

Zimbabwe AIDS Network (ZAN)

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Sida Evaluation 04/10

Department for Africa

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List of Acronyms

AGM	Annual General Meeting
AIDS	Acquired Immunodeficiency Syndrome
ASO	AIDS Service Organization
BOT	Board of Trustees
CBO	Community Based Organization
CCM	Country Coordinating Mechanism
CDC	Center of Disease Control
DCI	Development Cooperation of Ireland
EY	Ernst and Young
FACT	Family AIDS Counseling Trust
FBO	Faith Based Organization
FGD	Focus Group Discussion
GIPA	Greater Involvement of People Living with HIV/AIDS
GoZ	Government of Zimbabwe
HBC	Home Based Care
HIV	Human Immunodeficiency Virus
ICASA	International Conference on AIDS and STIs in Africa
M&E	Monitoring and Evaluation
MAC	Matebeleland AIDS Council
MASO	Midlands AIDS Service Organization
MOHCW	Ministry of Health and Child Welfare
MTP	Medium Term Plan
NAC	National AIDS Council
NANGO	National Association of Non Governmental Organizations
NC	National Coordinator
NC	National Council
NEC	National Executive Committee

NGO	Non Governmental Organization
NMC	National Members Council
OVC	Orphans and Vulnerable Children
PEC	Provincial Executive Committee
PLC	Provincial Level Coordinator
SAfAIDS	Southern Africa AIDS Dissemination Service
SANASO	Southern Africa Network of Dissemination Service Organisations
SAT	Southern Africa AIDS Training Program
Sida	Swedish International Development Cooperation Agency
WASN	Women and AIDS Support Network
ZAN	Zimbabwe AIDS Network
ZAPP	Zimbabwe Aids Prevention Project
ZAPA	Zimbabwe AIDS Policy and Advocacy Project.
ZNNP+	Zimbabwe National Network of People Living with HIV/AIDS

Executive Summary

Zimbabwe AIDS Network (ZAN) is a membership organisation. It is a network of NGOs which was founded in 1992. Sida has provided financial support to ZAN since 1999. Other donors who are currently supporting ZAN include CDC Zimbabwe, Africa Groups of Sweden, GTZ and Development Cooperation of Ireland (DCI). The group of donors has agreed to fund ZAN on the basis of a system aiming towards basket funding. The magnitude of the support from each of the donors and the timeframe covered by each of the donors is shown below.

Table 1: Budgeted financial support to ZAN by donor, 2003–2005

Donor	2003	2004	2005
Sida	SEK900 000,00	SEK 1 200 000,00	SEK 1 500 000,00
CDC Zimbabwe	US\$200 000,00	US\$ 200 000,00	
Africa Groups of Sweden	SEK 150 000,00	SEK 150 000,00	SEK 150 000,00
GTZ	US\$ 10 714,00		
Development Cooperation Ireland	US\$ 85 000,00		

The evaluation was commissioned in order to use the findings to give guidance to both ZAN and the donors on the direction the organization has taken. The data collection methods used for the evaluation included a review of relevant documents; individual in-depth interviews; observations and focus group discussions (FGDs).

The following are the main findings from the evaluation; ZAN has rapidly grown over the last two and half years. This growth has seen ZAN reviewing and revisiting its strategic and operational scope. Strategic thinking processes have resulted to the refocusing and redefining of ZAN's vision, mission, values and objectives. ZAN members discussed with were of the opinion that ZAN was the most appropriate and preferred organization to channel Global Funds on HIV/AIDS. The reasons they gave for this opinion were; ZAN's wide membership, its experience in distributing grants under its capacity building programme, its decentralized nature, its non partisan approach and that it has a constitution which allows its members to be disciplined in case of mismanagement. ZAN would however need to build its capacity such as strengthening and increasing its finance department, adding an assistant to the provincial offices and building the capacity of PLCs in tracking funds provided to members.

There is need to fill up the positions that have not yet been filled. The title of the National Coordinator could be reviewed to National Director given the portfolio and responsibility she handles. An organogramme has been drawn but it still needs rationalization for instance the secretary should be on the organogramme, the external relations advisor could come under the supervision of the operations manager. The role of the membership assistant could be played by the secretary. There is high staff turnover at ZAN. It maybe worthwhile to re-examine the rewarding system and level.

All ZAN employees have clear and well written job descriptions. ZAN has varied skills especially in networking and resource mobilization. ZAN could develop an advocacy strategy, gender strategy and M&E systems. The outcome of the strategic thinking process was good and the results of the strategic thinking process is currently being used in the development of a strategic plan document to give the organisation comprehensive strategic direction.

PLCs have made remarkable progressive change. It is quite good to have provincial chapters. In addition to provincial responsibilities in the constitution, resource mobilization, lobby and advocacy could be added to their responsibility. Most people were not quite clear of the changes that had taken place in the governance structure thus further internalization and training would be necessary. People felt the Board of Trustees (BOT) has too much power although they will contribute in further professionalisation of the organisation. The changes have rationalized the governance and technical components of ZAN and could be given a trial. The technical advisory committee could be composed of people who have wide experience in HIV/AIDS who may not necessarily be members of ZAN. ZAN needs to boost its innovation in order to maintain the interest of old members.

The management audit done by EY was quite good. The process has not only managed to put systems in place but has also built the capacity of those who have been involved. Recommendations should be followed up for implementation.

In its endeavor to gather and disseminate information on HIV/AIDS, ZAN is producing very informative quarterly newsletters and information sheets. Although the distribution system is not yet very effective, ZAN has a mailing list for its membership to whom the information is sent out. Initiatives to organise forums for members to exchange information at both national and provincial levels paid off in having successful exhibitions at the International Trade Fair, provincial agricultural shows, the NGO Exposition and the 13th International Conference on STIs and HIV/AIDS in Africa (ICASA) in Nairobi. Additional information was gathered from other information producers like SAfAIDS, DCI the NAC Bulletin as well as newsletters from some member organisations like WASN and MASO.

As a result of networking at both provincial and national levels, ZAN members have made linkages with service providers doing similar work to theirs. Referral of clients from one service organisation to the other has also happened once they knew who was doing what. The network also resulted in organisations sharing information on best practices as well as having more established organisations mentor the upcoming CBOs. Duplication of services was reduced as members shared information on geographical coverage. This networking mainly happened during provincial chapter meetings and AGMs which have been made more regular and effective by the coming on board of the PLCs. The PLCs have enhanced ZAN's visibility at provincial level and they have increased the membership recruitment drive. After successful member and stakeholder profiling, an updated directory for 2003/4 has been produced and distributed. While it is commendable that most PLCs have adequate skills to effectively execute the provincial networking activities, they are severely under resourced i.e. have inadequate office space, no transport, have no assistance in the office etc.

Most member organisations highly appreciate the training workshops that ZAN held for the members. The workshops were relevant to member needs. The most popular workshop was the M&E one and the one whose content included enhancing skills in proposal writing. To a very limited extend, ZAN facilitated exchange visits and CBO mentoring as part of capacity building. There was indeed capacity building of organisations when they received grants, which were in form of office equipment, HBC equipment as well as cash. There were student volunteers attached to some member organisations as a way of building technical capacity of the organisations as well as to have the students learn the practical side of programs.

To a large extend, ZAN did succeed to increase member awareness of funding opportunities through donor conferences and inviting donors to ZAN meetings. Other donor linkages were done through the updated directory. At national level, the National Coordinator is part of the proposal review committees of a number of donors like VSO RAISA, OXFAM Australia, Ireland Aid and the Country Coordinating Mechanism (CCM) for the National AIDS Council (NAC).

Although ZAN's advocacy role is not yet very clear to the membership and some stakeholders, ZAN was part of the advocacy group that successfully advocated for the extension of the period during which HIV/AIDS remains a national disaster. Once in a while, ZAN advocates for registration of its membership with the department of Social Welfare.

In general, ZAN is doing very well in implementing all its programs. However, the organisation has limited monitoring and evaluation systems to measure the impact of its interventions on the membership. Currently there are no mechanisms with which to measure the impact of networking or how information exchange has helped organisations improve their programs. Ideally, there should have been some capacity assessment of the member organisations. In consultation with the membership, some capacity assessment tools should be developed. The tools will be used to get baseline data as well as to assess the impact of each of the programs. A monitoring plan and systems need to be developed.

Zimbabwe Aids Network runs a Computerized Accounting system on Pastel. Computerization was done in January 2003. The system is working out quite well.

Segregation of duties is something that was apparently lacking in the organization and recommendations in the Finance Procedures Manual would be effectively dealt with if the right structure were put in place. Currently, two people who seemed as if they were at par, man the Finance office. This meant that transactions were performed from start to finish by a single individual. For instance, an individual would raise a cheque requisition, post the amount in the Cashbook, and the same individual would eventually do the bank reconciliation as well.

Regarding Finance a requisition system for goods and services is already in place with requisitions being approved by the National Coordinator. A Cheque Voucher system is also already in place. The Vouchers are pre-numbered and are also authorized by the National Coordinator.

Zimbabwe Aids Network is operating a basket fund whereby funds from the various donors are pooled together into one account and are expended accordingly. ZAN produces one report which provides a breakdown of income and expenditure for each donor.

Apart from donor funds, including income associated with the donors through exchange gains & interest, the organization does not seem to be generating other significant revenues. Of the Z\$1 billion income for 2003, only \$788 thousand is from Subscriptions.

Now that the organization's financial system is computerized, backup becomes very important as loss of data can have disastrous effects. This area is not operating well and the explanation was that a server is needed in order for backups to be done. This should be looked at as a matter of urgency. Backups should be done on a daily basis with some of them being stored offsite.

Certain amounts are given to Chapters at the beginning of the year for their activities. These are known as chapter funds. They are treated as debtors till such a time that they are liquidated (when expense vouchers are submitted and the amounts get transferred into the Zimbabwe Aids Network ledger as expenses) through the submission of acquittals. A cash reconciliation sheet is also done at the same time. The same system is used for mini-grants.

The Acquittal system is good in that it ensures control over the activities of the various chapters. However, the chapters do not have any bank accounts and unfortunately, currently the Provincial Level Coordinators' personal Accounts are being used.

The main finance related recommendations include the following: The organization should move quickly to set up the finance department structure. This should allow for an assistant who reports

directly to the Finance Manager who in turn reports to the National Co-coordinator. The Finance Manager will then check the work of the assistant. The work in the finance department should be structured such that one person's work acts as a check on the other. This will reduce misstatements as a result of either fraud or error.

A lot of money and time has been put into ensuring that adequate systems of internal control are in place in the organization and that they are documented. The heartbeat should now be to ensure that staff complies with their own documented systems. An internal audit department will help ensure this is done. ZAN should move ahead with the recommendation to set up this department in the organization. More flesh should be added to the variance reports to explain any deviations of actual to budgeted expenditure.

ZAN should move more and more towards financial sustainability. The organization could consider increasing their membership fees to more realistic levels. The organization can also consider charging for services rendered to member organizations for activities like for instance, capacity building.

Backup of data is an integral part of any computerized accounting system. Therefore, this aspect has to be given urgent attention. Bank Accounts should be opened for the various chapters. The use of personal accounts is not professional and should not be encouraged. On the Global AIDS Fund, it is pleasing to note that the organization has managed to put up systems that should enable it to handle significant amounts of money. However, handling these funds would need extra accounting staff preferably with two to three employees solely responsible for the funds. A strong internal Audit function would also become imperative. More resources, human and financial would be needed if the organisation was to handle global AIDS funds. The provincial finance structures would also need to be strengthened. Depending on the amount of the Global Funds to be handled by ZAN, it maybe important that a separate capacity assessment exercise be carried out. The assessment would provide recommendations on personnel, resources and systems that would be required to effectively run the Funds.

1. Programme Context

1.1 Project History and Description

Zimbabwe AIDS Network (ZAN) is a network of NGOs which was founded in 1992. ZAN is a membership organisation of AIDS Service Organizations (ASOs), Faith Based Organisations (FBOs) Community Based Organizations (CBOs) and private organisation. It is a non-profit making organisation.

Sida has provided financial support to ZAN since 1999. Other donors who joined in supporting ZAN include, CDC Zimbabwe, SAT, DCI and DANIDA. The other donors joined in between 2001–2002. Currently the donor group supporting ZAN consists of Sida, CDC Zimbabwe, Africa Groups of Sweden, GTZ and Development Cooperation of Ireland.

The group of donors has agreed to fund ZAN on the basis of a system aiming towards basket funding. The funding covers the different programme components of ZAN's mandate which include information exchange, networking, capacity building, advocacy, resource mobilization and programme support. The group of donors has been meeting regularly to discuss and harmonise the programme content, budgets, plans and reports layout. This kind of arrangement has reduced administrative and managerial work for ZAN.

The magnitude of the support from each of the donors and the timeframe covered by each of the donors is varied. Sida has set aside incremental annual budgets for 2003, 2004 and 2005.

The Table 1 below shows the different donors who are involved in funding ZAN, the amounts of money that they have budgeted for and the funding period.

Table 1: Budgeted financial support to ZAN by donor, 2003–2005

Donor	2003	2004	2005
Sida	SEK900 000,00	SEK 1 200 000,00	SEK 1 500 000,00
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Development Cooperation Ireland	US\$ 85 000,00		

In July 2001, an evaluation of ZAN was conducted with funding from Sida. CDC Zimbabwe and Sida financed the external financial audits during 2001 on their respective funding. CDC Zimbabwe currently funds the annual audits covering all donors funding ZAN. This evaluation covers the inputs from the entire donor group and has been funded by Sida. The terms of reference for the evaluation were jointly developed by the donor group and ZAN.

The evaluation has been commissioned in order to further use the findings to give guidance to both ZAN and the donors on the direction the organization has taken. The field work for the evaluation was carried out in the months of January and February 2004.

1.2 Context of HIV/AIDS in Zimbabwe

Globally, by the end of 2001, an estimated 40 million people were living with HIV/AIDS. Of this number, 75% were in Sub-Saharan Africa. (UNAIDS 2002) Until 2003, Zimbabwe has been recording the third highest prevalence rate in the world of 33.7% after Botswana and Swaziland which reported 38.8% and 33.8% respectively. (UNAIDS 2002) The latest sentinel surveillance conducted by the Ministry of Health and Child Welfare of Zimbabwe with support from CDC Zimbabwe, has shown a decline in the prevalence rate to 24,6% among the 15–49 age group (MOHCW 2003).

The decline in the Zimbabwe prevalence rate is attributed to the following factors since the UNAIDS estimates were published: updated and more accurate antenatal care data gathered, stratification of areas as urban, rural or “other” (e.g. growth points, mines). This has more accurately reflected the prevalence in rural and “other areas”. In addition updated United Nations population figures reflect population decline since the UNAIDS estimates were made. Even with this decline, HIV/AIDS remains a catastrophe in the country with estimated weekly deaths of 3000, over 70% of which are attributed to HIV related illnesses (MOHCW 2003).

