential and the information will be presented to The UN Women. I understand that my participation is voluntary and I can withdraw at any time during the evaluation and there will be no consequence.

By ticking the appropriate boxes and typing my name I acknowledge that I have read and understood the information provided to me about the survey and am voluntarily consenting to participate in this evaluation.

I, _____ have read (or had information read to me by _____) and understood the purpose and objectives of the evaluation.

I hereby (*tick if **Yes** and cross if **No** in appropriate boxes*)

- I agree to participate in the evaluation
 I agree to being audio recorded during interview
 I give agree to be taken pictures during the evaluation

Date: _____

Place: _____

Section A: Background

No.	Question	Responses	Code	Skip Rule
A1	Gender	1= Male 2= Female		

No.	Question	Responses	Code	Skip Rule
A2	Institution	1 = Government ministry 2= CSO 3= Private sector 4= UN agency 5= independent commission 6= Other [specify]		
A3	Has your organisation/ institution interacted with UN Women	1= Yes 2= No		Skip to Section B if “Yes”
A4	For how many years and months have you been involved with UN Women?	Years Months		
A5	What was the nature of working/	1 = Partnership for a project/programme 2= coordination 3= recipient of support 4= joint technical support 5 = funder		

Section B: Relevance, coherence and strategic fit

No.	Question	Responses	Code	Skip Rule
B1	In your opinion, is the portfolio of UN Women aligned with national policies, strategies and international human rights norms?	1= To a greater extent 2= to a lesser extent 3=Not at all		Skip to Section C if “To a greater extent”
B2	Please state what you consider as UN Women’s comparative advantage in the country			
B3	Is UN Women fulfilling this comparative advantage?	1= To a greater extent 2= partly 3=Not at all		
B4	Which comparative advantages are being fulfilled?	1. 2. 3.		
B5	Is UN Women’s work strongly coordinated with other actors in the gender machinery?	1= To a greater extent 2= partly 3=Not at all		

Section C: Efficiency

No.	Question	Responses	Code	Skip Rule
C1	Does UN Women have adequate skills knowledge and capacities to deliver its	1=to a greater extent 2= to a lesser extent 3=Not involved at all		

No.	Question	Responses	Code	Skip Rule								
	mandate in Zimbabwe?											
C2	Does the UN Women management structures allow for efficient management including: <ul style="list-style-type: none"> • Disbursement • Technical support • Monitoring and evaluation? 	<table border="1"> <thead> <tr> <th>Component</th> <th>Responses: 1=to a greater extent 2= to a lesser extent 3=Not involved at all</th> </tr> </thead> <tbody> <tr> <td>Disbursement</td> <td></td> </tr> <tr> <td>Technical support</td> <td></td> </tr> <tr> <td>Monitoring, evaluation and feedback</td> <td></td> </tr> </tbody> </table>	Component	Responses: 1=to a greater extent 2= to a lesser extent 3=Not involved at all	Disbursement		Technical support		Monitoring, evaluation and feedback			
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Technical support												
Monitoring, evaluation and feedback												

Section D: Effectiveness

No.	Question	Responses	Code	Skip Rule										
D1	Tell me if you disagree, somewhat agree or agree with the following.	<table border="1"> <thead> <tr> <th>Statement</th> <th>1=Disagree 2=Somewhat agree 3=Agree</th> </tr> </thead> <tbody> <tr> <td>UN Women has been able to strengthen the capacity of the gender machinery in Zimbabwe</td> <td></td> </tr> <tr> <td>Gender statistics have been strengthened in Zimbabwe</td> <td></td> </tr> <tr> <td>UN Women has contributed to the strengthening women's participation in decision making</td> <td></td> </tr> <tr> <td>UN Women contributed to changes in the policy framework that ensures protection of women and girls from abuse and supports their empowerment and ascension into leadership positions.</td> <td></td> </tr> </tbody> </table>	Statement	1=Disagree 2=Somewhat agree 3=Agree	UN Women has been able to strengthen the capacity of the gender machinery in Zimbabwe		Gender statistics have been strengthened in Zimbabwe		UN Women has contributed to the strengthening women's participation in decision making		UN Women contributed to changes in the policy framework that ensures protection of women and girls from abuse and supports their empowerment and ascension into leadership positions.			
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D2	What contributions have you observed?	1. 2. 3.												

Section E: Sustainability

No.	Question	Responses	Code	Skip Rule
E1	In your opinion, is there sufficient ownership of UN Women's interventions for national stakeholders to take up its initiatives?	1=to a greater extent 2= to a lesser extent 3=Not involved at all		
E2	Do UN Women's partnership approaches enhance ownership and possibility of national uptake of	1=to a greater extent 2= to a lesser extent 3=Not involved at all		

	interventions?			
E3	Does UN Women adequately prepare national stakeholders to continue with interventions?	1=to a greater extent 2= to a lesser extent 3=Not involved at all		

Section F: Human rights and gender equality

No.	Question	Responses	Code	Skip Rule
F1	Is UN Women addressing the root causes of gender inequality in Zimbabwe?	1=to a greater extent 2= to a lesser extent 3=Not involved at all		Skip to G1 if "1"
F2	What root causes of gender inequality are being tackled by UN Women?	1. 2. 3. 4.		

Section G: Other issues

No.	Question	Responses	Code	Skip Rule
G1	What else would you like to say about UN Women's operations in the country?			

Section H: Recommendations

No.	Question	Responses	Code	Skip Rule
H1.	List up to three improvements you would like to see for the UN Women operations	List		

Thank you for your time

Annex 10: Case Studies of Results

Success case 1: Snapshot of some Key Achievements

Women's Political Participation (WPP)

A Gender Observatory (GO), the first of its kind was created with UN Women technical support and financial support and used as one of the strategies to monitor and promote women's participation in the 2018 general elections. It was specifically utilized to gather evidence and document women's experiences throughout the electoral cycle in line with national, regional and international provisions through a multi-stakeholder platform managed by the Zimbabwe Gender Commission. In line with its evidence gathering and documentation, the GO produced an election monitoring report, a documentary capturing women's experiences in elections and media monitoring report. The GO was a unique platform in that it comprised of all the key actors that have a role to play in elections: Independent Institutions established in terms of Chapter 12 of Zimbabwe's Constitution, government ministries, the academia, civil society gender advocates, security sector actors and Parliament. The independent commissions include the Zimbabwe Human Rights Commission (ZHRC), Zimbabwe Electoral Commission (ZEC), the Zimbabwe Gender Commission, the Media Commission and the National Peace and Reconciliation Commission (NPRC). The Ministry of Women Affairs provided the key Government support in addressing issues affecting women within the electoral cycle. The Zimbabwe Women's Parliamentary Caucus secretariat provided support to document the experiences of female members of parliament within the electoral cycle. Civil Society Organizations in the GO included the Women's Coalition of Zimbabwe whose role was to highlight key concerns and good practices emerging from its constituencies and incidents reported in the women's situation room for the attention of the Gender Observatory. Other CSOs working on elections, such as the Election Resource Centre, Women in Parliamentary Support Unit, Electoral Institute for Sustainable Democracy in Africa and Albinos Trust representing the marginalized persons was also part of the Observatory. CO supported the ZGC to conceptualize this initiative utilizing UN Women's global experience in election support and technical guidance on mainstreaming gender in the electoral cycle.

