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Sida Decentralised Evaluation

Pierre Robert
Belinda Musanhu

Evaluation of Sweden-Funded Transparency International Zimbabwe, period 2009 – 2014

Final Report

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**Final Report
December 2014**

**Pierre Robert
Belinda Musanhu**

Authors: Pierre Robert and Belinda Musanhu

The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: S-105 25 Stockholm, Sweden. Office: Valhallavägen 199, Stockholm

Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64

E-mail: info@sida.se. Homepage: <http://www.sida.se>

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Abbreviations and Acronyms

ALAC	Advocacy and legal advice centre
AMC	Accountability monitoring committee
AU	African Union
CMA	Community mobilisation and advocacy
CPI	Corruption perception index
CZI	Confederation of Zimbabwean Industries
GNU	Government of national unity
GPA	Global political agreement
MDC	Movement for democratic change
NGO	Non-governmental organisation
PLIM	Policy, legislative and institutional monitoring
R&I	Research and information
SADC	Southern Africa Development Community
SEK	Swedish Crown
SIDA	Swedish International Development Agency
TI-S	Transparency International Secretariat
TI-Z	Transparency International Zimbabwe
ToR	Terms of reference
UNCAC	United Nations Convention against Corruption
YTIC	Youth transparency and integrity club
ZANU-PF	Zimbabwe African National Union – Patriotic Front

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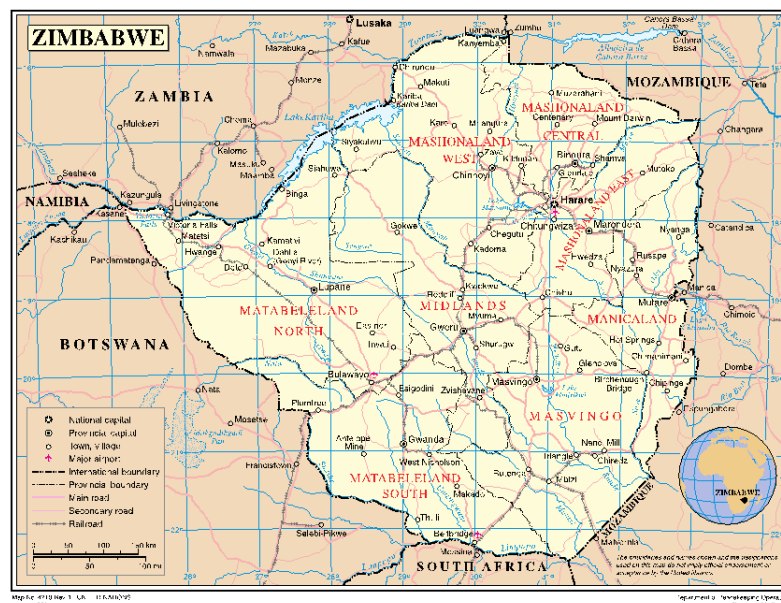
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Although the evaluators drew heavily on interviews and written sources listed in the report, they remain responsible for all errors and omissions. The views expressed in this report are those of the evaluators. They do not represent those of Transparency International, the Embassy of Sweden or of any of the institutions referred to in the report.

Authors

Belinda Musanhu (national expert) and Pierre Robert (team leader) wrote this report. Christian Carlbaum coordinated the evaluation; Johanna Lindström provided editorial and methodological advice and quality assurance.

Map of Zimbabwe



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Executive Summary

This report is the evaluation of the support provided by Sweden to Transparency International Zimbabwe (TI-Z) since 2009, with an emphasis on the core support period since 2011. The Embassy of Sweden successively provided project (2009-2010, SEK5m) and core support (2011-2014, SEK15m). The current phase of support is scheduled to end in December 2014.

The strategy for Swedish aid initiatives in Zimbabwe (2011-12, prolonged through to 2015) aims at supporting “democratic development characterised by respect for human rights”. Support for “the development of transparent and democratic institutions” is one of the three objectives of Swedish aid initiatives. The strategy further specifies that Sweden will support transparency as well as other rights-based approaches such as political participation, gender equality, accountability [of government] and a stronger role for civil society. This report concludes that supporting TI-Z is an appropriate way of implementing this strategy, in that TI-Z has become, partly as a result of the support given by Sweden, the leading and most anti-corruption research and advocacy organisation in Zimbabwe.

TI-Z is the Zimbabwean national chapter of TI, a worldwide movement dedicated to the fight against corruption, with a presence in over 100 countries. TI-Z, established as a chapter in 1996, is one of six such chapters in Southern Africa, and one of the most active (together with its counterparts in Mozambique and Zambia). Swedish support helped TI-Z implement four complementary programmes:

- Advocacy and Legal Advice Centre (ALAC), a programme aiming at providing support to individuals, victims and witnesses of corruption;
- Community Mobilization and Advocacy (CMA), aiming at supporting citizens’ groups and local government stakeholders to fight corruption;
- Research and information – activities aimed at assessing the extent and modalities of corruption in Zimbabwe, and contributing to the policy and legislative agenda;
- Policy Legislation and Institutional Monitoring (PLIM), a programme aimed at monitoring and influencing the state of government frameworks and actions against corruption.

Using information and research obtained through these programmes, TI-Z contributes to cross-border projects bringing together groups of TI chapters. TI-Z currently contributes to TI's cross-border activities on corruption as it relates to climate change and to gender and youth, both themes being led by TI-S. It is also part of initiatives on corruption in humanitarian assistance (led by TI Kenya), in mining (led by TI Australia) and in the judicial sector (led by TI Romania).

Findings

In broad terms, the programme has performed well against the criteria, achieving significant outcomes and laying the groundwork for substantial impact. However, a number of shortcomings are noted, that are related in part to programme design and in part to implementation. There is scope to improve both, while maintaining the very significant achievements of the programmes to date, and building on good practices and positive experiences. Organisational management has been very much improved during the period under review, thanks in part to a thorough reorganisation of the staffing and management structure, and to enhanced accountability mechanisms. These improvements need to be maintained and built upon, with a view to further reinforce the organisation's capacity. It will therefore be necessary to engage in a degree of consolidation and prioritisation in the next programming period, to ensure sustainable programme development and enhancement of impact.

TI-Z's programmes have been very **effective** in general, implementing most of the planned activities and achieving many of the expected results and outcomes set out in programme documents. However, the results outlined in the programme document, on the basis of which the Swedish Embassy agreed the core funding in 2010, were clearly over-ambitious.

TI-Z clearly achieved a number of elements of **impact**, both in terms of attitude change and in terms of policy approaches to the issue of corruption in Zimbabwe. The key impact of the community engagement programmes (ALAC and CMA) has been a noticeable move away from fatalism on the part of the communities and individuals concerned. The research and advocacy activities (PLIM and R&I) have also achieved visible impact. It is likely that legislation enacted in recent years on money laundering and mining was influenced by TI-Z's awareness raising and research work in these fields. Attitude change among parliamentarians may also be identified in the reported demand for better UNCAC enforcement.

On the whole the evaluation found that all of the activities that the organisation is pursuing are **relevant** to the fight against corruption and each contributes to a particular aspect of corruption even all contribute to one aspect of combating and/or preventing corruption. They may be targeted at institutions where corruption is taking place

as a preventive measure or at those individuals who have been victims or witnesses of corruption as way of providing relief and to act as a deterrent for those who may be planning to engage in corrupt activities.

The evaluation team found that in general the work of TIZ has support from a wide range of stakeholders, both institutional and individual and that this bodes well for the **sustainability** of the programme in the medium to long-term period.