HIV/AIDS has negatively impacted on various social sectors of the economy. Communities and families have had to increase the amount they spend on health care. An estimated 70% of bed occupancy in most health care institutions are taken up by patients with HIV related problems. Since most of the affected and infected are middle aged adults, the situation leaves very young children in need of care after their parents either fall ill or die as a result of AIDS. The era, characterized by a lot of sick people in communities as well as a lot of orphans and vulnerable children, calls for concerted efforts to prevent further spread of the infection and to mitigate its impact on the affected and infected.

Since the first case was diagnosed in 1985, Zimbabwe has had formal and informal responses to the pandemic. The formal responses have been in the form of Medium Term Plans (MTPs) and a policy document launched in 2000 as well as a national strategic plan that spans for 5 years to 2004. Some of the informal responses to the epidemic have been initiated by CBOs as well as FBOs. The initiatives were interventions to prevent further spread of the infection and mitigate the impact of the epidemic. These efforts greatly complimented work done by AIDS Service Organisations (ASOs), Government Sectors and the private sector. This multisectoral approach to the response is needed and it acknowledges that HIV/AIDS is more a developmental issue than a health issue.

2. Purpose and Scope of the Evaluation

The evaluation was jointly commissioned by the five donor organizations which are funding ZAN in order to objectively assess the impact, performance and relevance of ZAN. The evaluation examined organizational, governance issues, programmatic and finance issues.

In particular the evaluation addressed the following key questions:

- Has ZAN got the preparedness today to act as candidate to channel funds for the Global AIDS Fund to service organisations in Zimbabwe? If not, what is required?
- How have the recommendations from the management audit exercise carried out by Ernst & Young been adopted by ZAN?

- A new governance structure is proposed for ZAN. As part of the evaluation members should be requested to compare the existing structure with the proposed structure. Information on this should be collected in such a way that this information can be used as a baseline for a future assessment about the effectiveness of the new governance structure.
- Analyse present financial sustainability of ZAN.
- Effectiveness, long-term effects and sustainability of provincial chapters.
- Effectiveness of the organisation after the organisational development process.
- Analyse ZAN's activities from a gender perspective etc.
- Effectiveness of the programmes carried out by ZAN and how these can be improved probe on the four areas – see questions below.
- How responsive is ZAN to member needs.
- Have the provincial level coordinators made a difference to provincial coordination and how can these be improved.

External Relations

What has been the usefulness and relevance of the information received from ZAN:

- Newsletters
- Information Sheets
- What other information has members received from ZAN
- How have members received their material?
- How can the communication process be improved?
- How do members rate the information flow from ZAN secretariat?

Capacity Building

What has been the effectiveness of:

- The Capacity Training Programmes facilitated by ZAN?
- Can members assess the lead-time between the actual workshop and notification?
- How efficient is ZAN in making logistic arrangements?
- The relevance of the topics?
- The relevance of the training materials?
- The support members have received from ZAN?
- The mini grants being disbursed by ZAN?
- The above mentioned activities and can they be improved in future?

Advocacy

What has been the effectiveness of the ZAN Advocacy programme:

- Are issues raised representative of members?
- Is ZAN duplicating the work of its members in advocacy?
- What role should ZAN play in advocacy?
- Can ZAN's role be improved?
- What is the relationship between ZAN and Government bodies, and can they be strengthened?

Networking

How effective is the communication at provincial & national level:

- What is the results of networking leading to? Strengths and weaknesses?
- Are there any areas of improvement?
- How effective has been the ZAN office at provincial level, and how can this be improved if necessary?
- How efficient & effective has been the ZAN membership recruitment process?
- Has ZAN been effective in facilitating networking at provincial level and how can this be improved if necessary?
- What is the result of the activities that have been carried out at provincial level, and how effective are they?
- Is ZAN giving all members an equal chance to fully participate in its programmes nationally and provincially?

Resource Mobilisation

How effective has been ZAN resource mobilisation efforts in the following areas:

- Connecting members to resource providers.
- Mobilising resources for member organisations – financial and material.
- Resources for the network.
- Provision of advice during grant/proposal review for couple of resource providers.
- Provision of technical support to member organisations.
- Providing information on the availability of potential resource providers/donors?
- ZAN mini grants programme. Effects of the programme? Has the selection process for grantees been administered fairly? Can the programme be improved upon?

2.1 Evaluation Executing Agency

GERUDE, a firm of development consultants with appropriate experience in evaluations in the area of HIV and AIDS was contracted to carry out this evaluation. For this evaluation GERUDE put up a strong team with expertise in the area of HIV/AIDS particularly in relation to organizational and

governance issues, gender, programme evaluations, advocacy, networking, capacity building, and resource mobilization. The evaluation team was composed of **Shinga Mupindu** the team leader who focused on organizational development issues and governance issues whilst **Caroline Maposhere** focused on programmatic issues. **Paschal Changunda** focused on finance management issues. These consultants made up the core team supported by two research assistants. This evaluation report is a joint effort of the three main consultants.

3. Evaluation Methodology

3.1 Data Collection

The methodological package for this evaluation was diverse and used multiple data collection methods. The data collection methods were intended to generate information relevant in answering the evaluation questions. This evaluation largely collected qualitative information from a variety of sources. The data collection methods used for the evaluation included a review of relevant documents; individual in-depth interviews; observations (unobtrusive) and focus group discussions (FGDs). The paragraphs that follow describe each of the data collection methods in detail, the information collected through the use of each method and the information sources.

Review of Documents

Relevant programme documents were reviewed during the evaluation. Some of the documents reviewed included project documents, programme narrative reports; programme financial reports; audit reports; minutes of meetings; monitoring and evaluation reports; workshop reports, organizational policies and procedures manuals, training reports; programme files, strategic plan, governance documents, newsletters, information sheets and any other relevant documents that were availed to the evaluators.

A review of documents assisted in providing the background information to the overall ZAN programme including its major areas of focus; the objectives of the programme; the implementation process conceived at the design stage; existence of various organizational systems and their functionality. The existence and functionality of organizational systems was used to objectively assess whether ZAN can be used to manage the Global AIDS funds, while at the same time identifying gaps within the organizational systems that need to be addressed. A review of audit reports and workplans showed the extent to which recommendations from management audits had been implemented or whether there is inertia in implementing recommendations. The objectives of the programme assisted in collecting the requisite information for the evaluation. Overall, documents reviewed assisted in the development of question guides for the individual in-depth interviews with various categories of respondents.

Individual In-depth Interviews

Individual in-depth interviews were conducted with ZAN staff members, Board members, representatives of ZAN partners/members (Stakeholders), ZAN provincial coordinators, beneficiaries to ZAN-facilitated capacity building exercises, Government officials (Ministry of Health and the National AIDS Council), representatives of donor agencies and community leaders. The type of information collected from the different categories of respondents is outlined below.

ZAN staff members

These were asked about their skills and whether they are relevant for the areas of ZAN's focus; the challenges that they meet in their day-to-day work; availability and adequacy of resources that they need in order to effectively devolve their duties; the appropriateness and relevance of ZAN's organizational structures; their communication with members (strengths and challenges); the preparedness of ZAN to manage the Global AIDS Fund, the management audit process and implementation.

ZAN Provincial Committee Members and NMC Members

This group of respondents were asked about their roles and responsibilities; the relevance and appropriateness of the current ZAN organizational structure; the preparedness of ZAN to manage the Global AIDS Fund; the challenges that the organization is facing and how they can be addressed; financial sustainability of the organization; gender composition of the Board; plans for mainstreaming gender into ZAN's activities; and the extent to which ZAN has linked partners to potential donors and other sources of resources; whether all members are given equal chances in participating in ZAN's programmes. They were asked about the new governance structure in relation to the old governance structure and the strengths and weaknesses of the two structures. They provided information on the role and impact of the provincial chapters and provincial coordinators.

Representatives of ZAN partners/members (Stakeholders)

Information was collected on the capacity of provincial level ZAN structures to effectively serve member's needs; the role of members in ZAN's planning; whether ZAN is effectively meeting the needs of members; the whole process used by ZAN to address the needs of members; how does ZAN ensure that its advocacy strategies are in line with those of members as a way of avoiding duplication and wasting resources; the type of information that members receive from ZAN, their appropriateness, relevance and timeliness; and the extent to which the capacity of members has been built in advocacy, networking; capacity building and resource mobilization; the responsiveness of ZAN to members' need; their opinions on whether ZAN can be used to channel global funds; changes that have been realized as a result of being members or stakeholders of ZAN.

ZAN provincial coordinators

It was important to get information from the provincial coordinators on the challenges that they experience in their work; the adequacy of the resources that they need in order to effectively serve their partners/members; their communication with the central level (strengths and issues of concern); communication between provincial level and members; sustainability of these provincial structures; and the capacity building approach used by ZAN including the logistics, relevance, support provided and the availability of training materials.

Beneficiaries to ZAN-facilitated capacity building exercises

The participants to ZAN facilitated capacity building exercises were asked about the relevance of the capacity building exercises; the training logistics; materials provided as part of the training; how long they were informed before the actual delivery of the course; and suggestions for future capacity building exercises.

Relationship with Government

Information was collected on the appropriateness and effectiveness of the role of ZAN in the ever-changing operational environment. The relationship between ZAN and the Government was assessed with a view to addressing existing bottlenecks. The Government of Zimbabwe (GoZ) officials were asked about the appropriateness of the current organizational structure of ZAN given its mandate.

Representatives of donor agencies

The donor group members have had experience in dealing with ZAN, thus, they meaningfully contributed to the discussion of the appropriateness of ZAN organizational structure; the general existence of administrative and management systems and their level of functionality. Information was sought from the donors on the capacity of ZAN to devolve its duties. The various considerations made by the donors to be in partnership with ZAN were sought. The progression of organizational and programmatic developments within ZAN as witnessed by the donors was sought. The perceptions of the donors regarding basket funding were sought.

Observations

Observations can be potentially useful for validating some of the information collected from individual in-depth interviews. The team had intended to sit in and observe any capacity building exercises taking place during the evaluation. However there were no capacity building exercises that took place during the evaluation period. The observation made related to the resources available e.g. materials for distribution to the members.

Focus Group Discussions

Wherever possible, FGDs were conducted with participants to ZAN-facilitated capacity building courses. Some FGDs were made with member organizations who did not necessarily participate in the capacity building exercises. The issues covered in the FGDs included the perceived quality, relevance and challenges associated with the capacity building exercises that they participated in. Suggestions were sought on how best the identified bottlenecks can be addressed. Participants were asked whether their capacities have improved as a result of the course(s) attended.

The proposed evaluation methodology generated requisite information to answer all the evaluation questions as detailed in the terms of reference.

Sample Covered

The evaluation team visited 5 provinces which include Bulawayo, Matebeleland South, Mashonaland West, Manicaland and Harare. Considerations in coming up with these provinces included logistical considerations, the different categories of member organizations, number of organizations in the province and existence and number of old and new organizations in the province. The evaluation endeavored to cover various categories of organizations such as FBOs, ASOs, CBOs and private sector.

Table 2 below shows the number of people interviewed in each of the provinces by type of data collection method.

Table 2: Number of People Interviewed per province by type of Data Collection Method

Name of Data Collection	Category of Informants	Number of Discussions
Focus Group discussions	Member Organisations & Trained Personnel	6
Individual In-depth interviews	Stakeholders	12
	ZAN Staff	12
	Donor Organisations	5
	*Member organisation representatives	73
	**Member Organisations	34

* Refer to people from ASOs, CBOs, FBOs, Private sector discussed with. In each organisation discussions were held with varied staff members and board members and this figure includes members who participated in FGDs.

** Refers to CBOs, ASOs, FBOs and Private sector discussed with.

3.2 Evaluation Limitations

- In a few of the member organizations visited, some key contact persons were away and some were under too much time pressure to be able to make time for the interviews.
- Some of the key programme activities were done last year and the period between the implementation of the activity and the evaluation was too short to enable an assessment of impact.
- The governance and the organizational development exercises by Ernst & Young (EY) had just been completed and some of the resolutions, procedures and changes had not yet been implemented.
- In view of the time limitation the evaluation team did not manage to visit all the provinces instead, five provinces were visited.
- Because of the time limitation and the distances involved the evaluation team did not manage to cover a lot of CBOs as they are too far spaced.

These evaluation limitations were however relatively minor and the evaluation managed to collect enough information that enabled a good overview of the state of affairs and reasonable conclusions to be made.

4. Evaluation Findings

The main findings from this evaluation will be discussed under three broad areas namely; organizational, programmatic and financial management. Key findings are discussed and conclusions drawn in the three areas. The key findings discussed form the basis for the recommendations that are presented in section 7 of this report. In all the three sections the issues raised in the terms of reference are discussed. The section that deals with organizational development issues covers issues related to the management audit, governance issues, resources, systems, the global fund, provincial coordinators and chapters. The programmatic section covers issues related to the programmes being implemented by ZAN such as information exchange, networking, resource mobilization, advocacy and capacity building. Under the finance management section, the issues related to funds utilization, finance management systems and practices as well as how the basket system is working are analysed. Best practices and lessons learnt have been drawn from the three sections. Conclusions and recommendations have been drawn from the main findings. Below the findings from each of the sections are presented.

4.1 Organisational Issues

4.1.1 Vision and Mission and Objectives

ZAN has rapidly grown over the last two and half years. This growth has seen ZAN reviewing and revisiting its strategic and operational scope. Strategic thinking processes have resulted to the refocusing and redefining of ZAN's vision, mission, values and objectives.

The vision of ZAN is *“To be the leading, dynamic and reputable network of AIDS Service Organisations, offering efficient and effective services to its members to enhance the national response towards the reduction of HIV/AIDS”*. Currently in Zimbabwe, ZAN is the major network organisation for ASOs. The current organizational and programmatic developments and efforts that have taken place within ZAN seem to support the operationalisation of the long-term dream that ZAN has. Some of the member organisations have

ZAN's vision and mission hang up on their walls, which could signify the pride and sense of belonging to ZAN.

ZAN has defined its core business, which relates to its purpose for existence. ZAN is a non profit making organisation whose mission is *“To contribute to its members and stakeholders’ effectiveness in the fight against HIV/AIDS by mitigating, facilitating and coordinating activities in the area of information exchange, networking, advocacy, capacity building and resource mobilization”*. The mission of the programme is quite clear and is commonly shared with the member organizations although member organizations may have concerns on the modalities on how these are being implemented in practice. Although gender plays a central role in the entire AIDS agenda it does not appear to be included in the mission statement.

