

# Country programme document for Zimbabwe (2012-2015)

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## **Part I. Situation analysis**

1. This Country Programme is informed by the Zimbabwe United Nations Development Assistance Framework (UNDAF, 2012–2015). The UNDAF, in turn, takes into full consideration national priorities outlined in the Short-Term Economic Recovery Programme (STERP 1 and 2) and the Medium-Term Plan as well as the results of the recently completed Country Analysis Report (2010).

2. The most significant recent development in Zimbabwe were the elections in 2008. The periods before and after these elections were affected by political polarization and inter-party conflict, which resulted in political instability and a deep economic crisis characterized by hyper-inflation and a cumulative GDP decline of 50.3% by 2008. This situation led to significant capital and skills flight and erosion of public financing, thus, severely affecting the country's capacity to deliver basic social services and to achieve the Millennium Development Goals (MDGs). It also severely weakened national governance and accountability institutions and reduced the country's capacity for effective economic planning and implementation. This has impacted women and girls on one side, and men and boys on another, differently. Thus, planned interventions must take this differential impact into consideration if the population is to participate and benefit equitably from the recovery process.

3. As a result of the political impasse that occurred after the 2008 elections, the three main political parties in the country (ZANU-PF, MDC-T and MDC-M), signed a Global Political Agreement (GPA) that resulted in the formation of an Inclusive Government in February 2009. This marked the beginning of a relatively stable political environment which allowed for the stabilization of the economy. Zimbabwe achieved a real GDP growth rate of 5.7% in 2009 and a projected GDP growth rate of 8.1% in 2010. Some good progress has also been observed in the delivery of social services. For example, Zimbabwe was able to make significant progress on a number of MDGs such as MDG 6 on combating HIV and AIDS, malaria and other diseases, and MDG 2 on achieving universal primary education. The primary school net enrolment ratio (NER) was 91% in 2009 with the girls' ratio going up to 50,5%. Although the NER is still high, it is worth noting that the ratio has declined from 98.5% in 2002. The country is also on course to achieving gender parity in primary and secondary education.

4. Despite these achievements, the economic recovery remains fragile due mainly to political challenges, deteriorated social and economic infrastructure and very low ODA (approximately US\$650 million mostly in humanitarian aid) and investment flows (approximately US\$60 million in 2009 which is amongst the lowest in the southern Africa region). As at 31 October 2010, the country's external debt was approximately US\$6.9 billion or 103% of GDP with limited revenue flows of about US\$2 billion annually. As a consequence, the Government has limited fiscal space to finance basic services. With these economic challenges, coupled with the fragility of the political situation, Zimbabwe is not likely to meet most of the MDG targets by 2015. According to the 2010 MDG Status Report, the population living below the poverty line stood at 72% with female headed household accounting for 68% in 2003. Moreover, the rise in poverty levels has resulted in serious environmental challenges such as deforestation and land degradation. The extent of the challenge is evident from the fact that out of the 3 MDGs that have been prioritized by Zimbabwe (Goal 1, Goal 3 and Goal 6), only Goal 6 on combating HIV and AIDS and Malaria shows a positive trend with the HIV prevalence rate declining from 23.7% in 2001 to 14% in 2009 with the female rate dropping from 7.61% to 6.7%. Despite this trend, the still high prevalence rate remains a major threat to the country's recovery efforts.

5. The recent economic crisis and political impasse have had a negative impact on the governance capacities of the country in several ways. Firstly, it has constrained peaceful political participation and engagement especially related to democratic processes. Secondly, the political polarisation has resulted in societal fragmentation requiring national efforts to promote social cohesion and reconciliation. Thirdly, it has weakened the capacities of national institutions to deliver basic public services including those related to the rule of law, human rights, justice and accountability.

6. The Government has stated explicitly its desire to move the country from a humanitarian mode to recovery and development. The achievement of the MDGs will, however, depend on the strength of economic recovery, the country's ability to generate revenues and progress towards long-term political stability.