The Swedish Embassy's support to TI-Z was used in an **efficient** manner, in the sense that resources were appropriately managed to deliver a wide range of activities and programme outcomes, and that appropriate systems were implemented to maintain high levels of accountability. The management and staffing of TI-Z, which underwent thorough changes during the period under consideration, were appropriate to the delivery of results, though the management structure has not reached full maturity and stability.

Conclusions of the evaluation

Organisational development and management

- **TI-Z is a well-run, effective and well-regarded chapter of the global TI movement.** TI-Z's contribution to the movement, through its domestic activities and its membership of relevant international thematic networks, make it one of TI's key national chapters in Africa. Lessons were learned from a governance crisis in 2009-10, and TI-Z has reinforced its governance structure with a renewed board and appropriate organisational policies, which reinforced management and staff accountability, and accountability to the international TI movement.
- **TI-Z has a complement of skilled, motivated and committed staff and managers.** The staff of TI-Z is relatively small (about 15 full-time staff at present, not counting interns and with a couple of unfilled positions) but the staff and managers have skills appropriate to their tasks; they demonstrate an excellent understanding of TI-Z's policies and approaches relevant to their tasks and manage their heavy workload effectively. The managers have a good grasp of the challenges and opportunities faced by the programme staff and of the challenges inherent to the management of three offices across the country.
- **TI-Z is the leading anti-corruption NGO in Zimbabwe.** Although a number of other civil society organisations also address corruption as part of their mandate (in the context for example of activities on legal issues, the environ-

ment or the management of natural resources) TI-Z has a unique blend of impartial research, thematic expertise and mobilisation capacity. This places it at the forefront of the fight against corruption in the country.

- **However, TI-Z has yet to resolve a number of management and organisational challenges.** The issues partly result from the growth of the organisation and include the following:
 - To establish a stable and effective management team able to support the Executive Director in the provision of strategic and operational leadership. The Executive Director currently provides most of this leadership alone, while middle management has become insufficient to address growing needs. A modified organisational model is suggested in the Findings section of this report.
 - To address in a consistent, sustained manner important functions such as monitoring and evaluation, fundraising and strategic management. Currently these functions are partly fulfilled by staff and managers, but not necessarily across all programmes or in a sufficiently thorough, broad enough and integrated manner. M&E in particular is not systematic.
 - To develop and implement a comprehensive advocacy strategy. While all programmes possess an advocacy component, the synergies of advocacy from one unit to another are not systematically approached. TI-Z does not have an overall advocacy strategy that encompasses the lobbying, public campaigning, awareness raising and information dissemination dimensions of the various programmes. A structured advocacy strategy would reinforce the potential impact of work done and the synergies between the different forms of advocacy and awareness raising implemented through the programmes.
 - To manage security issues in a manner consistent with foreseeable threats and risks. While the physical security of the TI-Z premises is being enhanced, and while information security appears satisfactory, it is important to put in place appropriate staff security measures and to ensure that all personnel are familiar with action to be taken in case of emergency.

Programmes overview

- **TI-Z's programmes have generally been implemented in an effective manner, though plans were not sufficiently realistic, partly as a result of the then prevailing political climate.** Activities have taken place, though sometimes not to the planned extent. Many results have been achieved, though the programme submitted in 2010 to the Swedish Embassy contained overambitious objectives and results, which could not be achieved in view of subsequent political and social conditions (developments) in Zimbabwe. Future plans should involve a detailed risk analysis and include risk mitigation strategies.
- **A number of steps will have to be taken to enhance effectiveness by consolidating achievements.** This may require a high degree of prioritisation, enhanced collaboration with other organisations, and the introduction of cross-programme pilot projects, as outlined in the recommendations section.
- **There has been a small but noticeable change in key stakeholders' awareness of, and attitude towards corruption.** Individuals who complain about corruption, citizens' groups, members of Parliament and others (such as local officials) have become more aware of the nature and consequences of corruption at various levels. This awareness has translated in some cases into action and has more generally contributed to dampen fatalism.
- **The changes in stakeholders' attitudes, and steps taken by some authorities, can be attributed in part to TI-Z's actions.** Community engagement (ALAC, CMA) has contributed to complaints being brought forward and – significantly – to enhancing communities' trust towards TI-Z; research and advocacy (RI, PLIM) have supported legislative steps and media interest. In view of the fact that TI-Z is virtually unique in addressing corruption systematically in these ways, such initial attitude changes and measures can be attributed to a significant degree to TI-Z's programmes.
- **The (national) impact of TI-Z's programme could be enhanced.** This could be done by seeking to achieve critical mass in some community engagement activities (CMA); and enhanced follow-up of complaints through strategic (precedent-making) litigation (ALAC).
- **TI-Z's programmes are generally very relevant to the fight against corruption.** The programmes are based on sound analyses of the key mechanisms of corruption, helped by the analytical tools developed by TI-S and by effective sharing of experience amongst TI chapters. These factors ensure that

TI-Z is addressing corruption in a holistic manner, within the political, legal and practical constraints of Zimbabwe.

- **TI-Z makes good use of the windows of opportunities that exist to address corruption.** TI-Z's research and analytical expertise has helped improve the evidentiary foundation of the organization's programmes, hence enhancing relevance by seizing opportunities, for example of advocating the adoption of new legislation, seeking to influence institutional reforms at expert level in the Anti-Corruption Commission, and addressing specific community concerns such as those related to housing cooperatives.
- **TI-Z needs to reinforce further its relevance, through more strategic priorities.** It is important that TI-Z be able to make best use of its front-runner character in the fight against corruption. This may involve revisiting its strategic priorities in order to refine its organizational goals and objectives especially where these speak to collaborations, partnerships and integration into national development blueprints and policy formulation and subsequent implementation.
- **TI-Z's programmes have laid the groundwork for sustainable work by interacting effectively with a wide range of institutional and civil society stakeholders and citizens (through community-based activities).** The wide range of established contacts has contributed to the quality of the research (for example through information given by ALAC complainants); the appropriateness of the responses developed by TI-Z has enhanced the confidence of stakeholders. The organisation's impartiality (and collaborative approach) has also reinforced its credibility with government institutions.
- **The sustainability of TI-Z's programmes could be reinforced by a step change in the pace and form of coalition building.** Although TI-Z implements many activities in coordination with other civil society organisations, these do not amount to explicit coalition building. Yet such an approach could enhance the sustainability of TI-Z's work, by ensuring that workload remains manageable as community engagement increases and lobbying develops. This step change would be predicated on explicit support for coalition building by Sweden or other donors.
- **TI-Z is generally implementing its programmes in an efficient manner.** Results are broadly commensurate with resource allocation, and accountability systems are appropriate. Personnel costs are consistent with the need to re-

cruit and retain well-qualified professionals, and to support a wide array of operations in the three offices.

- **There is some scope for enhancing efficiency through more cooperation with other organisations.** The building of thematic coalitions (for example on the mining sector, with Publish What You Pay members) would help leverage TI-Z's expertise to develop the anti-corruption capacity of civil society as a whole. More strategic advocacy would reinforce the impact of TI-Z's research.