ZAN has various values, which it recognizes as its pillars of success in its activities and way of doing things. The following are the values of ZAN as stated in the amended constitution;

- Teamwork
- Responsiveness
- Accountability
- Professionalism
- Integrity
- Innovation

These values were refined during the strategic thinking process, which took place in March 2003. Regarding the values the member organizations discussed with mentioned that ZAN is trying to maintain and to keep up to date regarding maintaining its values. The only value where there were doubts regarding its maintenance relate to innovation. Not much innovation had been witnessed by the member organizations from ZAN as being outstanding innovation.

The objectives of ZAN were drawn from its core business, which is its mission. The objectives of the organizations include the following:

- Promote a forum for coordination and information sharing amongst members.
- Facilitate the recruitment of new members throughout the country and establishment of provincial networks.
- Facilitate training and technical support for its members
- Represent the interests and opinions of its members nationally, regionally and globally.
- Facilitate mobilization of resources for its members
- Lobby and advocate on HIV/AIDS issues.

The objectives are in line with the mission and each of the issues is going to be dealt with under the programmatic section, particularly regarding the findings from the member organizations in terms of ZAN's performance and impact.

4.1.2 Preparedness of ZAN to Channel Global Funds.

The evaluation team was interested in developing an opinion in a participatory way regarding the preparedness of ZAN to channel Global Funds. A two-way approach was adopted in making this

analysis. One approach involved the team assessing ZAN's capacity to carry out this task. The other approach was to get opinions from stakeholders and member organizations on what they think about this possibility. This gave the team an opportunity to assess whether it was acceptable to the member organisation if ZAN would take this role.

There are various strengths and challenges for ZAN if it is going to act as a channel for distribution of global funds for HIV/AIDS. It should be noted that in general the stakeholders and the member organizations discussed with felt that ZAN was in a good position to play the role of distribution of the global funds to HIV/AIDS organizations.

The following are the members' perceived strengths and challenges for ZAN regarding taking the role of channelling the Global Funds for HIV/AIDS.

Strengths	Challenges
ZAN has a wide membership above, 300 members now. They have developed strong links with their members especially because of the existence of provincial chapters. The provincial coordinators have also strengthened the decentralized position of ZAN. ZAN is now more able to service and recruit members. Most of the civil society members are members of ZAN.	The Global Fund is expected to be a huge amount, which ZAN has not so far handled. This will be an amount in addition to the current + - US\$ 400 000 –00 per year that ZAN is currently handling. ZAN currently has capacity to manage its current resources however with the increased responsibility ZAN would need to increase its human resources in the area of both financial management and the programmatic aspects. ZAN at the moment does not have capacity to deal with such large amounts of money.
ZAN already has a good record of managing mini-grants. These are being provided as part of the capacity building programme. They have developed criteria for funding, as well as a system for funding. The Global Fund, although it is much more in terms of amounts, would not be a completely new thing for ZAN to handle. The system being used would need to be revisited and adopted to enable Coping with the budget challenges and demands.	ZAN has limited capacity to monitor even with the current smaller grants, programme monitoring and evaluation systems have not adequately been developed. If ZAN has to take up the global funds responsibility channelling of global funds responsibility, it would need to develop its finance disbursement and monitoring systems at all levels.
ZAN is non-partisan, it is not biased towards any groups or organizations that have a particular orientation or ideology but as long as it is an organization working in the area of HIV/AIDS ZAN can work with it. The non-partisan nature of ZAN enables organizations to freely and openly affiliate with it. Member organizations and stakeholders organizations and stakeholder felt ZAN is in a good position to take up this role and believe that using ZAN as a channel will not prejudice any organization because of its non partisan nature.	At provincial level ZAN does not have capacity to manage and monitor such huge amounts. This would require that there is a finance person at provincial level to follow up and do financial monitoring. The provincial coordinators currently are not strong in handling finance related issues. Some kind of training on finance for non managers would be useful so that they can be sensitive to finance matters and assist in the follow up and tracking of funds.

Being an NGO ZAN is less bureaucratic and funds may be disbursed to organizations more speedily.	ZAN provincial offices are currently under resourced regarding office space and equipment.
ZAN already has a capacity building programme which has been rather successful. Funds disbursed from the global funds could be complimented by capacity building in the relevant areas. ZAN's new constitution has provision to discipline members e.g. who would have mismanaged funds. This provision could be helpful as a way of cultivating discipline and control within the membership regarding the appropriate use of the money	Regarding vehicles which can be used for follow up. It will be important for the provincial offices to have bigger office space and vehicles

The majority of the member organisation representatives discussed with preferred ZAN to channel Global Funds on HIV/AIDS and they felt it was an appropriate organisation to perform this task. The reasons they gave for this opinion were; ZAN's wide membership, its experience in distributing grants under its capacity building programme, its decentralized nature, its non partisan approach and that it has a constitution which allows its members to be disciplined in case of mismanagement.

The biggest challenge that ZAN has is one of capacity. ZAN does not currently have capacity both at HQ and provincial level to enforce the disbursement of funds of this magnitude and nature. Their financial monitoring systems and processes for the much smaller mini-grants are rather weak and for a bigger fund, there will even be need for more tight systems. The human and capital resources (vehicles, offices) at provincial level are limited for purposes of financial monitoring.

4.1.3 Human Resources and Skills

The ZAN secretariat are responsible for operationalising policy. The secretariat is headed by the national coordinator (NC) who was recruited mid 2001 after the organization had gone through troubled times. The NC is responsible for the overall strategic planning and management of the organization as well as ensuring that financial operational plans and systems are implemented.

In particular she is responsible for the provision of strategic leadership to ZAN which include the following key areas of; project funding, project implementation, staff development, finance management, organizational development and liaison with donors and stakeholders. She is the key driver of the organization. Below her is the operations manager who is responsible for the programmatic issues, the operations manager supervises the provincial coordinators, advocacy Advisor, Capacity building Advisor and when the Monitoring and Evaluation Advisor is recruited she/he will be under the operations manager's supervision.

The External Relations Advisor reports to the National Coordinator and supervises junior staff involved in information, IT and membership issues. A human Resources Advisor has just been recruited and will be responsible for human resources. The Finance and Project Accountant heads the finance department. The Internal Auditor is rather autonomous in view of the role which requires independent analysis of finance issues. The auditor is not under the finance and project accountant but reports directly to the NC. Other support staff include the receptionist driver and office assistant.

The revised version (Nov 2003) of the organogram gives information on the structure and elaborates on who reports and is accountable to who. However the secretary's position is not there on the organogram. It is rather awkward for an organisation such as ZAN not to have a secretary who would be

responsible for the day today secretarial, administrative and filing systems. The need for a membership assistant is rather questionable as a secretary can have as part of his/her function administrative membership issues such as recording of members details, mailing list of members, ensuring that the members receive the required material in time.

There are varied positions that are not currently filled in on the organisational structure. The position of the external relations advisor is currently vacant as the incumbent has just left. The post of the finance and project accountant is vacant and the details regarding this post is elaborated in the finance management section. The IT assistant post is vacant. The Administration coordinator is currently being recruited. The operations manager's post will soon be vacant as the current incumbent will be leaving end of February 2004. In the team's opinion, some of the posts do not appear necessary such as the post of the membership assistant.

It is also important to note that there is a high staff turnover at ZAN. Within a limited period three key people have left the organisation. On analysis and discussing with the staff it is however pleasing to note that staff are leaving for greener pastures and not because of organisational grievances. With people getting jobs in international organisations, with better conditions one can not deny them the opportunity to advance themselves. The good image of ZAN and the ability of ZAN to build its staff capacity has resulted to the staff turnover as the staff become more marketable. A positive development has unfortunately resulted to an unfortunate development for ZAN.

It is noted that the job title of the NC is mentioned as national coordinator but on the organogram and in discussion with the staff she is referred to as the director. Standardization of the title could be useful to avoid confusion. Considering that the work of the NC has evolved over time and her area of responsibilities are quite big now, she is playing the coordination role but more importantly she is providing a strategic direction role. In our opinions the title should now be national director and not NC.

It is not clear why the external relations Advisor which is part of the programme component is not under the operations manager's supervision. Of course external relations involve higher level networking which includes national, regional and international links but it is still a program component which could be part of the operations manager's responsibility regarding supervision. The director seems to have quite a full plate regarding other Administration, management and finance responsibilities under her supervision.

All the staff currently have job descriptions. The Ernst and Young exercises assisted ZAN in coming up with good quality job descriptions. On a glance of the job description, one can get information on job title, department, basic function, immediate superior, major activities, decision making parameters, periods when there is too much pressure for the employee, controls and checks, consequence of error of judgment, minimum education and experience necessary for the job. The job descriptions provide good guidance regarding their roles and responsibilities. They provide standard systems regarding the qualities professional background and experience required for all the jobs. This makes it possible to have systematic recruitment which does not suit a person but a position.

For all the current positions all employees in the position have the required experience and professional background as stated in the job descriptions.

Skills

ZAN has varied skills and it also uses the services of its members. Where necessary it subcontracts to consultants and these consultants so far have done a good job. However in any organisation it is important to have internal skills and capabilities for operational purposes. The following are some of the areas analysed in relation to skill and capacity in the various programme components.

Networking

There is remarkable skill in ZAN regarding networking as is evidenced by a variety of worthwhile activities that have been implemented by ZAN. A lot of external relations have been developed and maintained.

Resource Mobilization

ZAN has some skill in resource mobilisation. They have managed to link member organizations to donors. Some PLCs are quite resourceful in resource mobilization. ZAN itself has matured from fundraising amounts as little as US\$ 20 000 per annum to above US\$ 400 000. per year. ZAN has even built the capacity of its members in resource mobilisation. Once ZAN has fund raised money from donors it is also very good in maintaining relations with donors.

Coordination

ZAN has managed to use its coordination skills to coordinate organisations working in the area of HIV/AIDS. In the provinces, people meet and discuss and these coordination foras reduce duplication.

Strategic Planning

ZAN has engaged consultants to facilitate strategic thinking processes. These have been quite useful as this has enabled ZAN to strategically vision the programme. It is positive that a strategic plan that is based on the strategic thinking process is in the process of being developed. ZAN involves the provincial chapters in planning however the kind of planning done in provinces is more a shopping or wish list which is not strategic in focus. Provinces could consider having a provincial strategic focus especially in view of the fact that some organisations feel that ZAN is not being innovative. Systems for participatory planning are there but their effectiveness is different in different provinces.

Advocacy

The organisation has made consultations with various organisations including government departments. Advocacy is about challenging policy and creation of enabling environment for operational purposes. Not much advocacy has been made in terms of seriously challenging policy. Considering that advocacy is one of the activities for ZAN it is rather unfortunate that ZAN has not developed an advocacy strategy.

Gender

ZAN has organised some gender workshops for its members. One can not talk of AIDS without linking it to gender as it plays a very pivotal role. At staffing level, the majority of ZAN staff are women. At NMC level there are three women including the NC. It is our opinion that ZAN need to pay more attention to the area of gender. It maybe advisable for ZAN to have a gender strategy. There are a variety of organisations working on HIV/AIDS and gender but their individual efforts do not appear to be adequately coordinated. In its own programmes ZAN needs to mainstream gender as well as to help its membership to enhance their responses by mainstreaming gender.

Research

Members feel there is nobody bringing together researchers and ASOs especially in provinces. At Harare level SAfAIDS is doing so but this same role could be done at provincial level through ZAN. There are some members who have been in ZAN for a long time who do not currently see new things coming up from ZAN, no innovations coming from ZAN. Another old member organization mentioned “*We have outgrown ZAN, ZAN is for the up coming*” There is limited emerging information which should normally come from research.

Membership Baseline Information

There is no baseline information on the situation and state of affairs of member organizations e.g their

capacity levels. There is limited systematic way of identifying member organisations in relation to their level of capacity e.g for people attending workshops. Different categories of people from different level of organisational developments are lumped together in one workshop. This results to different levels of assimilation and understanding but also a major challenge is how to interest the more mature organisations in this mixed group.

Monitoring and Evaluation Skills

Monitoring and Evaluation is not one of the strong areas for ZAN. A workshop has been held on M&E. However no M&E systems have been developed. The Organisation has not developed a monitoring and evaluation plan which it could use as a guide for purposes of monitoring. In view of the limited systems in place on M&E, it has not been possible for the organisation to track the impact of its activities.

The indicators that are in the planning system are usually process indicators and not impact indicators. It is useful to understand both the process and the impact in order to measure if the programme is being effective.

4.1.4 Provincial Level Coordinators

The position of Provincial Level Coordinators (PLCs) is a new one in ZAN. The PLCs were put in place starting November 2002. Most of the PLCs have been in place for a year and half or less. The PLCs' basic function is to strengthen ZAN's role of coordinating and facilitating the activities of member organisations at provincial level.

Before the recruitment of PLCs the provincial chapters used to be more or less managed by the provincial chairpersons. Provincial chairpersons were employed elsewhere within their organizations and thus were accountable to their organizations. The introduction of the PLCs was an innovative and progressive organizational development.

The presence of the PLCs has made remarkable progressive change especially related to ZAN's decentralized service delivery processes. The PLCs, are very functional. They have desks and computers for use in their jobs. Two of the PLCs discussed with are degreed in the social sciences discipline. There are some PLCs who have diploma's in the social sciences and in education. Some have hands on experience with counselling and guidance.

ZAN wanted to have 10 PLCs but because of limited resources and to allow for learning from past experience an organic growth approach has been towed. They started off with 6 PLCs. This resulted in some provinces having responsibility over two provinces and thus not having comparative intensive attention.

From the findings from the field, the coming in of PLCs made ZAN "more visible". Interaction between the member organization and ZAN has improved. The evaluation team was informed that the provincial chapters can now meet deadlines because there is a full time paid staff as opposed to PEC members who would do a lot as volunteers. They had limited time as they had their own full time jobs.

There is currently improved information as the ZAN HQ communicates frequently with the PLCs and they in turn disseminate where necessary the information to the member organizations. The coming in of the PLCs was said to have strengthened the relationship between ZAN and NAC in the provinces. ZAN regularly attend provincial AIDS committee (PAC) meetings to represent civic organizations. In one province ZAN organized a workshop where the role of ZAN and NAC was defined.

It is believed that because of the coming in of the PLCs, the membership recruitment drive has been intensified and the ZAN membership has increased to more than 300 now. The PLCs have also managed to build the image of ZAN at provincial level.

Some Areas for Improvement Regarding PLCs Operations

In view of the role that the PLCs play in the provinces and the fact that all the members of ZAN are in the provinces it is important to give them adequate material resources necessary to facilitate their work.

Most of the PLCs are operating from one room (office) and for Harare there are two PLCs who are sharing the same room. There is limited office space which is not adequate for meetings. Before the coming in of PLCs member organization facilities were used, but now given the growth that ZAN is going through it may be important for ZAN to have better provincial resources.

An example of the effect of limited office space resource is for example when ZAN got bicycles, HBC kits and resources from SAFAIDS, there was limited space to store them at provincial level and proper stock control becomes problematic without storage facilities. Some member organizations indicated that the PLCs should be built their capacity in order for them to be more able to market ZAN.