The GO played a critical role to engage the political parties regarding the online violence against women.

The ZGC led high level private dialogues with political parties to encourage them to desist from electoral violence. These meetings were attended by the ZGC Chairperson and commissioners while the representation from the political parties was at leadership level in some instances involving the party secretaries.

- **Improved handling of reported cases of violence against women by Police officers (including seeking collaboration and or input with other stakeholders to address issues of concern):** The UN Women Guide on dealing with VAWE was utilized as a resource in the training as well as draft security sector guideline for addressing electoral violence. A senior official Commissioner Maseko indicated that police officers were more informed in the conduct of their work due to the sensitization trainings offered to police and accountability enforced through their membership in the GO. A total of 1500 police officers were reached with training on gender and elections.
- **Improved gender analysis and administrative arrangements for women:** Improved administrative arrangements for women were observed at polling as compared to the previous elections. Female polling officers were not relegated to gender related activities, such as

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cooking for other election officials but were assigned specific duties to support the voting process itself, lactating and expecting women were given preference on voting day; women only queues; maintaining registration and polling data disaggregated by sex and province. ZEC's participation in the GO kept them accountable to implement the GO recommendations.

- **Fostered Partnerships and Collaboration:** The GO provided a critical platform for increased and improved coordination of actors working on women in politics as the GO provided a platform to share and exchange information and knowledge and a stronger voice for advocacy. There was increased partnership between the Chapter 12 Commissions in the GO: They collectively strategized on how to improve women's participation in politics and elections. The ZEC was available to provide relevant information to GO members and to support citizens more effectively through guidance given by other GO members who included CSOs. The relationship between CSOs and the Chapter 12 commissions benefitted from the dialogues and reflective processes that they undertook together while conducting the business of the GO.
- **Use of robust observation methods and approaches:** The GO used various tools and approaches to observe the election cycle, which included participant observation, key informant interviews, secondary analysis of data, media monitoring, and academic analysis.
- **Documentation of women's experiences in elections as part of knowledge generation:** several multi-media products documenting the experiences of women in the 2018 elections were produced by the CO.

CO successfully implemented a joint election project with UNDP. UN Women's role was to support the Zimbabwe Electoral Commission to deliver a gender sensitive election. In providing this support, CO utilized various strategies: Analysis of proposed legislation, development and review of voter registration, education, and voting material. CO strategically located gender equality within the work of the commission, capacity building efforts benefited from UN Women's inputs and facilitation of sessions where the nexus between election administration and gender equality was clearly made. The Electoral Commission was able to craft gender sensitive voter registration regulations, which included an expansive section on how to obtain proof of residence, including the utilization of hospital cards from women.

Through the Woman Vote Campaign, lactating mothers, persons with disabilities and pregnant women were given preferential treatment during the elections. ZEC indicated that they ensured that women are represented fully throughout all levels of the EMB secretariat, and in its temporary election staff as polling station managers as well as polling station staff. Efforts were made to ensure women's active role in the election administration structures including: female trainers, female voter educators and voter registration, and polling staff. The gender campaign messages were also disseminated through social media and women's Organisations. The campaign message was: "the women's vote campaign." This gender campaign was the first for ZEC and included powerful visuals encouraging women to vote. "This campaign was groundbreaking and a bold initiative" – a comment from one of the foreign election observers.

"50-50 campaign" aimed at increasing women's participation in the elections; a Women's Manifesto which had been produced by the Zimbabwe Women's Parliamentary Caucus (ZWPC) and its partners; a Gender Parity Pledge which was signed by 13 political parties. The political parties committed to

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ensuring that there is gender balance on their party lists they field candidates for the 2018 harmonized presidential and parliamentary elections. UN Women influenced the coming together of the gender machinery to rally behind this important national initiative at which several products were launched. Among them, to advocate and consolidate efforts to secure the rights of women both in policy and in practice.

The CO supported the ZGC to convene the 2018 National Gender Forum, which was held under the theme “Gendered Review of the 2018 Harmonised Elections, Lessons Learnt and Strategies for 2023.” The Forum was attended by a total of 500 participants from the country's 10 provinces with representation from CSO, FBOs, Political Parties, Parliamentarians, Councillors, Private Sector, Academia, and Government Ministries. The 2018 Forum sought to review from a gendered perspective the 2018 Harmonised Elections; share challenges experienced by women candidates and consolidate lessons learnt; and come up with concrete recommendations to increase women’s representation in the forthcoming 2023 harmonised elections. Through the Call to Action, the Forum recommended the implementation of the 50-50 clause at political party level and creation of new laws to ensure the implementation of gender parity. Through UN Women's technical support, the ZGC engaged all three main political parties in parliament to advocate for the 50-50 representation in all political party nominations and appointments in the run up to the 2018 general elections. This effort contributed to the commitment by political parties to ensuring that there is gender balance on party lists for candidates fielded for the 2018 harmonised presidential and parliamentary elections through the signing of the gender parity pledge.

The CO supported the Zimbabwe Gender Commission and Zimbabwe Women Parliamentary Caucus to develop a gender sensitive analysis of the Electoral Amendment Bill focusing on the gaps and areas that need strengthening from a gender perspective. The analysis of the Bill was also used as a strategy by the WCOZ for mobilisation of its constituency to engage in the consultative meeting on the bill and submission of concerns to the Clerk of Parliament. The analysis called on government to adopt a holistic approach to the alignment of laws affecting elections and made recommendations of provisions that would enhance women's participation in elections and consequently in decision making structures as well. CO in collaboration with UNDP under the JPGE programme supported the development of an Advocacy Strategy for Women in Politics, which was informed by national, regional and international frameworks. CO in collaboration with UNDP also supported the ZGC to carry out three regional community dialogues: In Mudzi District, (Mashonaland East Province) on 27 April 2017, Gwanda District (Matebeleland South Province) on 11 May 2017, and Mutasa District (Manicaland Province) on 17 May 2017. The dialogues were held under the theme Promoting Balanced Participation of Women and Men in decision-making at all levels.