ALAC

- **ALAC was a key programme to TI-Z's development in the period under consideration.** As a form of legal aid in that it focuses only on corruption victims and witness thus opening up a unique form of community engagement that address fatalism by encouraging citizens to actively join the corruption fight. ALACs have also been a convenient tool for receiving information on actual corruption taking place in different institutions and communities, hence helping TI Z identify areas needing targeted advocacy action including public campaigns. Through ALAC TI Z has also documented rising cases of social and economic injustices that may or may not be directly linked to corruption but amount human rights violations. This could present opportunities for collaborative work between TI Z and other organizations especially gender, youth and human rights activist groups. This falls into the ambit of TI Z's work because findings show that often what ALAC complainants and communities at large perceive as corruption is merely injustice, which though gross in nature may not be corruption in legal terms. As such, ALAC contributed significantly to TI-Z's credibility and visibility.
- **ALAC should continue and if possible expand, including through consolidating public interest strategic litigation.** It would be appropriate and beneficial to build on ALAC's results to date by taking some key, strategic (potentially precedent-creating) cases to litigation. This could be done by TI-Z itself or in cooperation with other organisations, through MoUs or other means.

CMA

- **CMA has been effective and played a key role, alongside ALAC, to build community trust and fight fatalism about corruption.** It made a significant contribution to TI-Z's social capital and its overall credibility, incorporating value systems discourse, redress for social and economic injustices in its anti-corruption messaging. The two-pronged approach (local groups and engage-

ment with schools) helped spread awareness of the key values that underpin the fight against corruption.

- **The community engagement approaches under CMA should be broadened to achieve critical mass.** In particular, the CMA programme could provide other NGOs with tools and guidance to mobilise their membership against corruption, thus leveraging the expertise acquired in this field by TI-Z.

PLIM

- **The PLIM programme is the cornerstone of TI-Z's engagement with government authorities and elected officials at all levels.** It is therefore key to the achievement of the organisation's objectives. The programme has achieved important results, enhancing awareness of corruption among its stakeholders and encouraging relevant **legal changes**.
- **PLIM needs to continue and expand.** This could include where appropriate the adoption of a pilot approach with specific constituencies, such as a small sample of local authorities or a government department or ministry. Work with the ACC remains essential, though this is necessarily a long-term endeavour.

Research and information

- **Research has been of high standard and has resulted in the production of highly informative reports.** This has reinforced the credibility of TI-Z. High quality research and information are essential to maintain the objectivity and reputation of impartiality of TI-Z.
- **It is essential that appropriate action (advocacy, lobbying) should follow research.** This should be sustained until necessary changes occur. TI-Z must therefore reinforce its advocacy strategy and review processes.

Recommendations to the Embassy of Sweden and to TI

To the Embassy of Sweden

- **The Embassy should continue providing core support to TI-Z for another three-year period.** TI-Z has performed well in the previous three-year period, in view of prevailing conditions in Zimbabwe, and has laid the groundwork for sound development in coming years. Its research, policy and legislation monitoring and advocacy approach to fighting corruption offers a holistic if not widely spread approach to fighting corruption. Despite this spreading too thinly

on the ground approach its work remains largely consistent with Sweden's current strategic objectives in Zimbabwe, and the organisation plays a leading role in its field.

- **The Embassy should consider facilitating formal collaboration between TI-Z and other NGOs.** One lesson from the past three years has been that TI-Z needs to establish solid, reliable working relationships with some NGOs to achieve certain results, for example in relation to litigation and community engagement (outreach to local communities, churches and schools, for example). The Embassy should encourage such relationships by undertaking to provide targeted financial support to organisations entering into partnership with TI-Z on specific aspects of its work related to corruption.
- **The Embassy should encourage TI-Z to propose a programme of work prioritising the consolidation of its current programmes, based on clear priorities and achievable results.** The programme should include an appropriate element of coalition building and provision for regular strategy reviews.
- **The Embassy should encourage and where possible assist in the diversification of TI-Z's donor base during the forthcoming period.** It could do so by helping TI-Z build its fundraising capacity and, from time to time, by supporting the participation of TI-Z managers in appropriate training sessions on this issue.
- **The Embassy should consider using TI-Z's expertise in relation to other aspects of its civil society support portfolio.** For example, TI representatives could contribute to the training of investigative journalists, and more generally be encouraged to cooperate with the media when undertaking research on corruption.

To TI-Z

- **TI-Z should develop a new core funding proposal to the Embassy of Sweden, consolidating the gains and addressing the challenges identified in the present report.** The proposal should maintain the four programmatic areas but be as selective as possible within them to avoid over-extension of commitments. The proposal should address management and strategic issues identified in this report, including plans for future diversification of funding.
- **TI-Z should enhance collaboration with other NGOs with a view to building coalitions that harness a range of expertise and capacities.** TI-Z should focus its own work on areas where it has the most added value and competitive

advantage, while respecting its commitments to communities, donors and other stakeholders. It should support coalition building by developing tools for other organisations to use in community engagement or research on corruption-related issues, and by providing others (including for example investigative journalists) with expert advice. The aim should be to achieve critical mass overall, and a restricted number of high-level strategic outcomes.

- **In relation to the ALAC programme, TI-Z should expand activities to include litigation on public interest cases, considering diverse options to achieve this.** In particular, it should weigh the pros and cons of conducting litigation versus collaborating in this field with other NGOs.
- **In relation to CMA, TI-Z should limit the growth in the number of school and community groups which it manages directly, and should prioritise work with other organisations to achieve critical mass.** In particular, work should focus on developing the capacity of other relevant civil society organisations to include the fight against corruption in their own community engagement or activities with schools.
- **In relation to PLIM, TI-Z should enhance its activities targeting the Parliament and other national institutions such as the ACC, ensuring in particular that engagement is sustained and tailored to specific needs.** The cross-party nature of the approach to parliamentarians should be maintained, with a focus on legislative developments, including those aimed at reinforcing judicial independence, and police reform.
- **In relation to RI, TI-Z should reinforce its research capacity through in-house expertise and external collaborations and systematically connect research findings with policy recommendations at national decision-making and policy making levels.** Research reports, updates and other publications should systematically include clear, concise and targeted recommendations. Where appropriate, recommendations should be given in order of priority, to ensure that the most urgent measures are focused on first.
- **TI-Z should complement its research (and other programmes) with a comprehensive advocacy strategy.** This should clearly identify key stakeholders targeted by the strategy, set out clear messages tailored to the stakeholders, and distinguish between different advocacy modalities such as litigation on individual cases, awareness raising, legislation drafting, media work, etc.

- **TI-Z should increase cross-programme activities targeting one or two local urban or rural authorities, with a view to achieving results at local level.** If successful such targeting could be replicated elsewhere.
- **TI-Z should review its management structure to ensure more management stability, and to address gaps in functions such as fundraising, strategic overview, monitoring and evaluation, as well as regional office oversight.** An organisational model is proposed in the findings section of this report.

To TI-S

- **TI-S should continue supporting TI-Z with direct input and by encouraging regional cooperation.** In addition to continued support for research on environmental issues, TI-S should work with TI-Z to ensure that security procedures are strengthened.

1 Introduction

1.1 OVERVIEW

This report is the evaluation of the support provided by Sweden to Transparency International Zimbabwe (TI-Z) since 2009, with an emphasis on the core support period since 2011. The Embassy of Sweden successively provided project (2009-2010, SEK5m) and core support (2011-2014, SEK15m). The current phase of support is scheduled to end in December 2014.

The present draft report is circulated for comment to TI-Z and the Embassy of Sweden. It is based on Terms of Reference (ToR) reproduced in Annex 1 and should be read in conjunction with the evaluation inception report submitted on 27 October 2014.