It has been noted above that some PLCs have responsibility over two provinces. This is an anomaly considering the role of PLCs in the provinces. It is suggested that each province should have a PLC. Each province should also have more office space with office equipment, furniture and a vehicle. It may be worthwhile to consider having an assistant to the PLC who can man the office when the PLC is out on program activities.

The PLCs were trained in monitoring and evaluation together with the member organization. The PLCs need to upgrade their M and E Skills or at least operationalise them so that they are above the member level. M and E systems need to be developed e.g. on impact of networking activities, advocacy, resource mobilization etc. If PLCs are more skilled in M and E they can be used for building the capacity of other member organizations in M and E.

4.1.5 Provincial Chapters

The ZAN provincial chapters are in place in accordance to the ZAN constitution. ZAN's strengths are in the provincial chapters. Before the Governance changes that took place at provincial level there were provincial councils which were composed of representatives of membership of ZAN in the respective ten provinces. The provincial council has been responsible for the following:

- Networking and awareness building
- Advocacy and information dissemination and exchange
- Local fund raising and advice
- Facilitating development education
- Directing the work of Provincial Executive Committees (PECs)

The PEC were composed of provincial vice chairperson, provincial secretary and treasurer and chairperson of three standing committees namely information and advocacy, personnel, capacity building and audit, finance and resource mobilization. The provincial council elected the PECs.

The function of the PECs were the following:

- Liase with provincial members on a more regular basis that provincial council
- Provide backup services to provincial members
- Deal with membership issues at local level, and
- Network

The corporate governance review process has recommended the abolishment of provincial councils and the PECs remained. According to the revised constitution PECs are responsible for:

- Reviewing reports from individual projects
- Networking and planning of provincial activities
- Recruitment and assessment of new members and reporting thereon to the board of governors
- Assisting groups in coming up with project proposals
- Controlling the funds of the provincial chapter

The abolition of the provincial council was a good idea as their coming together was more or less having an AGM rendering it unworkable. When a council is too big usually it becomes inefficient when tasks supposed to be carried out become every body's business and at the end of the day nobody picks them up for implementation. However it is noted that some roles which were supposed to be carried out by the Provincial Council such as the local resource mobilization role, awareness building and advocacy have not been incorporated under the PEC's roles. Also the decision making powers of the PECs has not been spelt out. The responsibility on bullet "4" which provide for "*Assisting groups in coming up with proposals*" is confusing because ZAN should not deal with groups but rather it should deal with member organisations.

Resource mobilization at provincial level does not appear to be a bad idea it can only contribute towards the sustainability of the province. At provincial level the PEC's if equipped can contribute towards lobby and advocacy and they can also play a role regarding identification of lobby and advocacy issues that ZAN could address.

Having provincial chapters is a notable best practice because it has effectively decentralized ZAN. The provincial chapters have Annual General meetings (AGMs) The Provincial Chapters meet monthly or bi-monthly. Before the National AGM they met and highlighted issues for discussion at the national AGM. Having provincial chapters has enabled discussion of minor membership issues at provincial level instead of referring them to three national AGMs.

The provincial chapters contributed towards the overall ZAN planning. They produce annual plans. They are effective especially now that they have a full time PLC and have a budget. They are a necessary structure which should be maintained. Capacity building related to their role could be useful.

The provincial coordinator works with the PEC and is accountable to the operations manager. It is not clear in which areas the PLC is accountable to the PEC and in which ones to the operations manager. The powers of the PEC in relation to the PLCs need to be clarified as they are the people on the ground who are working with the PLCs.

4.1.6 Opinions on the New Governance Structure

ZAN has recently gone through a change in its governance structure. The change at provincial level have been elaborated in the section above relating to provincial chapters. At national level the old constitution which was last amended in December 2001 provided for a national council (NC) which was composed of one representative appointed by each member organization. The council as was the case for provincial councils, effectively was a general assembly which was composed of one representative appointed by each member organization. The national council was headed by the national chairperson, vice chair secretary and treasurer.

The national council would vote into office the National Executive. Members were drawn mainly from chairpersons of provincial councils and three representatives from the Zimbabwe National Networks for People Living with HIV/AIDS (ZNNP+) NEC was headed by the chair, vice chair, secretary, treasurers and chairperson, of 3 standing committees.

During the consultation process made by the EY it was noted that the state of the structure then was not optimum to provide for efficiency. Some changes were proposed and adopted. The constitution was thus accordingly revised.

The major changes regarding the governance structure included the following

- Separations of the functions of ZAN membership and project matters, management and technical matters.
- Abolishment of the national council as it was considered as a general assembly of members and its purpose could be met simply by having an AGM.
- Abolishment of PCs as their sole function in practice was seen as the election of PEC a function which can be exercised by the members in a particular province without necessarily constituting a council.
- PECs were retained and an NMC was to be established from members appointed by PEC.
- Board of Directors replaces the non-existent Board of Trustees as the main management organ and separate from the memberships structure.
- Getting up a technical advisory committee to look at issues related to ZAN's programme activities and report to the Board.
- Formation of an Audit finance and remuneration committee.

Varied comments came from the members and stakeholders regarding the changes. From the discussions, some of the members discussed with did not comprehend and internalize the changes. They did not understand them and thus could not comment from an informed perspective. Although the process was said to have been consultative some members did not quite read and analyze the changes suggested and thus agreed to the change without having thoroughly analyzed them and their implications. Some members in an FGD mentioned *"We don't know how its going to look like, we saw it on paper but don't know what it would look like in practice. We also don't have the current structure of organization now in the province, if you want to know about it get it from the Head Office."* This quotation from one province was expressed by the majority of the provinces visited a confirmation perhaps that the changes have not yet been internalized.

One FGD with a member organization reiterated *"EY consulted us, came up with a document but because most of us had not read, understood interpreted it, we could not contribute meaningfully. They eloquently presented the changes and we endorsed them"*.

From the discussions it can be concluded that the governance changes were a result of consultative changes, however some members may not have taken the process seriously that's why they did not read the documents. Perhaps an encouragement could have been made to have the provinces consider the constitution and changes on their own without E Y to encourage internalizations of the changes.

The NMC comprises of chairpersons of provincial chapters which has not yet been trained on their role and on governance since they are still new. According to the information from the provinces the Board of Trustees (BOT) has not been appointed yet but provinces had submitted suggestions.

Regarding perceptions on the governance changes, most of the people discussed with had a feeling that the changes dis-empowered the NMC and gave power to the BOT. One FGD in the provinces mentioned *“Power has now been given to the BOT. Staff will be responsible to the BOT. ZAN’s policy and operations will be controlled by the BOT. NMC will not have much say on programme policy issues. What has happened is that there is more power now that has been given to the BOT and less power to the NMC yet this is a membership organisation”*.

On the other hand some member organizations felt that the changes were fair and assisted in rationalizing the governance and technical components of ZAN. An FGD in Chinhoyi revealed that *“The current changes will result to practical decisions been made. It will remove favouritism which had been practiced before, for example in the approval of grants. Most former PEC chairpersons got grants. The current changes will result to objective assessment in granting of grants”* Operationally one staff members also mentioned *“The former structure unintentionally gave silent pressure on staff to give PEC chairpersons grants, not because they were most deserving but for purposes of good working relations”*

The above sentiments reflect an obvious dilemma caused by the fact that a member organization is deciding on programmatic issues in particular grants where they are an interested party and their organisation needs to benefit from the facility as well. On the other hand, currently, the major challenge for staff is the one of working with two structures. Delineating the issues for the board and the NMC. Some felt a possibility to have a NEC with representation from the provinces, ZNNP +, accountant, Lawyer and programme management specialists could have been considered.

Whilst there are varied opinions regarding the changes, the evaluation team is of the opinion that the streamlining of the structure is timely. ZAN is growing rapidly and will need a focused governance structure which can effectively contribute towards the strategic and technical development of the organization. The BOT provide the strategic focus required. It will enable bouncing of ideas from a technical perspective and will be in a position to provide strategic advise to the staff. It will largely depend on the quality of the BOT members who will be put in place. It is noted that guidance in terms of criteria for one to be a BOT have not been spelt out and it would be important to have this for future purposes. On the other hand it will give the NMC an opportunity to focus more on policy issues related to membership. It should be noted that being voted in power by the membership does not necessarily mean that one is technically competent. For this reason where organisational political issues are concerned the people who should tackle this are the elected persons in this case the NMC. In view of GIPA it is quite positive that there are ZNNP + representatives in both structures.

The provision of the technical advisory committee in the evaluation team’s opinion is a good idea but the suggested composition could be problematic. Our understanding of a technical advisory committee is that the committee should be able to provide the necessary and required technical advice that will give the Organisation a technical face compared to other national, regional and international like minded organisations. The constitution suggests that the technical committee be constituted of 3 persons two of whom should be the national coordinator and the BOT chairperson. It is our opinion that the two sit in the BOT in any case and can provide whatever technical input they have in the BOT. We think that the technical advisory committee could be composed of knowledgeable persons who have wide experience in the area of HIV/AIDS and may not necessarily be ZAN members. ZAN needs to move ahead of the times and be innovative so that it can continue to be vibrant even to its old members. Having a technical committee that could contribute towards the development of new ideas would be helpful.

4.1.7 Management Audit

The Management Audit was done by EY and it included the governance, I T, human resources, governance and administration and finance procedures. The management audit has taken a consultative and learning by doing approach which has also built the capacity of the involved persons in ZAN. The governance product and changes have been discussed above.

An audit has been carried out regarding human resource systems in ZAN and some changes have been introduced. There has been revisiting of the staff organogramme and creation of various posts that were formerly not there. Some of the issues have been covered under the human resources section above.

Most of the recommendations that were made by EY are worthwhile however because they have just been finalised they have not yet been implemented. A performance appraisal process has been made with the staff, however the performance assessments for staff have not yet been done. Prior to the exercise no systems were in place for performance appraisals and most staff had discussions/appraisals after their probation period. The human resource responsibility has been on the shoulders of the NC and considering the heavy responsibility she has this was not workable. Currently a human resources manager has been recruited.

A well elaborated code of conduct has been developed, but so far it has not yet been utilised. ZAN has always had a transparent recruitment process. All posts are advertised and people are interviewed. This transparency is encouraged. All staff members now have elaborate job description. The mentoring process from EY has been very useful and has contributed towards building of strategic management expertise.

According to the staff discussed with, there is no staff development plan in ZAN. The staff development needs assessments have not been systematic. This could be a result of the weakness of limited performance appraisals having been carried out. Performance appraisals can be used as a tool for identifying weak areas of staff and the subsequent building of their capacity. Having a staff development plan would entail identification of the required skill in the organisation and planning around the areas for capacity development.

4.1.8. Relationship with Donors

Currently ZAN has five donors namely Sida, DCI, GTZ, CDC Zimbabwe and Africa Groups of Sweden. The donors have agreed to put their resources in one basket and thus are basket funding ZAN. Each donor has its own project document which specifies the programme they will fund. The money is put in one basket and is accounted for in block. ZAN produces one finance report which includes the expenditure per donor. This has reduced workload on ZAN, instead of doing five reports to five donors it simply does one report.

Regarding the narrative aspect, ZAN produces quarterly progress reports which it shares with its donors through donor meetings. The developments are discussed and where adjustments need to be made, they are noted and later actioned accordingly. The meetings are also used by ZAN to bounce on ideas and to get ideas from the consortium. The arrangement has strengthened the relationship of not only ZAN and the donors but also the donors themselves.

ZAN has good relationships with its donors. ZAN produces the required documents and reports in time as required by its partners. All the donor organizations discussed with were happy with the arrangement they have with ZAN. They were also happy with the progress made by ZAN so far considering where it came from during its troubled times.

4.2 Programmatic Issues

This section of the evaluation report discusses activities that have been implemented by ZAN at membership, provincial and national levels. ZAN has five main program areas namely External Relations (formerly known as the information exchange), Networking, Capacity Building, Advocacy and Resource Mobilization.

4.2.1 External Relations (Information Exchange)

The main objective of the External Relations program is to enable effective gathering and timeous dissemination of information on HIV/AIDS within and outside the network and to improve the forum for information exchange. This objective is achieved through the following activities:

- Production and distribution of a quarterly newsletter and information sheets.
- Collection and dissemination of HIV/AIDS information
- Database creating and updating i.e. partnership profiling.

In the last 2 years, ZAN has been successful in the role of being an umbrella body that gathers and disseminates information to both its membership and other stakeholders. There has been timely production of 1000 quarterly informative newsletters with a specific theme for each quarter.

The newsletters have featured topical issues in

HIV/AIDS e.g. Home Based Care (HBC), Stigma and Discrimination as well as Communicating for HIV and AIDS. In addition to defining the theme, the newsletter goes on to feature articles from members that have specific activities on the theme. This is commendable as the articles are recorded as best practices and are shared by all the consumers.

In addition to information on the thematic area, the newsletter has regular columns with updates on ZAN i.e. names of members of the National Executive Committee, ZAN Secretariat and Provincial Representatives. Major upcoming events like conferences are highlighted in the newsletter e.g. the call for abstracts for the 13th International Conference on HIV/AIDS and Sexually Transmitted Infections in Africa (ICASA) featured in the January – March 2003 issue. The newsletter also informs of ZAN's upcoming events e.g. World AIDS Day activities, provincial workshops and Annual General Meetings. Over time, the quality of the newsletter has greatly improved in its appearance, layout, setting and the content. It has been very informative. The issue, in which the theme was HBC, went on to define what HBC is, who the players in all the provinces are, who the funding partners and collaborative stakeholders are and how the HBC activities fit into the national policy. There were articles from members sharing their HBC experiences. This is very good and informative

The information sheets are just as informative. They are used as reference materials. There are HIV/AIDS topics like Stigma and Discrimination as well as Networking which are not very easy to understand and come up with activities to specifically address them. ZAN had information sheets extensively covering the subject of Networking. The information sheet informed of national networks, sub regional networks like SANASO, regional AfriCASO and international networks. The style, in which the information was presented, is very easy to read and the language is understandable. The information sheet on Stigma and Discrimination took the form of a personal life story shared to highlight issues of discrimination. Use of real life stories has been excellent in HIV/AIDS as this puts human faces to figures and issues. The information sheet goes on to give references like the UNAIDS Guidelines on HIV/AIDS and Human Rights as well as attempting to explain the Greater Involvement of People Living with HIV/AIDS (GIPA) principle. The information sheets are produced quarterly. These were highly appreciated by the membership who felt updated through them.

ZAN members and collaborators who have access to both the newsletter and the information sheets have very high regard for them as they keep them abreast of national activities and general new HIV/AIDS information. Members' resource centers have more up to date information because of the newsletters and information sheets.

As part of corporate image building, the organization has created a database that profiles its membership and collaborative stakeholders. A more recent and updated directory of service organizations was reproduced and distributed in 2003. The majority of membership and stakeholders that the evaluation team interviewed indicate that the directory is very useful.