## **Part II. Past cooperation and lessons learned**

7. Evaluations indicate that UNDP responded well to national development priorities and was flexible enough to adjust to emerging challenges. Notably, UNDP was instrumental in facilitating political dialogue that contributed to relative political stability, strengthened the oversight role of Parliament through establishment of portfolio committees, and promoted dialogue on human rights that led to the establishment of the Zimbabwe Human Rights Commission. UNDP also supported the Government in the formulation of economic strategies and policies (STERP 1 and 2, introduced after the GPA) that have contributed substantially to economic stabilization and recovery. The production of a national HDR on Gender in 2009 raised awareness on the synergies between gender and development. UNDP is also currently supporting public consultations on the constitution-making process, arguably the exercise upon which many future reforms will be based.

8. Many of these interventions were catalytic in nature, mobilizing substantial non-core resources particularly in the areas of HIV and AIDS and democratic governance. Nevertheless, due to the need to respond to emerging priorities and the overwhelming demands for recovery support, the programme became fragmented. Areas requiring improvements include: strengthening monitoring, evaluation and reporting; integrating strategies into programme design that take stock of weak institutional capacities and how to strengthen these; developing broader partnership strategies including with the private sector and CSOs, and strengthening coordination with donor programmes.

9. The experience of the last several years demonstrates the strategic role that UNDP can play in a very difficult partnership environment between the government and bilateral agencies and where national implementation capacity is limited, to minimize further reversals and stabilize the situation. The neutrality and competencies of UNDP remain key assets to Government, civil society organizations and other development partners.

## **Part III. Proposed programme**

10. The new Country Programme will be based upon two pillars which are aligned to national priorities and the UNDAF: (i) sustaining the momentum on and consolidating governance reforms, and (ii) promoting economic reforms and early recovery for sustainable livelihoods. In addressing these priorities, the programme's strategic support will first focus on providing policy advice and strengthening capacity in the areas of: governance, national healing and accountability institutions; and economic policy planning and implementation. As part of these two main thrusts, the Programme will also continue supporting

the fight against HIV and AIDS and will provide opportunities for communities to build resiliency in the recovery period.

11. Recognizing the central role of gender equality and women's empowerment in development, the country office will ensure that gender is mainstreamed throughout the programme pillars. In collaboration with the UNCT Gender Theme Group and the Government's gender cluster, concerted efforts will be made to strengthen the national gender machinery to enable it to effectively play a coordinating role.

12. The Programme will be guided by the imperative of fast-tracking MDG achievement in Zimbabwe and will benefit from South-South cooperation as a way of expanding opportunities for the country. UNDP will also build strong partnerships with bilateral and multilateral partners, civil society organizations, the private sector and other stakeholders.

#### ***Governance Reforms (First Pillar)***

13. Under the first pillar, UNDP's support will focus on four interrelated areas: (a) enhancing people's participation in decision making, policy formulation, monitoring and oversight and in democratic processes including in constitution-making and implementation and by strengthening capacities of relevant national institutions (including the Zimbabwe Electoral Commission); (b) strengthening national capacities for dialogue, national healing, reconciliation and integration; (c) enhancing national capacities for the promotion and protection of human rights, rule of law and provision of accessible justice services for all; and (d) improving transparency, accountability and public service delivery capacities. This programme component will seek, in particular, to strengthen the capacities of relevant institutions (such as the Parliament of Zimbabwe, Electoral Commission, Human Rights Commission and Anti-Corruption Commission) to effectively carry out their mandates. This will be critical to the country's ability to sustain economic recovery.

#### ***Economic Reforms and Recovery (Second Pillar)***

14. Under the second pillar, four key areas will constitute the focus of UNDP's support: (a) strengthening the capacities of institutions responsible for MDG coordination and acceleration efforts, economic management and evidence-based policy formulation and implementation, including assisting the Government's aid coordination policy; (b) restoration of community livelihoods and increase access to income generation opportunities especially for youths and women; (c) management of land, natural resources and climate change, hence contributing to food security; (d) supporting the fight against HIV and AIDS. All these areas will contribute to the acceleration of MDG achievement and economic recovery in Zimbabwe.