1.1.1 ADDRESSING CORRUPTION IN ZIMBABWE

Zimbabwe became independent in 1980 following a protracted liberation struggle. Independence was followed by twenty years of virtual one-party rule maintained in part by varying degrees of political intimidation, corruption and electoral manipulation by the ruling ZANU-PF¹ government. Attempts at creating a viable political alternative were thwarted until 2000, when the strongest opposition to ZANU-PF since 1980 emerged in the form of the Movement for Democratic Change (MDC). The MDC challenge escalated into violence as a result of the ZANU-PF response, which tainted subsequent elections in 2000 and 2002. The crisis peaked in 2008 with extreme violence perpetrated mostly by ruling party supporters during the campaign for the second round of the presidential election, which incumbent president Robert Mugabe fought as the sole candidate. The political impasse of the election led, partly as a result of international pressure, to the signing by the two opposing political parties of a Global Political Agreement (GPA) providing for the formation of a government of national unity (GNU), tasked with overseeing political and legal reforms and preparing new elections, which took place in 2013 under a reformed constitutional framework.

¹ Zimbabwe African National Union – Patriotic Front

Government disregard for the public interest, and outright appropriation of public assets by officials and their cronies, led to an economic crisis, which culminated in the hyperinflation of 2008-09, dealing a major blow to public services and economic infrastructures. Corruption thrived in this context, as the rule of law dissolved and public services became dysfunctional. Previously corruption in Zimbabwe had mostly taken the form of “grand” corruption, practiced by the political and business elite. This form of corruption involves large amounts of money, government tenders and benefits only a few individuals. The political crisis that began in 2000 and continues today brought increased economic and social hardships, which were felt most keenly by the lower ranking members of society. This led to the increase in “petty” corruption where the resources or services exchanged extra-legally are quite small. Some of these include paying a bribe in order to obtain driver’s or trading licences or to destroy evidence in the case of the judiciary. These “small” bribes may range from less than a hundred dollars to about a thousand dollars. However because the phenomenon has become so pervasive, the cumulative effect and cost of these “small” acts of corruption by many people is the same if not more than the incidences of “grand” corruption, which may themselves involve tens of thousands or millions of dollars in one incident. The Corruption Perceptions Index (CPI), a research tool developed by TI, which measures the perceived level of public sector corruption in most countries around the world, as established through various expert and business surveys, placed Zimbabwe 146th (out of 180 countries) in 2009, and 157th (out of 177 countries) in 2013.

The downward spiral of the economy only began to ease with the dollarization of the economy in 2009 but has mostly stagnated since then. Indeed the economy has continued to worsen in some aspects, including increases in unemployment and under-employment, whilst the cost of goods and services has increased. This places more pressure on people to engage in, and even justify, corruption. Though official rhetoric against corruption became more vigorous after the 2013 elections, the TI-Z programmes under consideration operated in the 2009-14 period in a context in which corruption enjoyed broad impunity. In addition, Zimbabwe underwent a process of state capture of all institutions including corruption-fighting institutions such as the ZACC, police, judiciary, as well as regulatory and oversight bodies and the media. The consequence has been the politicization of the corruption issue. This made it particularly difficult – and important – for TI-Z to address corruption, including in public comments, in an objective and impartial way.

According to the Transparency International Global Corruption Perceptions Index, Zimbabwe is one of the most corrupt countries in Southern Africa. Since 2010 it has scored lower on the index than any other country in the region except in 2011 when it scored higher only over Angola. And from a rank of 43 in 1998, the country’s ratings have plummeted to a low of 163 out of 174 countries in 2012 to its current position in

the 2013 index where it stands at number 157 out of 175 countries, with a score of 20 out of a possible 100.

It could be argued that the increase in corruption can be traced to the decline of the economy, which has created an environment where citizens engage in and justify corruption on pragmatic grounds even as they condemn it in moral terms. For example at a time when the official exchange rate of the Zimbabwe dollar was kept artificially high, many citizens routinely broke the country's foreign exchange rules. Other forms of corruption began to emerge or to increase for example during the hyper-inflation era where essential goods were in short supply or were prohibitively expensive, and smuggling of goods and flouting of customs regulations increased. Corruption in the mining sector was made possible by state capture of all sectors and institutions, laws and policies – including the business sector.

The establishment of the Zimbabwe Anti-Corruption Commission ten years ago seemed to suggest that the government recognised the pervasiveness of the corruption problem and was committed to acting against it. However the subsequent failure to fully capacitate the commission and the arrest of some of its management and commissioners in recent years while they tried to perform their duties demonstrated the lack of political will or accountability by the government to confront the issue directly and consistently.

There also has been a lack of consistency on the part of the authorities and observers in terms of identifying the root causes of corruption. Most attribute the root causes of corruption to the economic collapse of the country and the system of pillage of state resources driven by political patronage. Political patronage has been the vehicle for promoting impunity in all spheres of society. For example the current Minister of Finance and his predecessor both complained about the non-remittance of diamond revenue to the government. No concrete action has been taken however to compel diamond companies to pay up. This has been attributed to lack of political will or to the complicity of senior public officials and politicians with business interests in the diamond industry.

Other causes of impunity besides documented economic collapse that have contributed to pervasive corruption include lax and unenforced legislation, lack of judicial integrity and independence, compounded by corruption in the police and other criminal investigation agencies. The sense that perpetrators of corruption enjoy broad impunity was reinforced recently as a result of the so-called “Salarygate” scandal, which was one of the biggest corruption revelations in recent years. The issue was that chief executives of some public companies were receiving abnormally high salaries. The case caused a great public uproar. However the person at the centre of the scandal not only managed to remain in his job, he was not prosecuted or sanctioned and in fact was subsequently elected to head the country's football federation. This sent a mes-

sage to the public that those perpetrating corruption will not be punished for their deeds. Not only is this discouraging to the public and increases fatalism, it also gives would-be perpetrators of corruption the impression that they could also engage in corruption without any sanctions if they so choose.

1.1.2 BACKGROUND ON TI-Z

TI-Z is the Zimbabwean national chapter of TI, a worldwide movement dedicated to the fight against corruption, with a presence in over 100 countries. TI-Z, established as a chapter in 1996, is one of six such chapters in Southern Africa, and one of the most active (together with its counterparts in Mozambique and Zambia). National TI chapters are independent non-governmental organisations in their own right, with their own governance structures and funding sources. They are supervised by an international board, which reviews each chapter every three years (TI-Z was last reviewed by the Membership Accreditation Committee in November 2012). The TI Secretariat (TI-S), in Berlin, provides assistance and coordination in the form of research and advocacy methodologies, thematic expertise, cross-border programmes and institutional development support. TI-S also has a rapid response unit to help chapters address urgent issues, security, advocacy, etc.

During the period under review, TI-Z underwent a governance crisis related to damaged relationships between staff and management. This eventually led to the renewal a majority of staff members. TI-Z today is considered by TI-S to be a well-functioning chapter, active both at the national level in various programme areas and in international cooperation with other chapters on specific thematic issues, where TI-Z's contribution is reportedly well regarded (see below). Since 2008, TI-Z has implemented the four complementary programmes outlined below, using methodologies developed internationally by TI and adapted to the Zimbabwean context. These programmes were the focus of Swedish Embassy support for TI-Z and are therefore central to the evaluation:

- Advocacy and Legal Advice Centre (ALAC), a programme aiming at providing legal aid support to individuals (victims and witnesses of corruption) with complaints about corruption for documentation, advocacy and litigious redress.
- Community Mobilization and Advocacy (CMA), aiming at supporting citizens' groups and local government stakeholders to fight corruption, specifically through people mobilization for coalition building at local level and public debates;
- Research and information – activities aimed at assessing the extent and modalities of corruption in Zimbabwe, and contributing to the agenda of policy and decision makers in the country, as well as disseminating information to

different stakeholders to create more anti-corruption aware citizens, as well as contributing evidence for international advocacy and data collection.