ZAN has also produced brochures and posters that clearly outline its vision, mission and goals as well the benefit of being a ZAN member. Some members have displayed the ZAN posters in their offices. This helps to keep the members aware of ZAN's role and benefits to membership as well as have the members market the network to other service organizations.

In its endeavor to gather information for members, ZAN has managed to gather large quantities of the SAfAIDS newsletter, NAC bulletin as well as newsletters from some of the members like MASO and WASN. SAfAIDS distributes information packs through ZAN. There has been distribution of IEC materials produced by members and other stakeholders e.g. HIV/AIDS question and answers by the Ministry of Health and Child Welfare and some behavior change communication literature from CDC Zimbabwe.

For external linkages out of Zimbabwe, ZAN sends its newsletters to other networks in the SADC region through SANASO. The NGO has a very informative web page. ZAN managed to attend and display their work at ICASA in Nairobi in September 2003. ZAN has articles in the regional SANASO newsletter of which it is a member.

Distributions of the newsletter varies from province to province while in some instances the newsletters are sent to the ZAN provincial offices for distribution by the PLC, in other settings, the National secretariat posts the newsletters direct to the members either by Swift or by post. They have a mailing list of all the members which they use for mailing. Once in a while, the members go to the ZAN offices and pick the materials up. There were some member organizations visited by the evaluation team, who had never received the newsletter or the information sheet, especially those members who do not have a reliable postal address or those who do not frequently visit the ZAN offices. Some organizations are not accessible by Swift.

While the newsletter and information sheets are very informative and timely produced, the mechanisms that are currently in place to solicit for feedback from the consumers are inadequate to accurately assess the relevance and user friendliness of the language to the readership. The literature is targeted at service organizations-ZAN membership. Questionnaires are sent out to members to ask about accessibility usefulness etc of the literature. Because the literature is not easily accessible to all membership, the feedback tools are also not accessible.

Distribution of the newsletter, information sheets and the newsletter from member organizations and other stakeholders heavily relies on deliveries by Swift, the post or members visiting ZAN offices. The literature is also accessed at public exhibitions like the Agricultural Shows, Trade Fair, NGO forum and others. Some member organizations may not have reliable postal addresses and do not frequently visit the ZAN offices. Some organizations that were visited by the evaluation team, had not accessed the newsletters produced for the second quarter of 2003 the March – June issue. One PLC had not seen the newsletter but some members in his province already had it and were phoning the cadre asking about an article in the issue. The distribution system is not yet very clear. Ideally all materials for distribution by ZAN should be sent from the Head Quarters to provincial ZAN offices – the PLC who in turn would send them out to member organizations. If there are known dates when the issues come out, provincial chapter meetings can then be scheduled to take place around the date so that members can access the literature as they come for the meeting.

Some PLCs expressed that; newsletters need to include some of the Provincial Chapter activities and pictures. There should be more input from the membership so that there is a better sense of ownership and involvement. A lot of the smaller service organizations do not have newsletters or information departments of their own and so they rely on ZAN to make them known through articles published in the newsletters. The publication would be a way to expose the organization to other member organizations as well as to collaborative stakeholders.

While it is commendable that the newsletters have a specific theme each quarter, it is not clear to both membership and some of ZAN staff as to how the themes are decided. It was good that the theme for stigma and discrimination was decided for the last quarter to coincide with the World AIDS day because the theme for the World AIDS day was Stigma and Discrimination. The rationale for choosing that theme at that time seems clear but could have been highlighted in the previous issue and explained why. It would be good to point out how the themes are chosen in the editorial comment. ZAN is a membership organization therefore there should be efforts to show the membership that their input is highly regarded.

ZAN has facilitated for 10 of its members to exhibit at the NGO Exposition in September 2003. The exposition was also used as a forum to market ZAN to non-members. In addition to the Exposition, ZAN secured stands at the Agricultural shows in the various provincial capitals as well as the international Trade Fair in Bulawayo.

4.2.2 Relationship with Government

In Matebeleland, 3 provinces met to share information i.e. Matebeleland South, Matebeleland North and Bulawayo provinces. A stakeholder' meeting was organized and was attended by local authorities, councilors and service organizations. At provincial level, PLCs have strengthened ZAN's networking capacity especially in areas of relations with government bodies. Some PLCs closely network with Provincial Medical Directors (PMDs) and NAC. Because of some PLCs initiatives, there was a stakeholder meeting organized for service organizations and NAC to discuss how the service organizations can access the National AIDS Trust Fund. At this meeting NAC and ZAN roles and areas of collaboration were clarified to the membership.

Through PLCs in the provinces, interaction with Ministry of Education happens at meetings for OVC and during World AIDS day task force meetings. Some provinces liaise with the Ministry of Gender and request for resource people for gender workshops. Officers from Ministry of Information are invited to attend AGMs.

Relations between ZAN and NAC have been further strengthened through having PLCs as members of PACs while at the national level; the National Coordinator is part of the Country Coordinating Mechanism (CCM). Involvement at these levels has helped to reduce the generic mistrust between government and civil society of which the majority of ZAN membership are. Because ZAN has made efforts to closely liaise with Government sectors like Ministry of Health and Child Welfare and local authorities, there has really not been a point of conflict between ZAN as an organization and government. Their relations can be described as cordial.

However, these relations may be strengthened by increasing involvement of government bodies in ZAN activities and increasing dialogue with government. For example, in addition to including a government official in the Board of Trustees like the director of AIDS and TB Unit, there could be ZAN organized activities, like taking Parliamentary Portfolio for Health Committee to AIDS Service Organizations. Submitting ZAN reports to National AIDS Council would improve transparency. ZAN can create more forums with government involvement.

4.2.3 Networking

The objectives of the Networking program is to develop the human, financial and administrative capacity of the secretariat, provincial representatives and the National Executive Committee to better serve the member organizations.

The coming on board of PLCs in the provinces made a vast difference in the networking activities of ZAN. PLCs have enhanced ZAN's visibility. Some of the networking activities are facilitation of provincial Chapter Meetings, exchange visits and information exchange by members as well as increased membership recruitment drive.

The majority of the membership indicated that, they have managed to make linkages with service organizations that do work similar to theirs 'We have made friends in the provinces' one director of a membership organization said. Some of the linkages through provincial meetings have led to exchange visits by service organizations. Both provincial and National AGMs are another forum for networking of organizations. An upcoming organization recently joined ZAN because of the initiatives of the PLC. The organization then used the ZAN directory to get information on organizations working on youths and HIV. By the time the evaluation team visited the organization, they had made calls to several organizations and had visited some of them to share information.

Member organizations expressed that through ZAN's networking activities, they have come to appreciate that they benefit more by complimenting each other more than when they compete. As they share more information, they get to realize how efforts of one organization are not adequate to address the epidemic. All members emphasized the issue of learning from each other. Provincial Chapter meetings were cited as one forum where challenges were shared and discussed. Referral of clients for various services was discussed e.g. a service organization that is doing HBC can refer children from their program to another service organization with OVC programs. Resources are shared through these networking meetings for example requesting for facilitators for workshops from a member organization. Duplication of services is reduced as organizations share information on geographical coverage.

Although most provincial chapters meet every two months or monthly at times, ZAN could facilitate thematic group meetings. Previously there were standing committees at provincial level and these committees attempted to bring together member organizations working in similar areas. Because there were no PLCs then to effectively coordinate and service these meetings, they died a natural death. There is need for ZAN to facilitate a forum where member organizations meet in thematic groups. These groups can even organize inter-provincial exchange visits to share and learn from each other.

The networking function of ZAN is critical for membership. When asked why they joined ZAN, a lot of the organizations said they desired to network with other players in the field of HIV/AIDS. This role of ZAN has been greatly enhanced by the appointment of PLCs. However their effectiveness can only be meaningfully achieved when their capacity in terms of resources that is both human and material have been increased. In addition to urgently needing additional personal in the provinces, PLCs need resources like vehicles, adequate office space, telephones and Internet services. Although efforts are underway to improve these facilities for the PLCs, the issue needs more urgent attention. Their impact would not be felt if they are too thinly spread for example one PLC covering an area stretching from Chiredzi to Gokwe North using public transport. In view of the severe transport shortages within the organization, there should be incentives for staff to use own vehicles for ZAN work like having supportive transport policies.

While it is commendable that most PLCs have adequate skills for them to effectively execute their networking duties, most of them still need additional training on emerging HIV/AIDS issues for example treatment literacy. Some member organizations felt that they had outgrown the services

offered by ZAN especially at provincial level. They felt that PLCs should be resourceful or knowledgeable enough to be able to refer the member organization. Their current skills are good for new small organization.

There needs to be more clarity on the roles of PLCs in relation to Head Quarters Staff especially when it comes to organizing provincial activities.

Generally, ZAN is doing very well in its networking role. According to SANASO *“National networks usually have challenges in coordinating member activities but ZAN is one of the best networks second to Zambia.”* PLCs made ZAN to be known even by small Community Based Organizations. This visibility has helped with membership recruitment.

It would be good to have ZAN market itself to members of other networks like NANGO. Because the impact of HIV/AIDS cuts across all development sectors, a lot of organizations have found themselves initiating or mainstreaming HIV/AIDS into their programs. These organizations are usually members of other networks like NANGO or ZACH yet they are not members of ZAN. It would help the membership recruitment drive to put ZAN articles in these networks’ newsletters.

Increasing the financial capacity of provincial chapters was hampered by the unstable economic situation, which resulted in steep escalations in accommodation, transport and services. Networking at provincial level seems to be of more benefit to the member organizations than the national activities like the ZAN congress. At provincial meetings and workshops, even smaller and upcoming Community Based Organizations get to be known. Ideally there should more of such provincial networking activities. Member organizations could be encouraged and helped to source for funding for networking activities so that they finance transport and accommodation costs for the networking activities which are currently paid for by ZAN.

Of ZAN membership, private sector has the smallest number. Most service organizations in the private sector feel that they benefit a lot from interaction with more established AIDS Service Organizations who would have been instrumental in initiating or formation of HIV/AIDS workplace programs. PLCs could work in liaison with ASOs that have workplace programs like Matebeleland AIDS Council, ZAPSO, ZAPP and FACT to help recruit private sector member organizations.

4.2.4 Capacity Building

As part of the effort to realize its vision of being the lead organization in enhancing the capacity of service organizations to effectively respond to the epidemic, ZAN has a capacity building program. Activities in this program have outstandingly helped member organizations to realize meaningful benefit of being part of ZAN membership. The activities include training, mentoring, minigrants and attachments. A majority of ZAN members, on being asked what they have benefited from being ZAN members, mentioned that capacity building activities especially the training workshops that were held in all provinces were of great benefit. New upcoming service organizations or new staff of old organizations felt the greatest impact of the workshops.

The main activity in the capacity building program is the training through workshops. ZAN organized and implemented one week long workshops in eight provinces (two provinces combined twice) to enhance skills in Project Planning and Management. There were follow up workshops in Monitoring and Evaluation. ZAN scored high to its membership through the activity. The majority of the workshop participants were generally happy with the workshop content where they learnt about the log frame approaches. They received some handouts, which they took back to their organizations. The methods of training were interactive and included group discussions and role-plays at times. The material covered during the workshops was relevant to member needs because the need for these workshops was

identified at provincial meetings and questionnaires at the Annual General Meeting. Participants for the workshop were drawn from all members of ZAN. By the letter of invitation to the workshops, the capacity building department in ZAN Head Office gave a guide as to who should attend the workshop. The logistics arrangements for the workshops like venue bookings and others were done by Head Office staff and in some provinces, in liaison with the PLCs.

While it is commendable that ZAN is doing a good job of capacity building member organizations, there is currently no defined monitoring and evaluation systems used to assess the impact of this very vital intervention. The objective of the workshops was to strengthen the ability of the member organizations to translate information to program improvement. After the workshops, ZAN cannot measure if member organizations have now improved their programs. Ideally, ZAN should have and can still conduct capacity assessments of member organizations to have a feel of what their capacity needs are. Questionnaires during AGMs are good but are not adequate to provide baseline information on the capacity levels of member organizations. There needs to be a capacity assessment tool developed by ZAN with membership involvement. This tool would be used to collect baseline data. The same tool would be used to assess or measure the impact of all capacity building interventions.

ZAN members are at different levels of organizational growth. While some have mature, expanded and well-established systems, others have the same systems in rudimentary form especially if they are newly formed. These members therefore have different capacity building needs. The current approach used to capacity build the service organizations took to them to be a homogeneous group. There could have been different packages of training to suit the different levels and needs.

While most workshop participants appreciated the training, they felt that they needed a lot of follow up in the form of support visits after the training. They also felt that, the training could include more case studies to make it more practical. Others felt that, the duration for participants to grasp the concepts was too short. Use of modules would reduce time away from own work settings yet would make the training more practical and ensures follow up.

Although there were positive comments about the external consultants that ZAN worked with to facilitate the workshops, a lot of the members felt that expertise within the membership was not adequately exploited. ZAN did attempt to use the expertise of some member organizations like Batsirai for the M and E workshop. This is to be encouraged especially that the workshops were not happening at the same time. Someone from one province where the workshop happened could go to the next province and help facilitate. The process is capacity building to the incumbent. Staff from MAC facilitated the gender and advocacy workshops. Use of member experts helps with follow up. As ZAN continues with profiling of its membership, there should be efforts to synchronize activities on member staff development plans with the capacity building activities. The staff development plans can be discussed at provincial level first but should be known at national level as well.

Mentoring of ZAN members has been happening in a haphazard manner – not properly planned fashion. At national level, activities like rendering assistance to ZNNP+, UDACIZA, Chiedza Home of Hope etc on adhoc basis are not even properly documented. Member organizations ask PLCs especially to assist them in shaping proposals or fill out forms etc. These are technical skills transferred to member organizations informally. Unfortunately these activities are time consuming for ZAN staff but can not be measured. In the absence of capacity baseline data it is difficult to measure the effect of the ongoing mentoring over time. At membership level, through networking meetings, there have been initiatives by ZAN for some service organizations to mentor upcoming CBOs though to a very limited extend. MAC and UAN were mentoring IGAC while Tsungirirai was mentoring Mufudzi Wakanaka in Mhondoro. This mentoring activity can be scaled up. There have been exchange visits to learn and improve on programs. There has to be acknowledgement that training during workshops is not the

only effective way of capacity building organizations. Having identified the different member strengths and challenges, mentoring and exchange visits can be facilitated in addition to or instead of workshops.

There are more training workshops planned for 2004 and these are in Governance of NGOs as well as cyber training.