The CO Implementing Partner WILSA produced a baseline study report for the indicators to assess the performance of duty bearers across the five selected themes for monitoring accountability to gender equality and women’s empowerment. Indicators are based on the following themes: Access to Justice, Women Economic Empowerment, Women’s Equal representation, Gender Based Violence, and Sexual and Reproductive Health and Rights. WILSA produced a thematic report titled – “Where is the Equality” – on the use of monitoring tools by the 10 CSOs they were working with. The publication reflects on stories of change and highlights some of the gender inequalities that are persisting proposing recommendations for action by duty bearers. A policy brief on the gendered dynamics of the Biometric voter registration was produced.

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Ending Violence Against Women

Youth

UN Women Zimbabwe facilitated training and provided grants to support youth focussed organisations in the implementation of SASA. SASA! is a ground-breaking community mobilization approach developed by Raising Voices in Uganda for preventing violence against women and HIV and AIDS. SASA! focuses on unpacking power, both its positive and negative uses and aims to walk communities through the process of creating social norm change. Eight organisations trained on how to implement the Start Phase and in the use of the SASA! kit, which includes communication and advocacy materials in June 2018, with the support from Raising Voices Uganda. Three of the trained organisations were awarded grants to roll out SASA! in three selected districts. The CO has successfully completed the Start Phase and has continued to the Awareness Phase, in its adaption of the SASA! Methodology, which is a part of the interventions for addressing GBV and HIV and AIDS among adolescent girls and young women within the Global Fund Programme. UN Women is currently providing technical and financial support to three organisations to roll out SASA! in three districts. SASA! takes an innovative approach to community mobilisation. SASA! is an acronym for a four-phase process: Start, Raise awareness, Support and Take action to prevent HIV and AIDS and violence against women.

Throughout 2019, the CO has been implementing the SASA! Model and successfully completed the Start Phase and continued to the Awareness Phase, in its adaption of the SASA! Model in communities, which is a part of the interventions for addressing gender inequality, violence against women, gender-based violence, HIV and AIDS and promote respectful relationships targeting women and men, and boys and girls. To date, 196 community members – women (109) and men (87) – have been trained as SASA! community activists. More so, 8432 (6,692 Females and 1,740 Males) beneficiaries were reached through SASA! activities. These included women living with HIV and AIDS and youths. In addition, through various GBV campaigns, the number of indirect beneficiaries reached by the three projects is 11,361 in total (8,064 Females and 3,297 Males).

Within these projects, there has been a deliberate attempt to ensure that the initiatives are inclusive of LNOB groups, in particular youth, older women, women living with HIV and AIDS and women belonging to different ethnic groups. The project has managed to reach over 200 Doma people in Mbire District since its inception. The Doma people have been detached from the rest of the country due to a poor road and communications network. They are located on the south bank of the Zambezi River at the extreme northern point of the country and surrounded by safari areas. The Doma people are some of the indigenous inhabitants of the Zambezi Valley and are considered as Zimbabwe's most socially and economically excluded group. The nomadic Doma people, who are "marginalised hunter-gatherers" endure some of the most difficult living conditions and often have very limited access to information. CO has supported Katswe Sisterhood, who have successfully engaged members of this community through SASA! initiatives. Katswe has 4 young Doma women volunteering in the community, including the village headman's wife who has been quite vocal on early child marriages. The Doma community activists work with their community to champion issues of gender-based violence and HIV and AIDS in the district. To date, 196 community members (109 women and 87 men) have been trained as SASA! community activities. During the reporting year, 8432 (6,692 Females and 1,740 Males) beneficiaries were reached through SASA! activities. In addition, through various GBV campaigns the number of indirect beneficiaries reached by the three projects is 11,361 in total (8,064 Females and 3,297 Males).

UN Women also facilitated linkages between the Global Fund HER VOICE initiative for young women's

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organizations to access funds. Through this interaction and with assistance in project design and proposal preparation, two organisations have accessed funding. Engagement with youth organisations informed UN Women negotiations in the Global Fund Prioritized Above Allocation Request (PAAR) re-prioritisation exercise. As a result, the modules covered in the reprioritization included prevention programs for adolescents and youths in and out of school, and HIV Testing and prevention programmes for other vulnerable populations.

Within the framework of the Spotlight Initiative Outcome 2 on strengthening national institutions, and in partnership with the Ministry of Public Service, Labour and Social Welfare, the CO supported the Orientation of the National Disability Board Members on CRPD/ SGBV/ HP/SRHR. The CO provided analysis of some of the key gender and disability issues, which the National Disability Board would have to ensure are addressed. These include Physical violence, Sexual violence, and Emotional violence. The CO has also been deliberate in supporting the participation of women with disabilities in key conversations, including the Marriages Bill, Beijing 25+ and male engagement in SRHR, and HIV and AIDS programmes.

In the spirit of leaving no one behind, the CO successfully convened youth focussed dialogues during the commemoration of international days, including the 16 Days of Activism against GBV, in collaboration with UN agencies and women's organisations. The key advocacy issues related to access to SRHR services, access to justice, access to information, male engagement, and the need for recreational programmes in their different localities were identified and will shape UN Women's engagement with the target group going forward.

Women living with HIV and AIDS

UN Women collaborated with the Pan African Positive Women's Coalition (PAPWC) to enhance knowledge and build capacity of 70 members of the Zimbabwe Women Living with HIV and AIDS National Forum (ZWLWHNF) in monitoring of Global Fund processes. The process started with capacity building of the forum planning committee. UN Women assisted in the design of a consultation process, which involved district consultations of women living with HIV and AIDS to ascertain their awareness levels on the Global Fund and related processes. The CO supported the participation of 20 more women selected from all the 10 provinces during the final all stakeholder workshops. Women present were provided with information on the work of UN Women in the HIV and AIDS response, current HIV and AIDS and GBV programmes and advocacy initiatives impacting on women, meaningful involvement of people living with HIV and AIDS (MIPA), the Global Fund Country Coordinating Mechanism (CCM), the funding process and other funding opportunities. The intervention outlined the need for community monitoring and social accountability tools, and engagement with duty bearers and service providers from local to national level emerged as key action areas, which the CO will support in 2019.

UN Women convened women's organisations, including those of women living with HIV and AIDS in different platforms to define an advocacy agenda on gender, culture and social factors driving/fuelling HIV and AIDS and GBV. Decriminalisation of wilful transmission of HIV and AIDS emerged as a key advocacy issue. Subsequently, an HIV and AIDS Symposium was held for which the CO supported promotional material and presentations by the ZWLWHNF who made a case for the involvement of women's organisations in decriminalisation. A key recommendation was to advocate for the repealing Section 79 (1) of the Criminal Law (Codification and Reform) Act on deliberate transmission of HIV and AIDS. Parliamentarians present from the Portfolio Committee on Health and the Senate Thematic Committee on HIV and AIDS agreed to move the motion to repeal the law in both the lower and upper

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houses in 2019. They will be supported by a core team which will include women living with HIV and AIDS, lawyers, Members of Parliament, Government Officials and UN Women.