- Policy Legislation and Institutional Monitoring (PLIM), a programme aimed at monitoring and proposing evidence-based reform measures to the government frameworks to take action against corruption, with a view to influencing it in accordance with relevant international standards, for example through dialogue with parliamentarians and work, where possible, with relevant institutions.

Using information and research obtained through these programmes, TI-Z contributes to cross-border projects bringing together groups of TI chapters. TI-Z currently contributes to TI's regional and international activities on corruption as it relates to climate change and to gender and youth, both themes being led by TI-S. It is also part of developing initiatives aimed at strengthening sector accountability, integrity and transparency in, for example, humanitarian assistance (led by TI Kenya), in mining (led by TI Australia) and in the judicial sector (led by TI Romania).

The evaluation terms of reference (ToR) also note that a process of decentralisation of the ALAC and CMA programmes is underway, and constitutes an additional programming area since 2012, partly as a result of the establishment of TI-Z's field offices in Bulawayo and Mutare.

As one of the chapters operating in a highly sensitive environment, TI-Z receives dedicated support and advice on staff and information security from specialist TI-S personnel. This includes technical support and advice – for example TI-S recently advised TI-Z about issues around corruption in the electoral process, sharing good practices from what other TI chapters had accomplished in the area of electoral corruption monitoring in collaboration with government agencies or departments or other civil society monitoring groups.

1.1.3 SWEDEN'S SUPPORT STRATEGY

Sweden is a long-standing development partner in Zimbabwe, where it spends about SEK200m per year – approximately 55% of which is channelled through multilateral agencies, the rest going mainly to civil society in fields which include the media, electoral observation, etc. The strategy for Swedish aid initiatives in Zimbabwe (2011-12, prolonged through to 2015) aims at supporting “democratic development characterised by respect for human rights”. Support for “the development of transparent and democratic institutions” is one of the three objectives of Swedish aid initiatives. The strategy further specifies that Sweden will support transparency as well as other rights-based approaches such as political participation, gender equality, accountability [of government] and a stronger role for civil society.

In this context, support for anti-corruption initiatives such as those implemented by TI-Z is clearly consistent with Sweden's strategy, both in terms of substance and by virtue of their civil society nature.

Project versus core support

TI-Z received from the Swedish Embassy successively project and core support. These two modalities differ: project support, defined as funding for a specific set of activities, involves payment for the direct costs of activities, and for indirect costs only to the extent they are connected to activities (e.g. a percentage of a manager's time). It does not generally include costs such as governance (board meetings, internal controls, etc.) as these are not easily attributable to project (though some donors add a percentage of project costs to their support, to cover such expenses). This approach does not usually allow organisations to build reserves, though administrative costs can sometimes in effect be used to that end.

The pros of this approach are: clarity about what the donor pays for and what the beneficiary has to do; and time limitation that forces the beneficiary to design activities that are reasonably self-contained and bring fairly quick results. On the negative side, project support tends to encourage short-termism and/or unrealistic expectations; harms organisations through a focus on activities as opposed to results; may foster an organisational culture of dependency on project funding; and may encourage organisations to repeatedly repackaging recurrent activities as discrete "projects".

The alternative to project funding is core support: this may involve funding for specific activities (but does not have to) and funding for the overall functioning of an organisation, including for activities not related to a specific project (e.g. management and organisational development, basic functions that can range from research to fundraising, etc.). Core funding may be longer-term than project funding, but does not have to. The pros of this approach include: the potential to reduce short-termism on the part of the beneficiary, by providing secure funding for a period; a reduction in the pressure to focus on projects, which in principle should allow for thinking, strategic reflection, or basic research time; helps reinforce organisational capacity, hence resilience; better respects organisations' independence by not being tied to specific activities. On the other hand core support may encourage a scattered approach to activities; may reinforce dependency on core donor; may reduce pressure to achieve value for money.

In the case of TI-Z, most of the funding from the Swedish Embassy was in the form of core support. This report concludes that the support was effective and efficient, and recommends it being continued, bearing in mind the need for an "exit strategy" on the part of the donor and the need for diversification of funding sources on the part of the beneficiary.

According to TI-Z, the lack of diversification of the donor base provides the impression that TI-Z is trying to achieve too much from within a singular, over-ambitious strategy and a singular, overburdened funding stream. Whereas a multiplicity of funding streams would support the TI movement concept of the cross –cutting nature of corruption that requires multi –pronged and nuanced approaches in most countries with pervasive corruption such as Zimbabwe. TI-Z therefore takes the view that it and its current core funders would benefit from pushing for diverse – basket funding opportunities. Diverse –basket funding would absorb through other partners, other TI strategic priorities that are not necessarily covered by the objectives of Swedish development cooperation strategy in Zimbabwe.

2 Rationale and Purpose of the Evaluation

The evaluation is taking place at the end of the second phase of Swedish support to TI-Z. The first phase consisted in project support (2009-11, SEK5m) and the second phase (2011-14, SEK15m) was core support. The evaluation is therefore logically timed to coincide with the end of almost six years of Swedish support, and ahead of decisions concerning a potential new phase.

The overall objective of the evaluation, set out in the ToR as a synthesis of the various purposes, is to “assess whether [TI-Z] has competence, capacity and routines [management systems] to achieve its goals”. This summarizes the key expectation of the Swedish Embassy: to obtain an evaluation that will help assess whether TI-Z was able to use the support appropriately, as part of a decision on future support. The evaluation will therefore assess the achievements of TI-Z’s programmes against stated outcomes and outputs. Beyond this, the Swedish Embassy is interested to learn whether its support to anti-corruption activities in Zimbabwe through TI-Z effectively contributed to its development cooperation strategy objectives during the period. It is also expecting advice on the modalities of any future partnership. In short, the Embassy seeks to obtain an assessment of the added value of TI-Z to the achievement of its development cooperation strategy in Zimbabwe.

2.1 SPECIFIC OBJECTIVES OF THE EVALUATION

The ToR set out four evaluation purposes:

- To “provide information about results (...) to get a measure of project performance (...)”;
- To draw lessons “that can be used in policy work or in designing programmes and projects” by TI-Z and by the Embassy of Sweden in relation to development aid strategy;
- To assess gender equality issues and the rights-based approach in the programmes;
- To assess programme management and financial control systems, as well as internal governance at TI-Z.

It is therefore clear that the evaluation has programming and institutional dimensions. In programming terms, the evaluation covers the four areas of work listed in the previous chapter. In institutional terms, it covers the management and governance of TI-Z.

2.2 EVALUATION OBJECT AND SCOPE

The evaluation covers the activities and management of TI-Z as described above. The time period under consideration runs from 2009 to 2014 – that is, the entire period of Swedish support, core and non-core included.

It is important to note that the evaluation does not specifically cover the performance of any of the partners with which TI-Z may have worked during this period. This is normal, in the sense that TI-Z cannot be expected to have exercised control on the performance of outside entities. However, if any partners underperformed during that period, it will be appropriate to assess TI-Z's management response.