Student volunteers from the School of Social Work who are attached to ASOs have helped to build technical capacity of ASOs and CBOs. Some of the students have been attached to work with the PLCs. In addition to the students helping to alleviate the workload, the students practically learn program work. Member organizations have indicated a lot of interest in having a student. They then sign a contract with the student after drawing up a job description for the student. In most cases ZAN pays stipends for the students. In 2002, there were 15 attachments and there were 12 in 2003. This is a very good program but has weak monitoring and evaluation systems with which to measure the impact of the initiative. Having baseline capacity data of the organization and then assessing at the end of the attachment period, would be useful to see how much capacity would have been built by the attachment exercise.

Another way that ZAN was building the capacity of organizations was through the provisions of mini-grants. The purpose of the mini-grants is to provide financial support to member organizations as a way of building their capacity to respond to HIV/AIDS. There are laid out selection guidelines and application forms, which are sent to provinces. For transparency of the selection process, a grants review committee was formed. Grants include office equipment, HBC equipment like bicycles and wheel chairs, computers, uniforms for HBC volunteers as well as cash. There was a workshop held for cash recipients and their PLCs to train them on how to account for the cash. It was emphasized that ZAN was not playing a donor role but was building the capacity of receiving organizations. It is commendable that ASOs that had no desks or computers got them and that improved the image of their organizations as well as their capacity to execute their work of fighting the epidemic. However, some members felt that the grants received were too thinly spread over too many recipients so the impact of the grants was not meaningful.

Most of the equipment was distributed in November 2003 and by the time the evaluation team visited the organizations there had not been follow up yet. As a way to monitor the grants, a reporting form was designed and will be used to account for the received grants especially cash grants. It would be good to have a reporting form to report on what difference the equipment is making to the effectiveness of programs i.e. have members reporting on what it is that they are now able to do which they could not do before they received the equipment.

4.2.5 Resource Mobilization

One of ZAN's objectives is to facilitate widening of donor bases of member organizations. A database for donors was created and part of it was included in the updated ZAN directory. This was to increase member awareness of funding opportunities. In some instances, ZAN has organized donor meetings or invited donors to ZAN activities like the AGM, the conferences etc. The efforts were to link members with the donor community.

In the needs assessment questionnaire members indicated a need in capacity building of skills to mobilize resources. Workshops for the Project Planning and Management included sessions on proposal writing. As part of on going mentoring, organizations ask for assistance in shaping proposals at provincial level. At National level, the National Coordinator is part of funding proposal review committees for OXFAM Australia, VSO RAISA, ZAPA Futures Group, DCI as well as the Country Coordinating Mechanisms (CCM) for NAC. At provincial level, the PLC attends PAC meetings on behalf of civil society and advocates for NATF on behalf of the membership. Basically, ZAN is doing a

good job in linking service organizations with funding partners. It is very common practice for ZAN to give references of member organizations to funding partners and in extreme cases, ZAN was prepared to be a guarantor for ZNNP+ when they were applying for funding from DCI.

At some point, ZAN acquired and distributed solar powered radios to service organizations. This was a good initiative although the program is no longer on air.

4.2.6 Advocacy

The overall ZAN advocacy program in 2002 was to strengthen the NGOs national response to HIV and AIDS through social mobilization, resource mobilization, advocacy, information provision and capacity building initiatives to identified ZAN membership for the benefit of their communities. The 2002 AGM congress mandated ZAN to advocate only on policy issues lest the network would be competing with the membership if they advocate on specific issues like access to treatment.

To help clarify ZAN's role in advocacy, ZAN held informal talks with advocacy key persons. The conclusion of the talks was that, ZAN's role is to coordinate and facilitate advocacy issues as well as to speak on behalf of its membership. Because ZAN is market driven, if its membership is not clear about what advocacy direction it should take, then the role might not be very clear. To worsen this lack of clarity, the political environment has not been very conducive for any vibrant advocacy work.

In spite of the unclear atmosphere, ZAN managed to coordinate what it classifies as advocacy activities. The activities were aimed at making the work of member organizations visible. This was achieved through facilitating exhibitions of member publications at the Trade Fair in Bulawayo, Agricultural Shows in other provinces, NGO Exposition in Harare, photo exhibitions at the Arts Gallery. As part of advocacy work, ZAN t-shirts were produced. There was a meeting with the Parliamentary Portfolio on Health and Child Welfare committee. ZAN has been playing a role of advocating on behalf of its members for registration with the Ministry of Social Welfare. There have been representations of membership at NAC for them to access the NATF. Although most of these are mainly networking and information exchange activities, they have been reported as advocacy activities.

In this regard advocacy is about seeking solutions to problems in the social and political arena by changing the decision making system. Ideally advocacy work by ZAN should evolve around policy issues and creation of an enabling environment. Attempts to unpack the National HIV/AIDS policy were in the right direction. One core business of ZAN is to advocate on HIV/AIDS issues. In its effort to enhance effectiveness of HIV/AIDS responses, advocacy is a critical area without which the response package would be incomplete. In most AGM questionnaires, member organizations kept requesting advocacy training. Most players are not clear what advocacy is all about and the strategies for carrying out effective advocacy.

Talks with key persons raised issues of competition for limelight. If there are clear issues to advocate for e.g. access to female condoms or access to treatment, the issue of critical mass is important. The more voices the better. Real advocacy calls for mobilization of as many people on the issue as possible. Fear of competition comes in when the players are immature. Genuine advocacy not "fat cats" wanting glory out of the process, will accept to work as coalitions building alliances because there is strength in numbers. The advocacy should not just be on behalf of the affected persons but with them. GIPA or involvement of affected persons is critical in all advocacy activities. Affected persons want results not personal glory.

When asked why people formed ZAN or felt that they needed to be part of a network, one founder member pointed out that they wanted a mouth-piece, a collective voice for all involved in HIV/AIDS work. A network like ZAN is there to coordinate advocacy activities on matters of mutual concerns to

members. Another member felt that, ZAN should mastermind the advocacy agenda on HIV/AIDS in the country as well as come up with the advocacy strategy. Members would have contributed the advocacy issues. There were task forces and thematic groups at provincial level. These were to set the advocacy agenda from which the advocacy strategy was to be drawn.

In the HIV/AIDS timeline, responses that lack advocacy activities are inadequate to effectively impact on the epidemic. The policy and legal environment has to be enabling for the behavior change initiatives to be translated into a sustained habit or way of life. ZAN's other role in advocacy is to assess the advocacy capacity of member organizations and then institute capacity building interventions. The advocacy training for members has to be systematic and over a long period not just one off workshops. Members may need help in sourcing for funds to implement the advocacy activities e.g. by organizing donor conferences and bringing up the issue of funding advocacy activities. ZAN can work in liaison with groups that are helping members to jump-start advocacy activities e.g. ZAPA Futures Group.

ZAN is to be proactive in responding to HIV/AIDS issues. Members need guidance and then are mobilized on a created advocacy agenda. At times the membership does not have adequate information on the advocacy issues. ZAN is to proactively ask information producers for information packs on specific subjects e.g. approach SAfAIDS with specific information requests. SAfAIDS should produce what its readership wants. They are more likely to respond to the request than having one lone organization ask for production of some information pack. ZAN should coordinate the advocacy issues of members. There is no need for 10 organizations to go to Parliament or on the streets in 10 different small groups to ask for the same issue like treatment or school fees for orphans. ZAN also has a role to create an enabling environment for its membership such as linking with the registrars office for birth and death registration at provincial offices so that OVCs are not prejudiced.

ZAN's capacity building role should include service delivery of advocacy programs i.e. equip members with effective advocacy tools and effective information. ZAN should stay on top of the situation by promptly identifying member challenges on advocacy and helping them out. Management seems clear of this advocacy role but it needs to be shared with membership, all levels of staff and other stakeholders.

4.2.7 Summary of Programmatic Strengths and Challenges

Strengths	Challenges
Information Exchange or External Relations • Timely production of informative newsletters and information sheets • Content, layout and style makes easy reading for the target group. • Best practices on particular themes are included as articles from members. • Created an updated database that profiles members and other collaborative partners • Production of ZAN brochures and posters that outline the organization's vision, mission and benefits of membership • Established a system of collecting information from other information producers like SANASO, SAfAIDS and CDC ZIMBABWE.	• Members involvement in deciding themes of the newsletters is not clear. • Mechanisms with which to solicit for feedback from readership are limited to questionnaires • Distribution systems of the newsletters to members are not yet perfect

• Distributes Newsletters from member organizations like MASO, WASN • Attended 13TH ICASA in Nairobi and exhibited literature from members • Facilitated for member organizations to exhibit at NGO exposition, Trade Fair and Agricultural shows in the provinces	
Networking • Established provincial offices and recruited PLCs for some provinces • Established routine provincial chapter meetings in all provinces • Improved, membership recruitment drive through the initiatives of PLCs • Organized and held provincial AGMs and national conferences • NC coopted onto NAC board and is part of the CCM while PLCs are members of PACs	• Provincial offices are inadequately resourced- personnel and material resources like office space, transport etc • Thematic group meetings are no longer happening in most provinces • Private sector membership is still low
Capacity Building • ZAN planned and held highly appreciated training workshops for membership. • A few members have mentored younger CBOs • ZAN provided and managed some minigrants to capacity build some organizations • ZAN initiated and managed a student attachment program to capacity build the membership • Through PLCs, there has been ongoing mentoring of especially CBOs	• There is no baseline data for the capacity building program • There are no monitoring and evaluating systems to assess impact of capacity building interventions • Capacity building activities have been mainly limited to training workshops • There are no different intervention packages to suit the different levels of organizational growth and needs of the different members targeted by the capacity building program • Member experts have not been fully exploited • There has not been adequate follow up after training workshops
Resource Mobilization • ZAN linked a number of organizations to some funding partners through donor meetings, the directory and advocating on behalf of members • Radios and other HBC equipment was sought and distributed to members.	
Advocacy • ZAN initiated discussion to clarify advocacy roles • Advocated on behalf of some ASOs seeking to register with the Department of Social Welfare • Organised some advocacy training workshops for members	• Advocacy role of ZAN is not clear to some members and stakeholders

4.3. Finance Management

4.3.1 Accounting Systems

Zimbabwe Aids Network runs a Computerized Accounting system on Pastel. Computerization was done in January 2003. The organization currently runs books of Original entry such as the Cashbook. The entries in the Cashbook are then posted into the Nominal ledger and a Trial balance is run at the end of every month. The organization also maintains a General Journal book for the recording of non-cash transactions, for instance, allocations of expense items to various departments.

In addition to these set of Accounts, the Organization produces a set of management accounts at the end of every month and at the end of the year. This set of management accounts includes:

- Income & Expenditure Account
- The Balance Sheet as at the date and
- The Cash flow Statement

The Year-end Accounts are subject to a Statutory Audit and the current Auditors are Ernst & Young. A set of the Audited Accounts for the year 2001 and 2002 are available and a draft for the year ended 31 December 2003, is also available as the accounts are being finalized.

The main areas of the accounting system will be looked at under specific sub headings below. However, Ernst & Young has done some extensive work on Organizational Review & Implementation and a Finance Procedures Manual was also produced in the process. The Organization is in the process of implementing this manual with some changes already having been effected and some still to be effected.

The Audited Financial Statements as at 31 December 2001 had a disclaimer of Opinion, as some of the expenditure could not be supported by source documents. However, the Audited Financial Statements (Historical) as at 31 December 2002, are not qualified and a review of the Management letter points to a vast improvement in the filing and systems of internal control. The Organization does not prepare Financial Statements in conformity with International Financial Reporting Standard 29 (Financial Reporting in Hyperinflationary Economies).

4.3.2 Segregation of Duties

This is something that was apparently lacking in the organization and recommendations in the Finance Procedures Manual would be effectively dealt with if the right structure were put in place. Currently, two people who seemed as if they were at par man the finance office. This meant that transactions were performed from start to finish by a single individual. For instance, an individual would raise a cheque requisition, post the amount in the Cashbook, and the same individual would eventually do the bank reconciliation as well.

However, through discussions with management, it was clear that importance was being attached to having the right structure per the Ernst & Young Organizational review recommendations. This process just has to be speeded up.

4.3.3 Expenditure Cycle

A requisition system for goods and services is already in place with requisitions being approved by the National Co-coordinator. A Cheque Voucher system is also already in place. The Vouchers are pre-numbered and are also authorized by the National C-coordinator.

Purchase orders, though, were not consistently on file and this area should be improved. Evidence of competitive bidding on Major purchases like fixed assets could be found on file with a few exceptions

where explanations could be obtained from the accounting staff. This was mainly when dealing with clients with whom the organization has established relationships. There might be need to document all this on the requisitions for record purposes.

4.3.4 Budgetary Control

Reports are done showing actual expenditure against budget for each donor. However, the reports do not seem to have enough detailed explanations of variances of actual expenditure to budgeted amounts.

4.3.5 Income

Zimbabwe Aids Network (ZAN) receives its funding from various donors. These are:

- a. Sida
- b. CDC Zimbabwe
- c. GTZ
- d. Africa Groups of Sweden and
- e. DCI

Zimbabwe Aids Network is operating a basket fund whereby funds from the various donors are pooled together into one account and are expended accordingly. However, reporting is still done to individual donors according to the line items they would have funded.

The Accounting system has separate ledger accounts for the individual donors and the Trial Balance clearly shows the Income received from every donor. Some income is received in Zimbabwe dollars but part is also received in Forex and this has to be converted. The conversion process is currently being handled at the very highest possible level, which should be the case with such sensitive transactions.

Apart from donor funds, including income associated with the donors through exchange gains & interest, the organization does not seem to be generating other significant revenues. Of the Z\$1 billion income for 2003, only \$788 thousand is from Subscriptions.

4.3.6 Fixed Assets Register

A Fixed Assets Register was available for inspection. However, this still needs to be improved on by adding:

- Asset Numbers
- Asset Location for all items
- Registration numbers for vehicles.

The Asset Register is still on excel and some follow up should be done so as to have the fixed assets module on Pastel activated and have the Register loaded thereon.

4.3.7 Backups

Now that the organization's financial system is computerized, backup becomes very important as loss of data can have disastrous effects. This area is not operating well and the explanation was that a server is needed in order for backups to be done. This should be looked at as a matter of urgency. Backups should be done on a daily basis with some of them being stored offsite.

4.3.8 Audit Reports

Audited Accounts were produced for 2001 & 2002 and the 2003 audit is already through. Management letters with recommendations for improvement of systems of internal control were also produced. Furthermore, extensive work was done on the system review when work on the Organization review was undertaken.

Although the implementation is not yet complete, some of the recommendations are already being implemented and this is a good sign considering that a lot of money was put into this process. About Z\$ 120M was spent on the Organizational review and Implementation project as well as performance management review.

4.3.9 Chapter Funds

These are funds advanced to Chapters at the beginning of the year. They are treated as debtors till such a time that they are liquidated (when expense vouchers are submitted and the amounts get transferred into the Zimbabwe Aids Network ledger as expenses) through the submission of acquittals. A cash reconciliation sheet is also done at the same time.