15. Ensuring economic growth and development requires a multifaceted approach that combines macro-and microeconomic interventions, with income generation and economic growth leading to poverty reduction. Assisting the Government in managing the coordination of aid, specifically in the operationalization of the Government Development Forum, will also be crucial to Zimbabwe's ability to effectively utilize the much-needed aid resources. UNDP's support to the restoration of community livelihoods will be closely anchored in the overall poverty reduction strategy of the proposed programme. Given the direct correlation between land and poverty in Zimbabwe, supporting the development of a national land administration system will be another component of UNDP support. UNDP's support in the management of land, natural resources and climate change will focus mainly on strengthening the capacities of national institutions and communities to manage the environment,

land and other scarce natural resources, taking into consideration climate change adaptation and mitigation as well as food security. In order to contribute to reducing the impact of HIV and AIDS on the economic recovery process, UNDP will build on its current role as the Principal Recipient managing Global Fund resources in Zimbabwe to continue strengthening capacities for the coordination and implementation of the national response programme..

15. Recognizing the nexus between implementation of the Medium-Term Plan and MDG achievement, UNDP will facilitate the development and implementation of an MDG Acceleration Action Plan. To ensure that policy formulation and planning is evidence-based, support will be rendered to the national statistical agency to collect and collate development data and to conduct regular national poverty assessments.

#### **Part IV. Programme Management, Monitoring and Evaluation**

17. To deliver on the Programme, adequate internal CO capacity will be put in place. Flexible ways will be sought to leverage existing capacity and solicit additional skills to fill critical human resource and capacity gaps by capitalizing on UNDP's global human resource base and knowledge sharing networks. In 2011, the country office will also be strengthened with the assignment of senior officers in key areas of policy and operations.

18. Overall, the programme interventions will be nationally executed (NEX/NIM) although other modalities will be utilized in agreement with Government (DEX/DIM, FTP) as required by the operational environment. Joint programmes and activities will be developed, implemented, monitored and evaluated in partnership with other UN agencies. Particular attention will be paid to addressing the weak implementing capacity of national partners, including the implementation of HACT and audit recommendations.

19. In order to institutionalise monitoring and evaluation the UNDP will develop and implement an integrated monitoring and evaluation plan. The office will conduct its midterm review of the country programme in 2013 jointly with Government, UN agencies and relevant stakeholders.

##### *Risk Management*

20. Given the complex national context, significant innate risks may have a bearing on the delivery of the country programme. The main risks include: instability within or collapse of the Inclusive Government and its effects on the economic, political and social environment, and failure of the country to re-engage with bilateral donors leading to a decline in donor support. Mitigation of risk will be built into the design of programmes and the use of relevant implementation modalities.