Women with disabilities

Within the framework of the UN Partnership to Promote the Rights of Persons with Disabilities (UNPRPD) project on Advancing the Rights of Women and Girls with Disabilities, UN Women made input into the survey design and data collection tools for the field research on – “Needs aspirations and concerns of women and girls with disabilities” – to ensure that they were comprehensive as this was one of the surveys of its kind. The research highlighted challenges faced by women and girls with disabilities, which include dealing with negative perceptions and stigma, limited access to justice and sexual and reproductive health services, violence, injury or abuse, neglect or negligent treatment.

UN Women facilitated a consultation between women’s organisations and the Minister of Health and Child Care to allow women affected and infected by HIV and AIDS to share concerns about their seeming marginalisation in the national HIV and AIDS response. A total of 100 participants attended the consultation. The minister responded positively and personally committed to ensuring that funds would be availed to Women’s organisations to strengthen their capacity, participation and engagement. Consultation 2: UN Women also facilitated an event where the Vice President and Minister of Justice, Legal and Parliamentary Affairs was Guest of Honour. A total of 101 participants, including representatives of the Parliamentary Portfolio Committee on Health; members of the Inter-Ministerial Committee on Rape and Sexual Abuse; representatives of the International Donor Community; representatives of the United Nations Country Team; representatives from various Women’s organisations; senior Government Officials; members of parliament, media representatives; and ordinary people attended the event.

UN Women Zimbabwe supported the involvement of women’s organizations in the process of developing Zimbabwe’s funding proposal to the Global Fund. Through coordination of women’s organizations in the health cluster of the Women’s Coalition of Zimbabwe (WCOZ), a detailed document detailing the key HIV and AIDS and sexual and reproductive health issues affecting adolescent girls in Zimbabwe was drafted. The document was then forwarded to the Country Coordinating Mechanism (CCM) together with the deployment of a technical expert to help articulate interventions for adolescent girls and young women. This resulted in Zimbabwe securing an \$8 million grant for three years from the Global Fund to Fight HIV and AIDS, Tuberculosis and Malaria for national HIV and AIDS programming for adolescent girls and young women. This was the first time WCOZ, which consists of more than 80 women’s organizations across the country, was capacitated to apply for a large global fund. It was also UN Women’s first attempt to closely contributing to the Global Fund proposal writing process. UN Women Zimbabwe provided a regional expert to technically support the women’s organizations in the various stages of the conceptualization, design and writing of a Concept Note and budget for the Global Fund application.

Women’s Economic Empowerment

Rights to land for women have been enshrined in law in Zimbabwe, but the practice of law in reality often has not delivered women’s empowerment and rights. Zimbabwe has a range of progressive laws aimed at gender equality on the statute books – notably around marriage, inheritance and succession. These feed through into land legislation and administration and are recognised in the new Land Commission Bill. Women did gain access to land in their own right at land reform. This was at higher levels than exist in the communal areas, with around 15-20 per cent of all plots in A1 schemes being

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registered to a woman, compared with typically around 5 per cent in communal areas.⁴⁰ The CO, through Rosaria Memorial Trust (RMT), strengthened land registry institutions in Murehwa district. Key to advancing Women's land rights, RMT engaged the Ministry of Lands for the ward assessment with the main role of clarifying legislature on land in Zimbabwe (assessment report attached). The other key overall achievement of the project was increased and shared knowledge and understanding on the importance of women's access to land and agricultural productivity. This led to the recorded increase of 26 per cent of women applicants during May-July quarter of 2017 as compared to the February-April quarter of 2017. The Ministry of Lands commended this as a significant increase noting that more women are now beginning to realise and exercise their land rights. During the ward assessment, it was noted that there are positive cases of community leaders that have been assisting women to access and own land. Three local level initiatives with duty bearers were facilitated by women's groups being supported by UN Women: a dialogue meeting between GEAs and parliamentarians to discuss women access to land; a discussion forum with rural district technocrats in Murehwa on promoting Women's Land Rights and Gender Budgeting for Productive Use of Land by Women; and finally a refresher training on GRB with 12 council officials on budgeting and prioritising women's issues at local government level as well as land rights access and ownership and promotion of women economic empowerment.

The CO supported a local Civil Society Organisations (CSOs) in a ground-breaking project, which sought to build the capacity of other CSOs and gender equality advocates to monitor accountability of duty bearers to gender equality and women's empowerment at macro and micro levels. A consortium was formed and the various CSOs held duty bearers accountable to gender equality outcomes and women's empowerment in access to maternal health, access to justice, participation in politics and decision-making positions, equal access to land and productive resources, and ending gender-based violence. Tools were developed to facilitate this monitoring: a mobile app, an alignment of laws tracker, Constitution implementation tracker, and a community policy dialogue guide.

The CO's Implementing Partners ZWRN together with RMT, facilitated an interface between community members and leadership for a dialogue to train community members and enhance their skills on how to constructively engage duty Bearers on Land rights issues and what the constitution says about access and ownership of land. The partners are in the process of developing an Advocacy strategy as part of the efforts to carry forward the work on land and will be finalised in 2018.

The Zimbabwe Financial Inclusion Strategy (ZFIS) (2016-2020) has opened economic opportunities for women through expanding access to savings, credit, insurance, capital markets and payment systems. This led to the increase in number of banks establishing women's desks. During the reporting year, UN Women's Implementing Partner SNV has been working with two banks – Metbank and Steward bank – to ensure the provision of Women's gender responsive services. At the national level up to nine banks have adopted various ways to improve their friendliness to women clients. The CO strategically partnered with Development and Women's Rights Non-Governmental Organizations, and with Government Structures at the district level, to develop a Women's Economic Empowerment model for women farmers. UN Women Implementing Partner SNV identified and approached Best Fruit Processors (BFP), in an effort to establish their ability to integrate women farmers into their value chain for the production of processing tomatoes for their Norton plant. Through this initiative, over 1000 small-scale women farmers in Murehwa District were linked to finance, markets, agricultural inputs such as seeds,

⁴⁰ <https://zimbabweland.wordpress.com/2017/05/15/women-and-land-challenges-of-empowerment/>

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technology and to information on land application and registration procedures.