The Acquittal system is good in that it ensures control over the activities of the various chapters. However, the chapters do not have any bank accounts and currently the Provincial Level Co-coordinators' personal Accounts are being used.

4.3.10 Mini-Grants

This system operates in much the same way as the Chapter funds in that after applications are done and amounts are advanced, the beneficiary organizations will have to report back to ZAN through acquittals to ensure amounts are used for intended purposes. A review of the selection process showed that enough controls are in place to ensure that donor funds are used for the intended purposes.

The selection process itself is thorough with a committee set up to conduct the selection.

5. Some Lessons Learnt

Various lessons have been learnt from the ZAN experience. ZAN went through troubled times around 2000 and early 2001. According to the evaluation that was carried out in July 2001, there was no capacity at secretariat level and there were inadequate financial resources to meet the operational and programme costs. Systems were weak and programme performance was weak. However there was a turnaround when new personnel came in and new structures and systems were put in place.

The organisation has achieved tremendous growth currently. It is a lesson that has been learnt that organisational capacity is key to programme implementation. The “*current ZAN*” that is there now is a result of real positive transformation which has resulted to a new face and image for ZAN. It is important to have competent people and resources to positively turnaround an organisation like what has happened in the case of ZAN.

It is also clear from the lessons learnt that once an organisation begins to have a good reputation and excels in programmatic competence, donors become more confident to fund and to provide support. ZAN has managed to attract five donors that it is currently working with. The donors have developed confidence in ZAN and are willing to continue supporting ZAN for more years.

The funding from the donors is through a “basket funding” arrangement, where all the donors put their money in one basket. ZAN accounts and reports to the donors through one programme and finance report. The provision of one report to serve all the donors makes it easy for donors to know how much has been used on what from the other donors and thus avoid double funding of the same activity by various donors which is sometimes the case in other organisations which produce separate reports to specific donors. Production of one report to serve the various donors reduces workload on ZAN and assures transparency. The basket funding system and the meetings that are held quarterly by

the 5 donors and ZAN to discuss progress reports has cemented relationships not only between ZAN and the donors but also between the donors themselves. Basket funding if handled in the manner it has been handled in the case of ZAN can be quite progressive.

Another lesson learnt relate to the fact that an organisation which has organisational and programmatic systems results to professional approaches being adopted. Decisions can not be taken based on personalities but on systems and laid down policies.

In the case of ZAN because of its national nature, having provincial chapters and PLCs is a best practice which other national organisations can learn from. It allows for better servicing of provincial organisations and decentralised decision making.

6. Conclusions

The following are the conclusions that can be drawn from the findings above. The conclusions have been categorized under the three headings Organisational Development and Governance, Programmatic and Finance Management.

6.1 Organisational Development and Governance

- ZAN has rapidly grown over the last two and half years. This growth has seen ZAN reviewing and revisiting its strategic and operational scope. Strategic thinking processes have resulted to the re-focusing and redefining of ZAN's vision, mission, values and objectives.
- The major challenge facing ZAN now is that of maintaining ZAN's growth and quality, towards meeting the continuously developing challenges and consequences of HIV/AIDS.
- ZAN is considered by the majority of its members discussed with as the most appropriate and preferred organization to channel Global Funds on HIV/AIDS. The reasons they gave for this opinion include the following: ZAN's wide membership, its experience in distributing grants under its capacity building programme, its decentralized nature, its non partisan approach and that it has a constitution which allows its members to be disciplined in case of mismanagement. However for ZAN to play this role it does not have the necessary capacity.
- The staff compliment of ZAN has grown from about 4 in 2001 to around 20 in 2004. The staff compliment includes staff in the finance, administration, networking and programmes departments. Various positions have not yet been filled as they were created recently. Although the external relations advisor falls under programmes he/she reports to the NC and not to the operations manager. The revised ZAN organogramme does not have the position of a secretary and this is an anomaly.
- The title of the NC is not standardized. Although the portfolio and responsibility she handles is now quite big she is still considered as NC and yet other documents consider her as the National Director.
- There is high staff turnover at ZAN. Within a limited period three people have left the organisation. The staff turnover is however not because of organisational disgruntlements but because of the good image of ZAN, the staff are more marketable they leave for greener pastures. A positive development has unfortunately resulted to an unfortunate development for ZAN.

- Staff have job descriptions which provide good guidance regarding roles and responsibilities and key result areas. On one glance one can get information on job title, department, basic function, immediate superior, major activities, decision making parameters, periods when there is too much pressure for the employee, controls and checks, consequence of error of judgment, minimum education and experience necessary for the job. For all the current positions the employees in place have the required experience and professional background as stated in the job description.
- ZAN has varied skills and it also uses the services of its members as well as outsourcing some of the tasks it does not necessarily have skills in. In terms of internal capabilities and skills ZAN does not appear to be quite strong in advocacy. It has also not developed an advocacy strategy. ZAN has remarkable skill networking and coordination as is evidenced by a variety of worthwhile activities that it has implemented. ZAN has skills in resource mobilisation. M&E skills seem rather limited in ZAN as is evidenced by the limited development of M&E systems. There is no M&E plan that has been developed by ZAN.
- It is good that a strategic thinking process has taken place and that a strategic plan is in the process of being developed. Provincial chapters are involved in action planning but they do not carry out provincial strategic plans.
- ZAN has not developed a gender strategy for itself as an organisation as well as regarding its support to member organizations.
- ZAN has not developed baseline information for its members that it can use in future to provide tailor-made assistance. e.g baseline on the organizational level of the member organisation such as whether it's in the mature, expanding, emerging or nascent stage.
- ZAN has not developed strategies to link research findings to its members especially in provinces. In Harare SAfAIDS is providing this facility but SAfAIDS is not decentralized and ZAN could play this role in the provinces.
- The presence of the PLCs has made remarkable progressive change especially related to ZAN's decentralized service delivery processes. PLC's capacity at provincial level is rather weak with the PLCs having inadequate office space, no transport and inadequate manpower. There is lack of clarity on the role of the PLCs in relation to Head Office staff and PECs. It is not clear which aspects they are accountable to the PECs and which ones to HQ.
- Having provincial chapters is a notable best practice. The abolition of the provincial council was a good idea. Some roles which were supposed to be carried out by the Provincial Council such as the local resource mobilization role, awareness building and advocacy have not been incorporated under the PEC's roles. Also the decision making powers of the PECs has not been spelt out. Bullet "4" in the constitution, under the section on PECs, which provide for *"Assisting groups in coming up with proposals"* is confusing because ZAN should not deal with groups but rather it should deal with member organisations.
- Regarding the new governance structure most people were not quite clear of the new structure and hence could not comment from an informed perspective. Some people feel that the new constitution gives too much power to the BOT and not the NMC which is unfortunate for a membership organisation. Others felt the introduction of BOT will further professionalise ZAN and will avoid a situation where chairpersons take decisions on programme issues where they have an interest. It has rationalized the governance and technical components of ZAN.

- The evaluation team's opinion is that it is positive to have a BOT and an NMC. The BOT will provide the strategic focus required and will enable bouncing of ideas from a technical perspective and will be in a position to provide strategic advice to the staff. In view of GIPA it is quite positive that there are ZNNP + representatives in both structures.
- The provision of the technical advisory committee in the evaluation team's opinion is a good idea but the suggested composition could be problematic. Having 3 persons two of whom should be the NC and the BOT chairperson in the technical advisory committee is rather redundant as these are in the BOT anywhere and can provide their technical input in the BOT.
- The management audit done by EY was quite good. The process has not only managed to put systems in place but has also built the capacity of those who have been involved. A new organogramme is now in place but some of the positions have not yet been filled. A performance appraisal system is now in place although it has not yet been used. A human resources person has been recruited. ZAN has a transparent recruitment process. All staff members now have elaborate job description. The mentoring process from EY has been very useful and has contributed towards building of strategic management expertise. A staff development plan is not yet in place.
- All the five donors discussed with are keen to continue supporting ZAN if ZAN continues with its current high level performance.

6.2 Programmatic

- ZAN has successfully managed to gather HIV/AIDS information for use by the membership through production of newsletters and information sheets as well as collecting newsletters from other players like SAFAIDS, SANASO, MASO, WASN, CDC Zimbabwe etc. However, membership involvement in production of the newsletters and the information sheets is still minimal i.e. ways in which members are asked to input as well as ways to get feedback about the material is not yet effective. Dissemination of the gathered information is still a problem hence not timeous. Distribution system is not yet clear in some instances.
- ZAN has successfully organized and enabled its membership to participate in events where information exchange could take place e.g. Trade Fair, NGO exposition, provincial agricultural shows and international conferences.
- The objective of information exchange is to have organizations improve on their programs. There are no mechanisms in place to measure how much of the information has been used by the readership to improve their programs.
- Networking of ZAN members has happened through Provincial chapter meetings, workshops and national events like AGMs. Through provincial networking, there has been mentoring of upcoming CBOs by some well established and mature ZAN members like FACT, MAC, UAN and Tsungirirai. Members acknowledge having referred clients to each other through the networking. Successful profiling of ZAN membership was done and an updated directory was produced for 2003 and 2004.
- Recruitment of PLCs has vastly improved networking at provincial level especially strengthening relations with government bodies like NAC. From the findings from the field, the coming in of PLCs made ZAN "*more visible*" There is currently improved information flow to provinces through the PLCs. The relationship between ZAN and NAC in the provinces has improved. ZAN membership has increased. The PLCs have built the image of ZAN at provincial level.

- ZAN organized and implemented a number of training workshops, which were relevant to members' needs but there is no baseline data to use for measuring the impact of the capacity building intervention. There are no clear and effective mechanisms with which to monitor and evaluate the impact of the capacity building program. There was one package of training for all the member organizations, yet they have different capacity needs. There was no support follow up of trained personnel after the training workshops. Member expertise was not fully exploited for use during the training workshops.
- Provision of mini-grants helped to build the capacity of some of organizations and the selection of the recipients for the small grants was transparent because members were involved in the selection and there was a selection criteria known to all that were aspiring to be recipients. Management systems of the grants are still being developed and to date, there has been training of cash recipients on how they can account for the money.
- ZAN has organized donor meetings and linked members to donors.
- Although there is lack of clarity on the advocacy role of ZAN, the organisation has successfully advocated for extension of HIV/AIDS as a national disaster.

6.3 Finance Management

- A proper accounting system is in place at ZAN, with full books of Accounts being maintained. Management accounts are produced at the end of each month.
- There is a Finance Procedures Manual developed for ZAN. It details the accounting system well and is a good document for sound financial practice.
- Unfortunately, the current finance department structure is rather thin. More people with a clear reporting structure are needed for a department that handles more than Z\$1 billion in revenue in a year and running a system with all sets of books of accounts. A correct structure will also mean a proper implementation of the procedures manual.
- Statutory Audits are being carried out on an annual basis and recommendations in management letters are being taken seriously. A review of the 2002 and 2003 sets of Accounts and supporting books show that all funds donated were accounted for. Where deviations from the agreed budgets were envisaged, for instance when the house was purchased in 2003, appropriate authorizations were sought.
- There is a requisition, purchase order and cheque voucher system in place at ZAN. The requisition and Cheque voucher systems are working well although the use of an official order needs to be tightened.
- Cheque signing arrangements seem to provide adequate control although no finance person is a signatory to the bank accounts.
- Bank reconciliations are being done properly but are not being signed as reviewed by a senior official. This again points to poor segregation of duties.
- Reports are being done showing actual vs. budgeted expenditure. However, the explanations on variances are not detailed and tend to hover around a few exceptional items.
- ZAN operates a basket fund. Much of the Income for the organization comes from the 5 Donors, interest, & exchange gains. Some very small amounts are derived from membership subscriptions.

- Conversion of foreign currency is sometimes necessary and the National Coordinator controls this function.
- Though a Fixed Assets Register is available, it is missing some important information like Asset Numbers, Location and Registration numbers for vehicles.
- Backup of information is not being done, as another server is required. This situation is very unhealthy considering that the Organization can be classified as computer dependent.
- Audit reports were available for review and indications are that management letters issued have been taken seriously.
- Chapter funds are accounted for through acquittals and cash registers from the various chapters. This provides good control. However, the chapters do not have bank accounts and personal accounts are being used. This situation is not healthy.
- Some mini grants were issued as a pilot project during 2003. These work in much the same way as Chapter funds. Training was also given to the various beneficiaries of the fund. All applications went through a selection committee.
- Procedures on dealing with Chapter funds and Grants are also put down in detail in the Finance Procedures Manual.

7. Recommendations

The following are some of the suggestions that could be considered by ZAN:

7.1 Organisational Development

- ZAN should have an M&E Plan and should develop M&E systems which will make it possible to measure not only the process but the impact of programme activities.
- If ZAN has to channel the Global Funds for HIV/AIDS it would need to increase its capacity in terms of human resources and capital assets. The finance department would need to be beefed up and each province would need an additional person to support the PLCs. The PLCs would have their capacity built in order to be able to follow up on finances. Depending on the amount of the Global Funds to be handled by ZAN, it may be important that a separate capacity assessment exercise be carried out. The assessment would provide recommendations on personnel, resources and systems that would be required to effectively run the Funds.
- Consideration could be made to have a secretary on the organogramme. The external advisor could report to the operations manager for purposes of programme coordination. The post of the M&E person need to be filled up.
- Consideration could be made so that all provinces could have PLCs. In addition consideration could be made to have provincial assistants at provincial level to work with the PLCs so that when the PLCs are not in the offices the provincial assistants can attend to the issues coming up.
- The NC position need to be revisited to be reflective of the big responsibility and portfolio she handles. It could be revisited to National Director.

- In view of the high degree of competence required in ZAN activities, ZAN can not afford to continue losing its trained staff. It may be important for ZAN to consider reviewing its rewarding system which could help it to maintain its staff.
- ZAN may consider having an advocacy strategy. It may consider to have a gender strategy as well. Baseline information on organisational maturity level would help to provide tailor made support to organisations. It may be important for ZAN to define what its role should be in research. It is suggested that at provincial level ZAN could play a role to link researchers and findings to members.
- PECs need to have a resource mobilisation role in order for them to mobilise additional resources for their chapters. They could play a role in advocacy if the advocacy role and strategy have been clarified. There is need for adequate office space at ZAN provincial level. In order to ensure that there is monitoring it may be important to consider having provincial vehicles for the organisation.
- There is need for ZAN to internalise the governance changes in particular to the provinces. Some kind of awareness raising on the changes is necessary. All relevant committees need to be trained.
- Implementation process for the EY recommendations need to be intensified such as performance appraisal for staff should urgently be done since prior to the EY process no performance appraisal systems were in place. The mentoring process from EY could continue, but since EY is doing the development of the systems for ZAN, it should not have an auditing role on ZAN.