## ANNEX I. RESULTS AND RESOURCES FRAMEWORK

NATIONAL PRIORITY OR GOAL: Good Governance for Sustainable Development					
UNDAF OUTCOMES 1.1, 1.2, 1.3 & 1.4: Improved justice delivery system and rule of law; strengthened mechanisms for peace building and for the prevention, management and resolution of conflict; enhanced accountability in the management of public resources and service delivery; and enhanced people's participation in democratic governance structures and processes. <b>Related Strategic Plan focus area:</b> Democratic Governance					
GOVERNMENT CONTRIBUTION	OTHER PARTNER CONTRIBUTIONS	UNDP CONTRIBUTION	INDICATOR(S), BASELINES AND TARGET(S) FOR UNDP CONTRIBUTIONS	INDICATIVE COUNTRY PROGRAMME OUTPUTS	INDICATIVE RESOURCES BY OUTCOME (US\$)
<p>1. Ministry of Justice &amp; Legal Affairs, the Judiciary and other relevant justice sector institutions will provide leadership on policy formulation and implementation of legal, judicial and electoral reforms, as well as provision for access to justice by all especially to the vulnerable.</p> <p>2. Government will also facilitate space and platforms for citizen participation in democratic processes.</p> <p>3. Government institutions will provide leadership in spearheading programmes aimed at improving service delivery, promoting social cohesion and reconciliation and human rights.</p>	<p><b>1. UN agencies</b> will provide technical and financial support and develop opportunities for joint programming.</p> <p><b>2. Donor partners</b> are expected to provide technical assistance and possible financial support through basket funding arrangements.</p> <p><b>3. CSOs</b> will be critical for advocacy, encouraging citizen participation and monitoring.</p> <p><b>Target groups:</b> women, youth, political parties, community groups, ONH, ZHRC, ZACC, Office of Audit, Parliament and general public.</p>	<p>UNDP will mobilise financial resources, provide analysis and technical advice and develop and manage programmes.</p>	<p><i>Indicators:</i> % increase in # of women in politics; ZEC capacity to perform its duties ; increased awareness of people on their civic rights and duties to participate in democratic processes <i>Baselines:</i> Limited public participation (especially women and youth) in politics and civic affairs; Limited operational capacity in ZEC; Low level of awareness of civic rights and duties. <i>Targets:</i> ZEC meets agreed capacity and operational benchmarks; agreed % of women in politics reached; Mechanisms and processes for citizen participation operational</p> <p><i>Indicators:</i> Level of capacity of Organ of National Healing (ONH); increase in capacities of communities to resolve disputes peacefully; % reduction of violent conflict within communities. <i>Baselines:</i> ONH has very weak capacity to carry out its mandate; capacities of communities to resolve disputes peacefully very poor; <i>Targets:</i> ONH fully operational and effective; reduction in incidences of violent conflict by XXX (TBD)</p> <p><i>Indicators:</i> Evidence of access to justice; capacity for justice sector institutions ; Zimbabwe HRC fully operational; % increase of HR awareness; State compliant with HR obligations <i>Baselines:</i> Capacities of justice sector institutions and ZHRC weak; low levels of human rights awareness; state not fully compliant with HR obligations <i>Target:</i> Justice sector capacities strengthen by XXX (TBD), levels of HR awareness raised by XXX (TBD)</p> <p><i>Indicator:</i> # and % of Government institutions on IRBM system. Public Sector Audit undertaken ; # of select ministries and oversight institutions capacitated; Anti-Corruption Commission operational <i>Baseline:</i> IRBM recently introduced; Public Sector Audits not regularly undertaken; ZACC recently established <i>Target:</i> Fully operational and effective ZACC and IRMB system; XXX (TBD) # of institutions using IRMB.</p>	<p>People's participation in policy formulation, decision making and democratic processes increased.</p> <p>National capacities for prevention, management and resolution of conflict strengthened.</p> <p>Justice sector institutions strengthened and institutions for promotion and protection of human rights capacitated.</p> <p>Oversight institutions strengthened; Public service delivery capacity improved.</p>	<p>Regular: US\$ 10.8 million</p> <p>Other: US\$ 20 million</p>

**NATIONAL PRIORITY OR GOAL 2:** Pro-poor sustainable growth and economic development

**COUNTRY PROGRAMME/UNDAF OUTCOME 2.1,4,6&7:** Enhanced economic management and pro-poor development policies and strategies; sound management and use of environment, natural resources and land to promote sustainable development; universal access to HIV prevention, treatment, care and support.  
**Related Strategic Plan focus area:** Poverty Eradication

Ministries of Finance and Economic Planning and Labour and Social Services will provide leadership in reform measures including policy formulation and implementation.

**UN agencies** will be partners in advocacy and provide technical support in their areas of specialization  
**Donors** are expected to provide technical and financial support to national development strategies and related programmes  
**CSOs** will be active in advocacy, communication and monitoring  
**The private sector** will be an essential partner in offering advice and inputs for policy formulation and implementation

UNDP will provide policy analysis, technical advice, financial support, access to partnership opportunities (such as South-South) and, management services for the preparation and implementation of relevant programmes.