Within the six-year period under consideration, the evaluators expect to focus primarily on the most recent three years, though overall impact will necessarily stem from the entire six years. The last three years were those during which core funding was provided, and this period is likely to be the one best known to the stakeholders that will be interviewed. In addition, the latter period was also the one where the largest amount of financial support was provided (SEK15m out of SEK20m for the entire period). The six-year period is long enough to assess the extent to which TI-Z has been able to learn lessons from past activities and apply any changes stemming from these lessons.

As noted above, the 2009-14 period has been turbulent in Zimbabwe, and the country's upheavals inevitably influenced the implementation of plans. Incomplete achievement is therefore more than likely, but should not be considered too negatively, since TI-Z had no control over external circumstances. However, planning processes (including risk assessment and mitigation) and the timeliness and quality of TI-Z's response to outside events may reasonably be part of the evaluation's scope, particularly in relation to organisational development assessment.

The evaluation covered the work of TI-Z. As such, it was not possible to widen its scope to other organisations that work (or could work in future) on corruption, or to a comprehensive view of alternative ways of addressing corruption in Zimbabwe. However, the evaluation attempted to find out how TI-Z stakeholders and partners addressed challenges related to corruption. Similarly, the evaluators sought to find out whether other donors seek to foster anti-corruption activities alternative to those of TI-Z, and how TI-Z's activities complement those of other stakeholders in the fight against corruption.

2.3 EVALUATION QUESTIONS

The ToR set out a series of evaluation questions addressing each of the OECD standard evaluation criteria. These questions are those that the present evaluation report seeks to answer. The evaluation questions as formulated in the ToR are therefore (as is normal) adapted to the evaluators themselves, and to people who are in a position to assess TI-Z's programmes as a whole: TI-Z managers, board members, perhaps other donors.

In the case of other stakeholders the evaluators conducted semi-structured interviews that sought to gather information relevant to the evaluation criteria and questions, but that did not necessarily use their formulation. It is to be noted that the evaluation questions set out in the ToR, while directly relevant to the programming aspect, were reformulated somewhat when addressing organisational development issues.

Evaluation criterion	"Programming" question	"Management" question
Effectiveness	To what extent do development changes in the sector accord with the planned outputs, purpose and goal of the project? What can be done to make the intervention more effective?	What has TI-Z done to ensure that its programmes foster necessary changes in the sector? What can TI-Z do to make its intervention more effective?
Impact	How has the project affected the wellbeing of its key stakeholders? How has the intervention affected the project partners? To what extent can the identified development changes be attributed to the project?	What has TI-Z done to ensure it monitors the way its activities affect stakeholders? How does TI-Z assess the extent to which its activities have an identifiable and attributable impact?
Relevance	Is the project in sync with the livelihood strategies and living conditions of its intended beneficiaries? Is the project in line with the country's policies and priorities? Does the project address the main causes of the development gaps identified? Is the intervention consistent with Swedish policies and priorities?	How does TI-Z ensure the relevance of its activities to intended beneficiaries? How does TI-Z seek to address issues and concerns that are refuted by government authorities?
Sustainability	Is the project supported by local institutions, including participation in planning and implementation, and well integrated into the local social and cultural conditions? Does TI-Z have good governance	How does TI-Z ensure that it builds coalitions around its programmes and strategies, including officials where possible but also where necessary to oppose official policies or indifference? How does TI-Z ensure that partners uphold

2. RATIONALE AND PURPOSE OF THE EVALUATION

	system, including effective management, good organization and a diversified funding base?	appropriate standards of governance and accountability, or that the lack of those does not hamper its own accountability?
Efficiency	Could the project have been implemented with fewer resources without reducing the quality and quantity of the results? Was the intervention economically worthwhile given possible alternative uses of the available resources to achieve the same/more/better results?	Does TI-Z have appropriate supervision, accountability and governance systems in place? How strategic and streamlined are TI-Z's activities? How does it deal with less-performing areas of work?

3 Methodology

In its initial offer in response to the evaluation request, the team highlighted the following aspects of its approach:

- Flexibility, to address the broad range of activities undertaken by TI-Z;
- Sensitivity, to take account of the complex political environment in Zimbabwe and of the security challenges faced by some stakeholders;
- Participation, to ensure that the constraints and limitations of operating in Zimbabwe are taken into account;
- Constructiveness, to ensure that advice given is evidence based and realistic.

The key constraint facing the evaluation was that its scope was limited to the activities of TI-Z and will only incidentally address other actors working on corruption issues. The other constraint was the security of stakeholders consulted by the evaluators. Beyond this, the evaluation was based on the following evidence:

- Study of documentation. Programme documents have been received by the evaluators from the Embassy of Sweden, which has also provided a country strategy document and an evaluation of previous work in Zimbabwe. Further project and programme documents were received from TI-Z.
- TI-Z has provided the evaluators with a set of policy and management documents, which complement the publications and other information available on its website. Further publications were gathered during the field phase.
- Documentation from other stakeholders. In addition to research on the human rights and broader socio-economic and political situation in Zimbabwe, the evaluators compiled information on corruption in the country.
- Interviews. The evaluators held interviews with a range of stakeholders, listed in annex to this report:
 - TI-Z managers, board members and staff in charge of each of the programmes implemented by the organisation, in Harare and in the two regional offices of Bulawayo and Mutare;

- Government officials at local and central level;
- A representative of the Anti-Corruption Commission;
- Parliamentarians and other elected officials sensitive to TI's concerns;
- Representatives of civil society organisations working on corruption issues;
- Independent experts on corruption, such as academics and journalists;
- The representative of a business group;

In view of the four main programmes implemented by TI-Z, it was important to ensure that a representative sample of stakeholders, including community beneficiaries, was interviewed, even if not all stakeholders are met in each programme area. In the event, thanks to the pro-active support of TI-Z to the evaluation process, the evaluators were able to meet a broad range of stakeholders, thus obtaining a well-rounded overview of the strengths and challenges of the organisation's work.

3.1 SELECTION AND APPLICATION OF EVALUATION CRITERIA

The standard OECD-DAC evaluation criteria are required to be applied by the ToR. As mentioned above, the evaluation questions related to the criteria were adapted to cover the programmatic and the management aspects of TI-Z's activities.

This evaluation did not pose particular methodological complications or challenges. Documentation received was of good quality and reasonably comprehensive. The evaluation criteria and questions point to some issues of evaluability, as follows:

- **Effectiveness.** The key evaluation question in this respect points to the achievement of output, purpose and goal of the project. The Swedish support to TI-Z was based on the result framework set out by TI-Z in its programmatic proposal to the Embassy. This contained detail logical frameworks for each of the four programme areas, which formed the basis against which achievements will be assessed. The logical frameworks were appropriately detailed in setting out the steps leading from activities to outcomes/results and objectives. However, two limitations need to be borne in mind:
 - The proposal did not contain a synthetic intervention logic or result framework for the overall TI-Z plan of action.
 - To the evaluators' knowledge there was no formal baseline study or set of data against which the achievements of the programmes can be assessed. However, the proposal and narrative reports contain clear

analyses of the situation of corruption in the country at the start of the period, and of TI-Z's institutional approach and development.

- **Impact.** The questions in this area are of a qualitative nature. Whereas some beneficiaries of activities obtained measurable, tangible benefits (such as redress for harm suffered as a result of corruption), many other benefits were of a less measurable nature.

Attributability of impact is always a challenge in this type of qualitative projects, and it is rarely possible to unequivocally attribute specific developments (especially in policies) to one single project or programme. However it was possible to assess the extent to which TI-Z helped shape a conceptual framework in the fight against corruption and to set or achieve specific milestones.