Coordination Work

The UN system in Zimbabwe has maintained a good track record on achieving gender equity results across the ZUNDAF. A contrast between 2011 and 2018 scores from the Gender Score Card exercise revealed that the UNCT has remained strong in terms of leadership, gender coordination, and programming. Gender-sensitivity of ZUNDAF and its M&E has improved, while areas that remain slightly challenging are planning and partnership with GEWE CSOs. The level of knowledge capacity on gender has decreased, whereas budgeting requires considerable attention, as the situation has not changed since 2011. UN Women has been coordinating the implementation of the Gender mainstreaming strategy adopted following the 2011 Gender SWAP.

The CO continued to lead the Gender Results Group's (GRG) joint planning in line with the identified priorities in the ZUNDAF. Notably, the GRG recorded achievements in respect of five of the eight indicators related to the two ZUNDAF gender equality outcomes. In particular, achievements were noted in supporting the strengthening of gender responsive law and policy; strengthened capacity of independent constitutional commissions to deliver on their gender mandate; improved capacity by duty bearers to track and monitor implementation of their gender equality commitments; strengthened capacity of traditional, religious and community leaders to implement progressive social norms and strategies; and increasing the capacity of women and girls to access service and protect themselves against SGBV/HPs. The GRG was integral to the end of term ZUNDAF evaluation conducted during the period under review, and the twin track approach to gender mainstreaming was cited as a good practice.

UN Women's coordination role in 2019 was informed by the UNCT gender mainstreaming strategy (2016-2020). The results groups of all ZUNDAF thematic areas ensured that they used the gender marker in resource allocation for the implementation of 2019 activities as outlined in the joint implementation matrix (JIM). ZUNDAF outcome areas, aside from the standalone gender pillar, have visibly mainstreamed gender and this is integrated in implementation plans. Almost half the ZUNDAF indicators are either gender specific or use gender disaggregated data, which allows for routine collection of gender related information on progress at half or end of year. In 2019, UN Women, under the leadership of the RC, and through the Gender Results Group (GRG), PMT and M&E Expert Group participated in the ZUNDAF end of term evaluation. This ensured gender expertise formed part of the evaluation team, and gender equality issues and concerns were integral to the evaluation. Gender results were captured, and the twin track gender mainstreaming approach was identified as one of the good practices. UN Women technical coordination of the Spotlight programme in 2019 fostered the evolution of a good working model synergising the work of all recipient UN organisations, including sharing of terms of reference and expertise to support implementation, as well as leveraging on existing UN programmes, such as the ZERO 365. During the year, UN Women supported the coordination for participation and input into the government Beijing + 25 report, which was produced in May 2019. Subsequent to the production of the report, government and CSOs were supported to produce positions used to engage at sub-regional (SADC) and regional (AU) levels.

The CO provided technical expertise in the coordination and compilation of the National Gender Policy (NGP) Implementation Strategy. The NGP is mainly informed by the provisions of several normative frameworks as well as recommendations from the treaty bodies, such as Concluding Observations of the CEDAW. The Implementation Strategy address some of the recommendations by the CEDAW Committee

Success case 1: Snapshot of some Key Achievements

given to Zimbabwe in 2012 in all 10 thematic issues that include Gender, Constitutional and Legal Rights; Gender and Economic empowerment; Gender, Politics and Decision Making; Gender and Health; Gender, Education and Training; Gender Based Violence; Gender, Environment and Climate Change; Gender, Media, Information, Communication and Technology; Gender and Disability; and Gender, Culture and Religion. The State party was recommended to strengthen the national gender machinery by putting in place a comprehensive strategy to eliminate patriarchal attitudes and stereotypes that discriminate against women. In addition, it was recommended to provide adequate assistance and protection to women victims of violence by strengthening the capacity of existing shelters and establishing more shelters have been included in the NGP Implementation Strategy.

The 6th Periodic Report on the Convention on the Elimination of All Forms of Discrimination Against Women to the CEDAW Committee of the Republic of Zimbabwe was submitted to cabinet for approval. The CO office provided support to the Ministry in preparation the memorandum to cabinet and printing the CEDAW reports as well incorporating comments from Cabinet. Through the CO support Zimbabwe had submitted its 6th Periodic Report on CEDAW to the CEDAW Committee.

With support from UN Women, the Zimbabwe Gender Commission successfully coordinated the chapter 12 institutions (Zimbabwe Human Rights Commission, National Peace and Reconciliation Commission, Zimbabwe Electoral Commission, Zimbabwe media Commission, Zimbabwe Land Commission) to compile the CEDAW parallel report, which was subsequently submitted to the CEDAW Committee. Through this process, Zimbabwe Gender Commission was able to track and monitor the state's compliance to the convention. In addition, the CO provided technical support to the Women's Coalition of Zimbabwe towards the development of the CEDAW Shadow Report focusing on the list of issues and questions to the state party. One of the major findings was that the state has made some achievements, which include legislative and constitutional measures that protect and promote the rights of women as enshrined in the Convention. However, it also noted key challenges related to the implementation of the laws and policies that continue to adversely impact on women rights.

UN Women Zimbabwe has developed a country strategy to commemorate the 25th Anniversary of the Beijing Platform for Action by using important days and monthly events throughout the year to organize mass action that will push for strides towards achievement of the human rights of all women and girls. The County Offices supported the development of a Beijing +25 Concept and National Road Map. The roadman, which has since been adopted by the lead Ministry (Women Affairs), details the key steps that the country will carry out in coming up with the National Report, including developing a media and communication strategy of the National Review. A National Task team on Beijing+25 will also be set up and will have representation from the Government, CSO, Academia, Private Sector as well as development partners.

The CO provided technical and financial support to Beijing +25 Review process. The review highlighted key achievements that have been realized in line with the Beijing Declaration as well as key challenges that have been encountered. Some of the key achievements were that over the past 25 years were critical changes in its legislation and enactment of laws, such as the DVA and the country created spaces for women to take up positions of power and decision-making positions. Challenges included that the policy and legislative milestones have not always translated into a change of women's position and condition due to still prevailing negative norms and values that continue to treat women as second-class citizens and continued male preference, patriarchy. The government was recommended to continue with the process of aligning laws and policies to the Constitution and concluded in the shortest time

Success case 1: Snapshot of some Key Achievements

possible to ensure the advancement of gender equality and women's empowerment.

The CO provided technical and financial support to the Beijing +25 National Review Process attended by 244 delegates drawn from Government Ministries, departments and independent commissions (121 and 70 were women) and CSOs (123 and 110 were women) and members of the UNCT were consulted and contributed to the report.