7.2 Programmatic

- Obtaining baseline data is key to all interventions by ZAN on its membership. The data will guide the activities that ZAN needs to do in order to realise their vision of enhancing the responses of member organisations more effectively. There is need to develop capacity assessment tools in consultation with the membership. The tools will be used to assess the capacity building needs of the members as well as measure the impact of the interventions i.e. how effective networking has been, how, what impact information exchange has had on the organisations.
- Discussion with PLCs and membership has to happen on how best to have them input into the newsletter and agree on the distribution system.
- Urgent capacity building of the provincial offices has to happen. This is in form of
 - Provision of material resources like office space, vehicles and internet facilities
 - Provision of additional personnel to assist the PLCs
 - Additional training for PLCs in HIV/AIDS emerging issues like treatment literacy etc
- All programs need to establish M&E systems
- ZAN's advocacy role has to be clarified and shared by all members and stakeholders.
- ZAN needs to strengthen its working relations with more government sectors.

7.3 Finance management

- The organization should move quickly to set up the finance department structure. This should allow for an assistant who reports directly to the Finance Manager who in turns reports to the National Co-coordinator. The Finance Manager will then check the work of the assistant. The work in the finance department should be structured such that one person's work acts as a check on the other. This will reduce misstatements as a result of either fraud or error.

- ZAN can also consider having a finance person as one of its cheque signatories.
- All bank reconciliations should be signed for as having been reviewed.
- A lot of money and time has been put into ensuring that adequate systems of internal control are in place in the organization and that they are documented. The heartbeat should now be to ensure that staff complies with their own documented systems. An internal audit department will help ensure this is done. ZAN should move ahead with the recommendation to set up this department in the organization.
- More flesh should be added to the variance reports to explain any deviations of actual to budgeted expenditure. This will assist to:
 - show where deviations from plan have arisen and point towards corrective action.
 - determine which deviations are controllable and which are not
 - enable original costs to be updated to current efficient standards in order to get right performance levels.
- ZAN should move more and more towards financial sustainability. The organization could consider increasing their membership fees to more realistic levels. The organization can also consider charging for services rendered to member organizations for activities like for instance, capacity building.
- The Fixed Assets Register should be updated with details like asset location, and asset numbers completed.
- Backup of data is an integral part of any computerized accounting system. Therefore, this aspect has to be given urgent attention.
- Bank Accounts should be opened for the various chapters. The use of personal accounts is not professional and should not be encouraged.
- When the need to convert foreign currency arises, this function should be kept at the highest possible level and two people should be involved according to the procedures manual.
- On the Global Aids Fund, it is pleasing to note that the organization has managed to put up systems that should enable it to handle significant amounts of money. However, handling these funds would need extra accounting staff preferably with one or two employees solely responsible for the funds. A strong internal Audit function would also become imperative.

7.4 Donor Organisations

- The basket funding arrangement that is being done with the consortium of the donors is good and it should continue. The progress meetings that are held are useful they keep everybody knowledgeable and abreast of developments. The positive attitude of the current donors regarding funding administrative costs is encouraged in any case an organisation can not operate without income to cover administrative costs. ZAN has made remarkable progress and has a lot of potential and continued support from donors is recommended.

FAmbs
Johanna Palmberg

2003-11-02

Diarienummer: U 11 22.3/10

Terms of Reference for the Evaluation of Zimbabwe Aids Network, ZAN

1 Background

Zimbabwe AIDS Network, ZAN, has received Swedish support since 1999. Other donors have joined in as follows Centre for Disease Control, CDC, in 2000, SAT, AusAID, Ireland AID and DANIDA joined in 2001–02.

Presently the donor group supporting ZAN consists of Sida, CDC, Africa Groups of Sweden and GTZ and Development Cooperation Ireland.

The timeframe and programme funding for the respective donors is as follows:

Sida 2003 900.000 SEK, **2004** 1.200.000 SEK, **2005** 1.500.000 SEK,

Zim-CDC 2003 200 000 USD, **2004**, 200 000 USD,

Africa Groups of Sweden 2003 150.000 SEK, **2004** 150.000 SEK, **2005** 150.000 SEK,

GTZ 2003 18 000 USD and

Development Cooperation Ireland 2003 85 000 USD.

The donors have agreed to fund ZAN on the basis of a system aiming towards basket funding to cover the different parts of ZAN's mandate i.e. information exchange, networking, capacity building advocacy, resource mobilisation and programme support.

Regular donor meetings have taken place where both content and layout of reports, budgets and plans have been discussed and agreed upon. The organisation now uses a planning and reporting system that is common to all donors and it gives a clear over view of the entire base for funding of the organisation. By using this kind of system it also cuts down on the administration at ZAN.

The previous evaluation of ZAN was carried out in July 2001 and consisted of the Swedish support to the organisation. In the decision covering the present Swedish support to ZAN it is decided that an evaluation on the entire donor support to the organisation will take place during 2003 and that Sida will finance it. The donors will jointly develop the terms of reference.

Both Centre for Disease Control (CDC) and Sida financed external financial audits during 2001 on their respective funding. CDC now fund regular annual audits covering all donors financing to ZAN.

During 2001 CDC also carried out a management audit of the organisation which formed the base together with the Swedish evaluation for the restructuring and development of the organisation. The audit showed that the human and financial resources were inadequate and that staff employed by the organisation at that time did not have the appropriate qualification.

During 2003 ZAN has, with the assistance of Ernst & Young and financed by CDC, carried out an organisational development project.

2 Purpose and Scope of the Evaluation

ZAN as an organisation has grown tremendously since 2001 with a great diversification and expansion of its activities with an expansion geographically out into the provinces. The aim of the evaluation is to use the findings to give guidance to ZAN and the donors on the direction the organisation has taken.

3 The Assignment (issues to be covered in the evaluation)

General

It should be noted that the evaluation is not necessary restricted to the questions stated in the terms of reference and the evaluators are welcome to bring up other issues of interest for the future of ZAN.

- Has ZAN got the preparedness today to act as candidate to channel funds for the Global AIDS Fund to service organisations in Zimbabwe? If not, what is required?
- How have the recommendations from the management audit exercise carried out by Ernst & Young been adopted by ZAN?
- A new governance structure is proposed for ZAN. As part of the evaluation members should be requested to compare the existing structure with the proposed structure. Information on this should be collected in such a way that this information can be used as a baseline for a future assessment about the effectiveness of the new governance structure.
- Analyse present financial sustainability of ZAN.
- Effectiveness, long-term effects and sustainability of provincial chapters.
- Effectiveness of the organisation after the organisational development process.
- Analyse ZAN's activities from a gender perspective etc.
- Effectiveness of the programmes carried out by ZAN and how these can be improved probe on the four areas – see questions below.
- How responsive is ZAN to member needs.
- Have the provincial level coordinators made a difference to provincial coordination and how can these be improved.

External Relations

What has been the usefulness and relevance of the information received from ZAN:

- Newsletters
- Information Sheets
- What other information has members received from ZAN
- How have members received their material?
- How can the communication process be improved?
- How do members rate the information flow from ZAN secretariat?

Capacity Building

What has been the effectiveness of:

- The Capacity Training Programmes facilitated by ZAN?
- Can members assess the lead-time between the actual workshop and notification?
- How efficient is ZAN in making logistic arrangements?
- The relevance of the topics?
- The relevance of the training materials?
- The support members have received from ZAN?
- The mini grants being disbursed by ZAN?
- The above mentioned activities and can they be improved in future?

Advocacy

What has been the effectiveness of the ZAN Advocacy programme:

- Are issues raised representative of members?
- Is ZAN duplicating the work of its members in advocacy?
- What role should ZAN play in advocacy?
- Can ZAN's role be improved?
- What is the relationship between ZAN and Government bodies, and can they be strengthened?

Networking

- How effective is the communication at provincial & national level?
- What are the results of networking leading to? Strengths and weaknesses?
- Are there any areas of improvement?
- How effective has been the ZAN office at provincial level, and how can this be improved if necessary?
- How efficient & effective has been the ZAN membership recruitment process?
- Has ZAN been effective in facilitating networking at provincial level and how can this be improved if necessary?
- What is the result of the activities that have been carried out at provincial level, and how effective are they?
- Is ZAN giving all members an equal chance to fully participate in its programmes nationally and provincially?

Resource Mobilisation

How effective has been ZAN resource mobilisation efforts in the following areas:

- Connecting members to resource providers.
- Mobilising resources for member organisations – financial and material.
- Resources for the network.
- Provision of advice during grant/proposal review for couple of resource providers.

- Provision of technical support to member organisations.
- Providing information on the availability of potential resource providers/donors?
- ZAN mini grants programme. Effects of the programme? Has the selection process for grantees been administered fairly? Can the programme be improved upon?

4 Methodology, Evaluation Team and Time Schedule

It is expected that the evaluation will take maximum 45 man-days, comprise of a team of at least three persons with skill in management, HIV/AIDS, organisational development, gender, finance, etc.

The team shall include women. Background information shall be source from the donors and ZAN in order to get a comprehensive picture of the organisation's activities. Places chosen for field visits have to be agreed with the donors and ZAN. Method of data collection and methodology has to be presented in the tender.

5 Reporting

The evaluation report shall be written in English and should not exceed 60 pages, excluding annexes. Format and outline of the report shall follow the guidelines in **Sida Evaluation Report – a Standardised Format** (see Annex 1). The draft report shall be submitted to the Swedish Embassy electronically and in six (6) hardcopies, (air-/surface mailed or delivered) no later than 15 January 2004.

A seminar shall be arranged in Harare to present the draft findings to the donors' and ZAN. The seminar has to be planned well in advance so that some of the donors who are not present in the country can take part in the seminar. The occasion can be hosted at the Swedish Embassy.

Prior to this the draft report has to be distributed to the Swedish Embassy and the other donors well in advance. Within three (3) weeks after receiving the Swedish Embassy's and the other donors' comments on the draft report, a final version shall be submitted to the Swedish Embassy, again electronically and in eight (8) hardcopies. The evaluation report must be presented in a way that enables publication without further editing. Subject to decision by the Swedish Embassy, the report will be published in the series *Sida Evaluations*.

The evaluation assignment includes the completion of **Sida Evaluations Data Work Sheet** (Annex 2), including an *Evaluation Abstract* (final section, G) as defined and required by DAC.

The completed Data Worksheet shall be submitted to Sida along with the final version of the report. Failing a completed Data Worksheet, the report cannot be processed.

Annex 2

Key People Interviewed

Name	Organisation	Province	Position
Elijah Nyamavuvu	National Blood Transfusion	Manicaland	Officer services
Mr R Mhlauko	Family Aids Support Organisation	Manicaland	Coordinator
Mr Machinda	N A C	Manicaland	Program Officer
Mr Ngaribvumwe	FACT	Manicaland	Information Officer
Samuel Marikandwa	Connect	Harare	Training Officer
Spiwe Ngwerume	Chiedza Home of Hope	Harare	Project Coordinator HBC
Gladys Chiome	WASN	Harare	Youth Program Manager
Elizabeth Mazhetese	Tractive Power Astra	Harare	Health Service Officer
Josephine Mataure	Kunzwana Women's Associatin	Harare	Administration
Mrs Masunda	Finhold	Harare	Health Educationist
Russell Chisango	Royal Youth Organisation	Harare	Program Coordinator
Mr Madzivanyika	St Augustine Mission	Manicaland	Board Member/ Nurse in charge
Ms Loveness Chimombe	Kubatana	Manicaland	Project Manager
Mr Ngaribvume	FACT Mutare	Manicaland	Program Officer
Fungai Mugoti	FACT Rusape	Manicaland	Program Officer
Mrs Shumba	Batsirai	Mash west	Program Manger
Mr Henry Mponiwa	Catholic Health Care Commission	Mash West	Area Co-ordinator
M Flint Muhuranga	Catholic Health Care Commission	Mash West	Area Co-ordinator
Mr Ronny Murungu	Catholic Health Care Commission	Mash West	Area Co-ordinator
Mr Elliot Chabvongora	Tsungirirai	Mash West	Director
Mr S Maenda	Mufudzi Wakanaka	Mash West	Director
Ms Miriam Simbiti	Mufudzi Wakanaka	Mash West	Program Co-ordinator
Mrs Musungwa	ZAN	Harare	Operations Manager
Mr H Muusha	ZAN	Mat South	PLC
Mrs C Madondo	ZAN	Mat North	PLC
Mapindu Kurauone	ZAN	Bulawayo	U Z Student Attachments

Kate Mhambi	ZAN	Harare	National Coordinator
Mrs S Tshuma	Red Cross	Mat South	Provincial Programs Officer
Mr F J Moyo	Red Cross	Mat South	Provincial Chairperson
Rev L Dube	Red Cross	Mat South	District Chairperson
Mr V M Ndhlovu	Red Cross	Mat South	Food Security Officer
Mr D Siziba	Red Cross	Mat South	District Field Officer
Ms V Moyo	Souls Comfort	Gwanda	Chairperson
Mr L Ndlovu	Souls Comfort	Gwanda	Treasurer
Ms R Masina	Souls Comfort	Gwanda	Board Member
Mr Xabu	NAC	Mat South	Provincial Co-ordinator
D Ncube	NAC	Bulawayo	Program Co-ordinator
Mr Yekeye	NAC	Bulawayo	Program Co-ordinator
Ms Moyo	Thembalentadami	Bulawayo	Program Co-ordinator
P Sibanda	Gwanda Youth Project	Gwanda	Peer Educator
K Mukandla	Gwanda youth Projct	Gwanda	Peer education , Artist
B Sibanda	Gwanda youth Project	Gwanda	Project Co-ordinator
J Lindburg	Gwanda Youth Project	Gwanda	Adviser
H klang	Gwanda Youth project	Gwanda	Volunteer
B Ndlovu	Gwanda Youth Project	Gwanda	Peer Educator Artist
Mr M Ndlovu	Scripture Union	Matebeleland	Co-ordinator
Mr Genamy	Scripture Union	Matebeleland	Director
Mr Hweta	Loving Hand	Bulawayo	Director
S Mvuti	Loving Hand	Bulawayo	Information Officer
Mrs Honda	NRZ	Bulawayo	HIV/AIDS Co-ordinator
M Mabaleka	U A N	Mat South	Program Officer
J Gwebu	U A N	Mat South	Program Officer
Mr E Sibanda	U A N	Mat South	U A N Board Member
G Lunda	Z N N P +	Bulawayo	Provincial Co-ordinator
Mrs F Gwazemba	Z N N P +	Bulawayo	National Co-ordinator
Mrs B Chimusoro	Z N N P +	Bulawayo	National Chairperson
Ms S Ndlovu	Z N N P +	Bulawayo	Provincial Representative

Ms S Sibanda	ZNNP+	Bulawayo	Provincial Secretary
K Ncube	Musasa Project	Bulawayo	Program Officer
J Ncube	Matebeleland	Bulawayo	National Co-ordinator Officer
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