*Indicators:* Policy frameworks aligned to inclusive growth strategies and address key development risks; Increase in capacities of economic management institutions; Government Aid coordination policy in place and operational; # of surveys successfully completed by ZIMSTAT; Status and quality of MDG tracking and reporting.  
*Baselines:* MTP developed (2010); Weak capacities of economic management institutions; weak aid coordination capacity in government; ZIMSTAT established but not yet operational, irregular MDG tracking and reporting.  
*Targets:* Functional GDF, MTP implemented by XXX (TBD), bi-yearly national MDG report.

*Indicators:* Increase in numbers of youth and women accessing income generation opportunities; # of districts implementing locally led early recovery (LLER) programme  
*Baselines:* Income generating opportunities for women and youth are very low, 5 districts implementing LLER.  
*Targets:* Increased access for youth and women in starting SMEs and other income generation in 10 districts(TBD);LLER programme completed in 10 districts showing best practices on recovery.

*Indicator:* Land, natural resources and climate change management system in place and operational;  
*Baseline:* Unsustainable land use and natural resources management system.  
*Target:* Agreement on a revamped land admin system.

*Indicator:* # of institutions capacitated; number of initiatives supported by the Global Fund; # of ministries fully mainstreaming HIV/AIDS in their sector plans  
*Baseline:* Global Fund grant in place; Weak institutional capacities  
*Target:* XXX (TBD) of institutions capacitated; XXX (TBD) of initiatives supported by GF; XXX (TBD) of ministries mainstreaming HIV/AIDS in their sector plans.

Capacities of institutions responsible for economic management and evidence-based policy formulation and implementation strengthened.

Community livelihoods restored and income generation opportunities for women and youths increased.

Land, natural resources and climate change sustainably managed.

Capacities of national institutions responsible for the management and coordination of HIV/AIDS responses strengthened

Regular:  
US\$ 15 million

Other:  
US\$ 110 million

**Zimbabwe Evaluation Plan (2012-2015).**

<b>UNDAF/ CPD Outcome</b>	<b>Strategic Plan Results Area</b>	<b>Evaluation Title</b>	<b>Partners (joint evaluation)</b>	<b>Evaluation commissioned by (if not UNDP)</b>	<b>Type of evaluation</b>	<b>Planned Evaluation Completion Date</b>	<b>Estimated Cost (US\$)</b>	<b>Provisional Source of Funding</b>
-	All	UNDAF Mid-Term Evaluation	-	-	UNDAF	July,2013	200,000	RCO
-	All	Final UNDAF Evaluation	-	-	UNDAF	July, 2014	200,000	RCO
-	All	CPD mid-term Evaluation	-	-	CPD	July ,2013	100,000	projects
Strengthened mechanisms for prevention, management and resolution of conflict and violence.	Democratic Governance	Evaluation of UNDAF/CPD Outcome 1.2	-	-	Outcome	Dec, 2012	200,000	project
Laws and policies established, reviewed and implemented to ensure gender equality and empowerment of women & girls.	Democratic Governance Poverty & MDGs	Gender Mainstreaming	-	-	Project	July, 2012	200,000	project
Enhanced economic management and pro-poor policies	Poverty & MDGs	Support to MDG-based planning (00070099)	-	-	Project	June, 2012	200,000	Project
Sound Management and Use of the Environment, Natural Resources and	Energy & Environment	Coping with Drought & climate change (00055366)	-	-	Project	June, 2012	100,000	GEF project

Land to promote sustainable development.								
Increased access to livelihoods & decent employment	Crisis Prevention & Recovery	Locally-led early recovery project	-	-	Project	December, 2014	100,000	project
Improved leadership, coordination and management of the HIV & AIDS multi-sectoral response by 2015.	Poverty and MDGS	GFATM	-	-	Project	June, 2014	5,000,000	Global Fund
Improved leadership, coordination and management of the multi-sectoral response by 2015.	Poverty & MDGs	Expanded support programme for HIV&AIDS	UNICEF, UNAIDS, UNFPA, DFID, Sweden, Norway, Canada, Ireland	ESP partners	Project	June, 2012	500,000	DFID, SIDA, NORAD, CIDA, Irish Aid