The review process provided a platform for CSOs and Government to collectively review the implementation of the Beijing Declaration and its platform for Action in the last five years. The review highlighted key achievements that have been realized in line with the Beijing Declaration 12 Critical Areas of Concerns as well as key challenges that have been encountered and recommendations to inform future GEWE interventions at national and subnational level. Provincial consultations were carried out in 4 provinces: Bulawayo, Mashonaland Central, Mashonaland West and Harare.

The CO technical coordination of the Spotlight Programme is yielding good practice in terms of synergies and coherence in implementation across agencies and delivering as one. Under UN Women's leadership, the six UN organisations responsible for implementation have developed a collaboration model. This model includes sharing of terms of reference amongst themselves for inputs from other agencies. The recipient agencies often using expertise in the interagency technical team as resource persons in their interventions or those related to one of the institutions. Examples of this include work with the Zimbabwe Republic Police, the Judicial Service Commission, chiefs and parliamentarians. The Spotlight programme is also leveraging existing programmes in order to ensure robust implementation. For instance, the 365 ZERO Tolerance programme and the United Nations Partnership on the Rights of Persons with Disabilities (UNPRPD) Project for Advancing the Rights of Women and Girls with Disabilities in Zimbabwe.

The CO successfully coordinated gender mainstreaming in the UN Communications Group and worked with other agencies communications specialists to ensure the visibility of gender equality initiatives across ZUNDAF. As a result, the UN's first quarter newsletter was dedicated to the UN's work on gender equality. During this year's 16 Days of Activism, the CO coordinated the "Oranging of the Harare Magistrate Court" as commitment to deliver timely and victim friendly justice to cases of rape and other gender-based crimes. This initiative paved the way for the work to be done within the Spotlight Initiative on improving services (<https://drive.google.com/open?id=1BsfOVsIpbpQleW16JE0FBKPZ45UgbrKG>)

The CO in partnership with the Government and the African Development Bank, produced a National Gender Profile (the Profile) using key GEWE normative frameworks as a reference point. This serves as a useful information source that tracks SDG progress as well as other national and international commitments to achieve gender equality and women empowerment goals. Once launched, the Profile shall provide an opportunity to increase national knowledge on progress and gaps in achieving gender equality, strengthening monitoring systems, and providing evidence to inform strategic policy priorities and upscale gender equitable programming to advance the national development agenda. The Profile shall also align development initiatives with the Sustainable Development Goals (SDG 5), the Beijing Platform for Action, Agenda 2063 and SADC Vision 2030.

Success Case 2 Innovators Against Gender Based Violence (IAG)

Innovators Against Gender Based Violence (IAGs)

Further, the CO conducted community activities with women and men, boys and girls on gender equality and respectful relationships through its programme on IAGs programme in all the 5 provinces. The IAG programme is an experiential leadership development programme, which harnesses the talents, energy and creativity of graduate volunteers (IAGs) to build a movement for gender equality and the elimination of violence against women and girls. It is UN Women's strategy for advancing intergenerational leadership, mentorship and collaboration. The post-graduate youth attached to Implementing Partners in the Spotlight Provinces made significant contributions to Movement Building during the COVID-19 pandemic. They use platforms like WhatsApp to continue to mobilize communities in the prevention of violence against women and girls and to spearhead innovative campaigns in the five Spotlight Provinces. One of the most innovative models created by the IAGs based in Manicaland Province is the 'Peace Hut Model,' a community-based approach to solving conflict within families that lead to GBV. Drawing on the cultural significance of a 'hut' as a home in the *Shona* and *Ndau* cultures, the *Peace Hut Model* seeks to inspire communities in the province to address GBV issues together as if they are one family. The Village Head (*Mutape*) convenes the meetings, which are attended by other traditional leaders, members of the Village Development Committees, Faith-Based Organizations and Community-Based groups.

Campaigns by IAGS

#HeForShe Campaign

The innovation entails localising the #HeForShe movement and mobilising men to become champions in the fight against GBV and gender inequality. It is inspired by the Global #HeForShe campaign, which is a solidarity movement for both men and women in the promotion of gender equality. Ending violence against women and girls one Community at a time.

Results

Partly due to the contribution of Spotlight IAGs, Zimbabwe's #HeForShe country profile moved from 642 to 1,262 commitments (between July and November 2020). Spotlight IAGs & CSOs have directly mobilized 584 commitments so far. #HeForShe Indabas (dialogues) are used for mobilization & follow-up on commitments.

#SheMatters Campaign

#SheMatters campaign aims to raise awareness on GBV, especially in public space and boost social accountability for women's rights through movement building. So far, the initiative has yielded the following results:

Results

Three sensitisation meetings have been done with service providers from Victim friendly Unit, Police and local clinic and heads and staff members from these have pledged to ensure access to services by survivors of GBV.

Information on GBV is being disseminated on three WhatsApp groups for Epworth, Hopley and a combined group for both communities.

Epworth WAPG has 74 members, which include community members, Musasa Project officials, Child line officials, Local board officials, VFU officials, Nurses from the local clinic, Gender Champions and IAGS.

Hopely WAPG has 52 members, which has Ministry of Women Affairs official, Gender Champions, community members and IAGS.

#SheMatters WAPG has 49 members, which is aimed at promoting and popularising the campaign to the community, which are Community members, Gender champions and IAGs.

1269 community members have been sensitized on Gender Based Violence in both Epworth and Hopely.

90 community members pledged to take action towards ending violence against women and girls (this is in Hopely only).

#PeaceBegins@Home Campaign

The campaign seeks to address the problems of GBV, HPs and SRHR from family level going up.

Objective 1:

- To raise awareness on GBV, HPs and SRHR among 1.8 million people in Manicaland by 31 December 2020.

Objective 2:

- To establish 45 Peace Huts in Manicaland by 31 December 2020.

A Peace Hut is a village meeting place where community members discuss and address issues related to Gender-Based Violence, negative masculinities (Chishawa pavarume), Harmful Practices and SRHR. Peace Huts offer community-based conflict resolution and psychosocial assistance at family level. The model draws on the cultural significance of a 'hut' as a home in the *Shona* and *Ndau* cultures. It seeks to inspire communities in the province to address GBV issues together as if they are one family.

Coordination of the Peace Hut meeting is based on a multi-stakeholder approach as it involves Community Based Organizations, Village Development Committees, Faith Based Organizations, traditional leaders, and other development partners. The Peace Hut meetings are also essential for dissemination of information on gender equality and Women's Empowerment.

In Manicaland Province, the Village Head (Mutape) is the primary convener of Peace Hut meetings and he works closely with Gender Champions that are trained on GBV referral pathways and gender awareness. GBV referral pathway, and gender issues.