- **Relevance.** In this respect, the evaluation focused on the quality of the research and analysis developed by TI-Z, to assess whether it has correctly identified problems and needs, and whether its programmes' design was appropriate to address the needs identified. There is an abundant range of materials in this respect, including research publications. It was important to assess the way in which international methodologies developed by TI-S have been adapted to meet the specific challenges of Zimbabwe.
- **Sustainability.** Beyond the contingencies of funding, this aspect of the evaluation sought to assess the extent to which processes, approaches or structures have been established by TI-Z, or with its support, to prolong the fight against corruption beyond the period of the programmes. In particular, the evaluators assessed the extent of the commitment of TI-Z's partners and stakeholders, and any initiative they may have taken as a result of their interaction with TI-Z.
- **Efficiency.** Beyond assessing the appropriateness of the use of human and financial resources, this aspect of the evaluation considered issues of project and programme management, which are often key to the achievement of value-for-money.

The added value of the programme as a whole was assessed in a synthetic manner as a combination of the assessment of the various criteria. It was not possible to conduct a scoping study of all alternative ways in which anti-corruption results could have been achieved, but this assessment helped form a judgement as to the appropriateness of the work of TI-Z in the period under consideration.

4 Findings

In this section, the evaluators review the TI-Z programmes against the evaluation criteria and questions set out in the ToR.

In broad terms, the programme has performed well against the criteria, achieving significant outcomes and laying the groundwork for substantial impact. However, a number of shortcomings are noted, that are related in part to programme design and in part to implementation. There is scope to improve both, while maintaining the very significant achievements of the programmes to date, and building on good practices and positive experiences. Organisational management has been very much improved during the period under review, thanks in part to a thorough reorganisation of the staffing and management structure, and to enhanced accountability mechanisms. These improvements need to be maintained and built upon, with a view to further reinforce the organisation's capacity. It will therefore be necessary to engage in a degree of consolidation and prioritisation in the next programming period, to ensure sustainable programme development and enhancement of impact.

4.1 EFFECTIVENESS

TI-Z's programmes have been very effective in general, implementing most of the planned activities and achieving many of the expected results and outcomes set out in programme documents. However, the results outlined in the programme document, on the basis of which the Swedish Embassy agreed the core funding in 2010, were clearly over-ambitious. TI-Z today explains this ambition by the political atmosphere of the period around 2010, when the programme document was written. This was a time of high change expectations, during which the Government of National Unity itself was prone to promising thorough socio-political change. The then prevailing focus on institutional change, including ambitious judicial reforms, was one factor in the development of TI-Z's ambitious programme.

In the event, hopes of significant changes under the GNU did not come to pass, thus leading TI-Z to focus on achieving change through community engagement, while maintaining an advocacy focus on the institutional side, mainly through the PLIM programme.

The table on the next page, compiled by TI-Z, lists the level of achievement of specific results according to TI-Z management and staff. Some of the notable results include the adoption of a policy on diamond mining and sale, awareness of UNCAC, as well as successful individual support in over 100 ALAC complaints. Key weaknesses include the failure to get the authorities to do more against corruption, and the lack of

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focus on the constituencies of those MPs that have demonstrated sensitivity to the fight against corruption.

Unit	Outcomes/ Results	Achieved?
PLIM	Improved capacity of all stakeholders to identify and eradicate corruption within the private and public sector.	Partially
	Identified policy and legislation gaps for redress for policy makers,	Yes
	Used UNCAC parallel report as a tool to engage local stakeholders on harmonization of laws, participation of civil society and improving criminalization of corruption	Partially
	Achieved most improvement on awareness and implementation UNCAC in Parliament and CZI	Yes
	Refined the JSCs strategic plan (by adding anti -corruption components)	No
	Strengthened the relationship between TI Z and the JSC for future collaboration	Partially
	Improved range of stakeholders aware of the UNCAC and its implementation	Partially
CMA	Ensured maximum participation and involvement of citizens in the fight against corruption by organizing communities and providing them with requisite support for impact	Partially
	Increased understanding of the effects of corruption by communities	Yes
	Increased number of citizens shunning corruption practices	Yes
	Significant increase in citizens participation decision making processes in the three provinces Bulawayo, Harare and Mutare and surrounding areas	Partially
	Increased networks of citizens (AMCs) demanding accountability and transparency from public authorities across 3 provinces Bulawayo, Harare and Mutare	Yes
	Informed citizens participation influencing accountability and transparency in local and national government decision-making processes for example, Chitungwiza, Mutare and Harare City Council.	Yes
	Service providers respond to concerted demands for greater transparency and accountability because of increased dialogue with communities through AMCs	Partially
	Enhanced civic responsibility from AMCs trained to conduct anti -corruption initiatives in their communities	Yes
	Documented evidence of electoral corruption from trained AMC monitors.	Yes
	Contributed to inclusion of corruption tracking indicators in 27 councils and in the Zimbabwe electoral system	Yes
ALAC	Created a platform and avenue for citizens to report corruption and in turn facilitated redress and recourse for reported corruption cases	Partially
	Continued rise in public rejecting and exposing corruption	Yes
	Extended access to justice for victims of corruption	Partially
	Evidence successfully reaching decision makers	Yes
	Better understanding of existing law enabling people to assume responsibility for their actions, report corruption and demand transparent and accountable behaviour from leaders and decision makers	Partially
	Reduction in the occurrence of corruption within the public service, education and police sector at mid to lower - level officials	Partially
	Attained justice on 117 of the 613 reported cases concluded successfully	Yes
Res.	Influencing reform at policy, legislative and institutional level using evidence based research	Partially
	Recommendations from the 2012 Annual State of Corruption Report contribute to national policy agenda for example the Diamond Policy	Partially
	Diamond policy enacted with input from TI Z's research findings	Yes
	Scientific evidence from research unit informs as well as propels advocacy activities such as EAF (PLIM) and Community Meetings (CMA)	Yes
	Improved reception and effectiveness of TI-Z advocacy for policy reforms	Partially
	Research findings attracted the attention of policy and decision makers ending up in the national agenda for verification, adoption, implementation and enforcement	Partially
Info.	Citizens transform their attitudes and behaviour to avoid corruption because of abundance of information and knowledge equipping them to resist corruption in Zimbabwe	Partially
	Members of Parliament used policy related news -alerts packaged in Parliamentary Fact Sheets to develop their debates and motions in committees and parliament.	Yes
	Institutional visibility and relevance increased through the broader reach of TI-Z IEC materials distributed in urban and rural Zimbabwe in three provinces.	Partially
	Constituencies with MPs who have appreciation and taken an interest to address corruption are partnering with their electorate in anti- corruption activism	No

One notable area of achievement not noted in the table concerns the area of gender equality. TI-Z has systematically addressed this issue in both its community engagement and its research and advocacy programmes. Membership of AMCs and YTICs is gender balanced, and ALAC also seeks to encourage women as well as men to come forward with complaints. PLIM's work has included a focus on Parliament's Women's Caucus. Research reports systematically address the gender implications of corruption, including for example in research on the mining sector. This systematic mainstreaming of gender concerns should be sustained.

In terms of community engagement, the **ALAC** programme was doubtless the backbone of TI-Z's development in terms of complaints taken up, advice given, success rate and contribution of research information. The presence of additional TI-Z offices in Bulawayo and Mutare, as well as deliberate efforts to introduce ALAC to the communities covered by TI-Z's offices, resulted in an increasing number of people bringing complaints to TI-Z's attention. According to a recent compilation, TI-Z received over 600 complaints since 2011, of which 117 reached a positive conclusion (in many other cases, TI-Z took action but could not point to a specific conclusion at the time of the evaluation).