Results

- 46 CBOs trained in Manicaland.
- 109 females and 29 male members from the CBOs trained.
- 220 female and 80 male active CBAs trained.
- 33 Peace huts established.
- Over 20 female Case referrals made in Manicaland.
- People received psychosocial support and conflict resolution assistance at Peace Hut.
- CBOs started sensitizing traditional leaders and their communities.
- CBOs getting guidance on different cases through WhatsApp (75 participants).
- Peace huts resolved 25 conflict resolution family cases as of now.
- Our campaign has been featured in both the UNCT report and the Spotlight Initiative GBV-COVID-19.
- Over 607 people reached through the Facebook page which as 157 likes.

#CatchThemYoung Campaign

The campaign is building a network of Gender Champions who mentor community children (5-17 years old) to value gender equality and the empowerment of women and girls while making children aware of the dangers of early marriages through edutainment.

Results

- 17 Community Based Organisations trained on social accountability, governance, edutainment, gender action learning, project management ,and M&E.
- 24 drama groups formed; 16 youth forums formed; 3427 students sensitised.
- 128 Champions trained; 10 men's forums created.

IAG Deployment

Results

The IAG programme is improving the employability of young people. So far, 5 IAGs have secured employment with international organisations, including GOAL, UNDP and UNHCR.

- One Orientation meeting conducted, one Mid-term review workshop conducted, one End of Year Review and planning meeting conducted. All three workshops have helped in the professional development of IAGs as well as the design, implementation and monitoring of innovations.
- 29 IAGs currently supporting CSOs, women's groups and CBOs in 5 Spotlight Provinces
- One platform called the IAG Light Bulb Moment has been created for cross-sharing of Spotlight innovations, ideas and best-practices created. It brings together multiple stakeholders, including CSOs, Government, and UN agencies.

Success Case 3 in Hurungwe

At community level, the project implemented by Caritas Chinhoyi in Hurungwe District, demonstrated the effectiveness of community engagement to address the structural barriers to ending VAWG. The activities conducted by Caritas gender champions involved dialogues with religious, traditional and community leaders to understand domestic violence in all its forms. This included harmful practises like early, child and forced marriages. Cases of child marriages were indicative due to lockdown restrictions that involved the closure of schools. The gender champions took ownership of the project and implemented survivor centered approach and referral pathways to support survivors of GBV. They also conducted awareness raising meetings to prevent GBV. This included in schools and churches. One of the schools where girls were trained on GBV noted that though girls dropped out of school due to pregnancy, child marriage during the pandemic, out of the 20 trained girls, they all returned to school. The representative teacher at the school alluded this to the activities that taught these girls to value education more than marriage.

Success case 4: FACT Karoi, SI Case Study

A visit to the Spotlight Initiative shelter in Karoi managed by FACT Karoi demonstrated how M&E tools can enhance data capture and evidence to inform current and future interventions. FACT Karoi has a standard recording mechanism that captures GBV survivors from all wards in Hurugwe District. This

recording mechanism is effective to the extent that it answers the When, What, Who, How and Why, thereby depicting the story of the survivor. This tool which was presented in the form of a booklet is a simple sustainable tool and a good practise that UN Women can explore to standardise together with MWACSMED in all its programs and capture results for the national M&E framework. The Spotlight Initiative is a joint program with other donor agencies in which UN Women is lead. Therefore, it strategically positioned to introduce a capacity building strategy designed to systematically train frontline VAW workers, with appropriate methods and tools that are harmonized across agencies and sectors in partnership with respective stakeholders and government. The approach should include opportunities and mechanisms for refresher training and disseminating information, resources and evidence-based tools.

“The Ministry of Justice appreciated the process to develop the gender bench book. The Gender Bench Book awaits approval from the Judicial Service Commission and Chief Justice Office. The officer from Justice expressed that for it to be effective all Magistrates and Prosecutors nationwide need to be trained on how to apply it” (KII Partner, CSO).

Success case 5: Community level Key Achievement Tsvingwe Ward- Case

The CP enhanced knowledge on referral pathway. Community members gained knowledge on the types of cases and where to report them. The established peace committees were also more vigilant. They were spotting cases and were now following up on the cases.

“One child was raped I remember they reported the issue. A neighbour’s child – followed up the cases, the perpetrator was in Rusape but they followed up and had him arrested. They now know the types of GBV – economic abuse for example – they now know and can claim maintenance” (KII Community Level).

It was noted that there was an increase in reporting cases of GBV. There used to be a period when there was also an inclination to withdraw the cases. But with time and information sharing, the survivors and guardians were no longer withdrawing the reported cases.

However, cases of GBV did not decrease due to the environment that is mostly a mining environment with artisanal miners as well. The violence is not ending be it amongst men themselves or between men and women. But the positive aspect is that cases are now being reported.

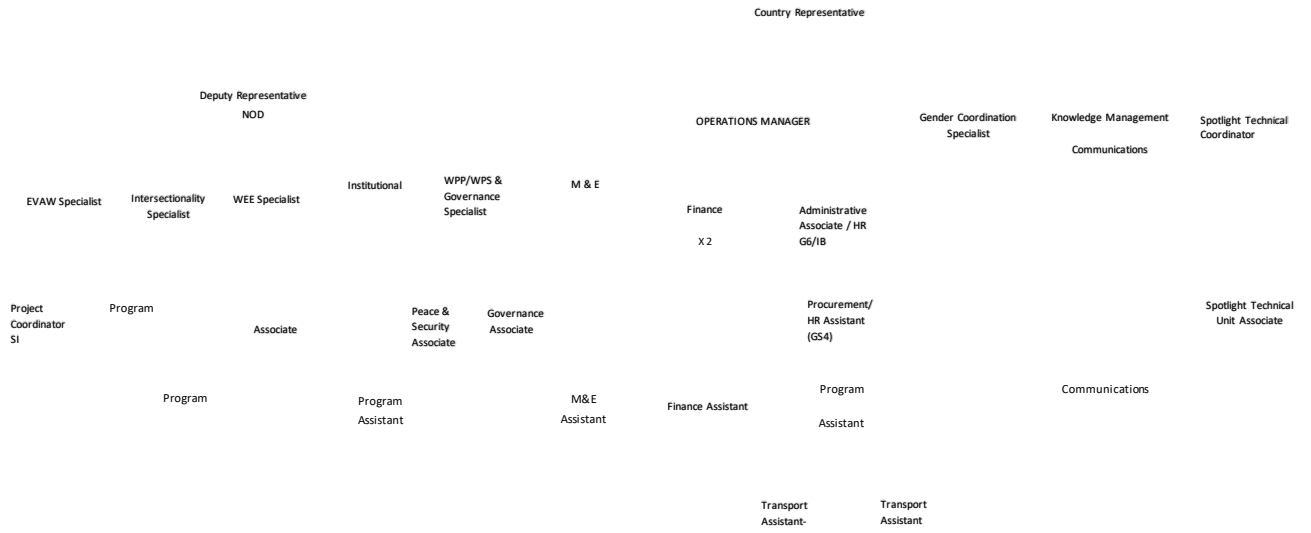
“This helped me in achieving my key result area of decreasing cases of GBV in my area” (KII community level).

The referral pathway enabled the Ward Coordinator to reach out to a lot of people. As a Government Ministry, it is sometimes difficult to mobilise and gather people together for meetings without incentives. But this is easy with an Implementing Partner as they give incentives to people who attend meetings. Therefore, they come in numbers to attend meetings.

In addition, constant refresher courses have been held weekly and consistently for the communities and Peace Committees. The main challenge was knowledge gap amongst young girls. From the attendance register, it was noted that mostly women between 30 and 40 attend the meetings. However, young girls – teenagers and those in the 20s – do not attend yet they are in marriages and lack knowledge on

VAW/GBV and are likely to experience the violence **(KII Community level)**.

Annex 11: UN Women ZCO Organigram



LEGEND

VACANT AT BEGINNING OF 2022

FILLED AND FUNDED OR PARTIALLY FUND IN 2022

Annex 12: Evaluators' profiles

Team Leader: Ngonidzashe Marimo



Ngoni is an expert evaluator with 15 years of experience. He has over ten years' experience evaluating UN programmes (large and small) across Eastern and Southern Africa for UN Women, ILO, UNDP. He has experience undertaking portfolio evaluations. In 2014, he was part of the team that undertook evaluation of the Austria Development Agency's Uganda Country Strategy. In 2016, he was the evaluation expert for the Swiss Agency for Development Cooperation's (SDC) Regional Strategy for Southern Africa.

Ngoni has capacity to lead and manage complex evaluations. In 2015, he led evaluation of the Government of Uganda and UN Joint Programme on Gender Equality and Women's Empowerment involving eight UN agencies and three sector ministries. The report was rated top three best evaluations for UN Women country offices worldwide. Its approach was recognised as a good example in the current UNEG guidelines for gender responsive evaluations. In Zambia, he led evaluation of the Joint Government of Zambia and UN Green Jobs Programme led by ILO. The report was rated excellent and it is available online as good practice evaluation by ILO. In Zimbabwe, he led the final evaluation of the Parliamentary Support Programme (PSP) and a Project Completion and Performance Evaluation (PCPE) of Strengthening Institutions of Transparency and Accountability (SITA) Project on behalf of the Africa Development Bank. Ngoni has also led multi-country evaluations in Southern Africa, meeting and discussing with high level staff in government, donors, and SADC secretariat.

He has wide ranging experience in design and implementing RBM systems as well institutional capacity evaluations. Ngoni was M&E lead for development of the Government of Mozambique's RBM system linked to planning, including training of ministries on the new system. He has trained governments, parliamentarians and CSOs on M&E in Mozambique, Zambia, Zimbabwe and Austria. Ngoni currently offers support on M&E to CSOs in four countries – Kenya, Malawi, Zambia and Zimbabwe – on behalf of HIVOS and Bread for the World. In terms of evaluating institutional capacity strengthening initiatives, Ngoni led evaluation of the Government of Zambia's Institutional Capacity Development Component of the Fifth National Development Plan for the country under contract with UNICEF.

Team Member: Dorcas Makaza



Dorcas Makaza holds an Executive Master in Peace, Leadership and Governance and a Bachelor of Laws. She has over ten years' experience working in the field of gender and women rights in the development sector in Zimbabwe. She has experience providing technical expertise in design and implementation of gender programs, gender governance, law and policy analysis and overall leadership in program management. Dorcas has skills in documentation in the form of action research, baseline surveys, gender and legal analysis, project evaluations, documentaries, position papers, policy development, policy briefs, communiqués and research papers for influencing project programmes international, regional and nationally.

She has gender technical skills in legal gender analysis, gender auditing, gender policies, gender action plans and has informed development of gender strategies for various civil society organisations, SADC bodies and Government of Zimbabwe. Dorcas has applied OECD evaluation guidelines, outcome harvesting, gender analytical frameworks, Deep Dives, ILO Participatory Gender Audit (PGA), theory of change, social inclusion (disability mainstreaming) participatory research approaches and youth and women's empowerment frameworks in various evaluation exercises. Dorcas brings an in-depth understanding of the structural challenges for marginalized and vulnerable groups, including women, children and people with disabilities in the face of discrimination based on gender and other various intersectionalities. She has worked extensively on GBV programming and women's political participation full time and as a consultant on UN Women and other UN agencies supported programs, such as the Integrated Support Programme and Women Economic Empowerment Program spearheaded by UNFPA and UN Women respectively. Therefore, she is conversant with UN Women country focus on GBV, which is the Spotlight Initiative and governance program on women political participation. In 2020, she completed regional evaluations and documentation of the situation of GBV and women political participation in the SADC region. Of significance is the 5-country evaluation of the Hivos Program on Women Empowerment for Leadership (Zimbabwe, Zambia and Malawi in SADC) and an inventory of GBV compliance of SADC Member States to international and regional standards for the development of the SADC Model Law on GBV.

Dorcas was certified by ILO as a trainer on Violence and Harassment in the workplace in 2020. Women's economic empowerment is a cross-cutting issue in all the research she has conducted. In 2020, she engaged in gender responsive budgeting as a technique to increase women's access to economic resources. As an in-house consultant for the Government of Zimbabwe (Ministry of Finance and Economic Planning), she conducted a gender audit of 10 Government Ministries on gender responsive budgeting. A report was produced, which led Parliament of Zimbabwe to engage her as a GRB Consultant to analyze the 2021 National Budget at the pre-budget seminar and post-budget analysis for the Ministry of Women Affairs and Zimbabwe Gender Commission budgets. Dorcas can lead a team with her great inter-personal skills, teamwork, communication skills, analytical and report writing techniques. She has provided technical support as a gender and inclusion advisor for a DAI Program called **Transparency Responsiveness Accountability Citizen Engagement (TRACE)** Programme; and as a GBV Advisor for the **Stopping Abuse and Female Exploitation (SAFE)** Programme both FCDO governance programs. Her vision is to see a society where women and girls have equal access to, control and ownership of productive resources; where harmful cultural practices no longer exist as a source of gender inequalities on women; and girls and women are empowered to equally take up leadership positions at all levels in society.

Dorcas Makaza is competent, capable and confident to deliver high level results on this assignment. Please find attached her detailed CV with references and record of previous work.