The ALAC programme involves awareness raising among communities about what constitutes corruption and about avenues for bringing complaints forward. When citizens contact TI-Z with allegations of corruption, ALAC staff assess the issue and, when appropriate, take action. In most cases, action consists in supporting the complainants in seeking redress, for example with a letter addressed to the relevant authorities. Where litigation is seen as appropriate, ALAC staff would refer complainants to relevant lawyers or legal aid NGOs, because TI-Z itself is not licensed to carry out litigation.

This referral process has been a relative weakness of the ALAC programme because the legal NGOs to which complainants were referred did not always take timely action. This was mainly due to the relatively limited resources of the partner NGOs, and also to the fact that corruption was not necessarily central to the partners' mandate. One legal aid NGO, for example, told the evaluators that their priority was civil rights (taking up for example the cases of people who allege that they have been victims of police violence). In some cases, TI-Z noted that partner NGOs' human rights lawyers did not necessarily have the specialised anti-corruption expertise that would be needed to litigate successfully an ALAC complaint.

In this context, TI-Z logically wishes to enhance ALAC's effectiveness by seeking its own licence, which would allow TI-Z to litigate on its own, without the intermediation of partner NGOs. While this would constitute an appropriate development of the ALAC programme, direct litigation by TI-Z could significantly increase staff work-

load, since the ALAC team is already busy providing advice other than litigation. For this to be both effective and manageable, cases taken up by TI-Z should be limited in number to key strategic and potentially precedent-making cases. Other cases should still be referred to other NGOs. The modalities for referral, however, could be improved. TI-Z could encourage a greater degree of timely take-up of referred cases by the partner NGOs, by signing Memoranda of Understanding (MoUs) with the partner NGOs. The Embassy of Sweden should be encouraged to provide financial support to the implementation of such MoUs, by covering the costs incurred for litigation by the partner legal NGOs.

The CMA programme was effective in that a large number of Accountability Monitoring Committees (AMCs) and Youth Transparency and Integrity Clubs (YTICs) has been established in the three cities where TI-Z has offices and (to a lesser extent) around those cities. The AMCs are citizens' groups, chosen by local communities and usually made up of people known for their engagement in the service of local causes, tasked with identifying and addressing cases of corruption at local level. TI-Z provides the groups with initial training and with relevant information, and TI-Z staff visit the groups from time to time to provide further advice and encouragement. At this point, somewhat fewer than 100 groups have been established (including about 25 groups in the Bulawayo area, where, according to a separate grant agreement with the EU, 75 such groups should be established by 2016). Those groups that have been established appear to be active and to have a good understanding of their tasks; interviews with representatives of a sample of groups demonstrated to the evaluators that those representatives had clearly adhered to TI-Z's strategy of identifying corruption (including sometimes clarifying to communities that some instances of perceived corruption may conform to the law) and leveraging community interests to seek redress.

The key weakness of this programme in terms of effectiveness is that fewer CMAs were established than was initially planned (the programme document expected about 250 CMAs to be functioning by end-2014). This can be explained by the time it takes to initiate the entire process: visits to communities to raise awareness, decision-making within communities to establish CMAs, training of CMA members, etc. The small size of the team (essentially one person dealing with CMA in each office, supplemented by some interns) made it impossible to grow the number at the speed required to reach the target in time. In the view of the evaluators, it is probably impossible to reach the target number without increasing the staff working on the CMA programme, because the demands on them in terms of servicing existing groups are growing even as they need to continue working on the establishment of new groups.

Yet it is essential to the effectiveness of the CMA programme that it should lead to the establishment of a sufficient number of AMCs to create what some interviewees called a "critical mass". Though it is not possible, or necessary, to specify which number constitutes a critical mass, it is certainly much higher than the number

achieved to date, which only covers a fraction of the population of Zimbabwe. The key to enhance significantly the number of CMAs is to do so, in part, by building the capacity of other community organisations to establish and service their own CMAs around the country. This approach, which can be implemented alongside the development of a smaller number of TI-Z CMAs, could lead to a much wider level of CMA dissemination than would be possible under TI-Z's own steam.

The situation is similar regarding the YTICs. TI-Z has had access to a number of primary and secondary schools, in which it has established youth clubs dedicated to raising awareness of corruption and disseminating values of honesty and transparency. The clubs appear effective, student members met by the evaluators had clearly understood the ethical message advocated by TI-Z. Their teachers were similarly well informed. While the YTIC part of the CMA programme is doubtless effective in raising awareness among club members, neither the number of clubs nor the level of dissemination of their activities can be said to be approaching a "critical mass". This could only be achieved by TI-Z working with other organisations that have access to schools, such as Unicef.

The CMA programme could move away from its current primary focus on AMC or YTIC creation, and towards the development of tools and advice for other NGOs to establish their own networks of AMCs and/or YTICs. This does not require that TI-Z should do away with its own AMCs and YTICs, nor that it should stop establishing new ones. Instead, capacity building work with other NGOs to establish their own groups could reduce the pressure on TI-Z to keep establishing its own new groups. By addressing a wide range of other NGOs (including churches) the programme could work indirectly towards the establishment of perhaps thousands of local groups, which would be supported and serviced by organisations other than TI-Z.

The **PLIM** programme has been very effective in identifying a range of institutional stakeholders – or interest groups within them – and to convey to them information about corruption and TI-Z's concerns and policy recommendations. The programme has used awareness raising, training and policy advice to advance an agenda of reform: though actual legislative results have been disappointing, a number of important issues have been raised and continue to be flagged by TI-Z. These include, for example, whistle-blower protection legislation and capacity building for the Anti-Corruption Commission (ACC). Several MPs, including members of the Parliamentary Women's Caucus, have been targeted for awareness-raising and information dissemination. This has helped ensure that TI-Z's concerns on corruption are understood, and relayed, by pro-government MPs as well as by supporters of the opposition.

PLIM activities also addressed local government officials and a business group – helping them address specific allegations of corruption, and, in the case of the private

sector group, reviving its ethics commission. These targeted approaches were consistent with TI-Z's strategy of seeking to build awareness that all parts of society have responsibilities with regards to fighting corruption.

The PLIM programme's effectiveness came in part from its ability to draw on information from other programmes, notably ALAC and Research, which provided factual evidence and examples of citizens' complaints and of ways these could be addressed. The programme therefore went beyond the "monitoring" of its title: by raising awareness of corruption processes and recommending specific legislative steps, it set the groundwork for institutional reforms. Its engagement with the ACC (which has not been functional in the last few years) had the merit of ensuring a degree of independent support to Commission staff. The ACC may gain some capacity to act in the next year or so, since the process for selecting new Commissioners has recently been restarted: in this case TI-Z's longstanding engagement may reinforce its ability to address corruption.

The effectiveness of the approach was lower with regards to some institutions: though some contacts were developed with the police and the judiciary, these were not as systematic as the contacts established under PLIM with the Parliament and the ACC. This is partly because these institutions are among the most corrupt in Zimbabwe – their own corruption leading in effect to broader impunity for corruption elsewhere.

The **Research and Information** programme has been particularly effective in that a wide range of research activities into corruption have been carried out, resulting in the production of authoritative and accurate reports and publications. Independent experts interviewed by the evaluators have confirmed that TI-Z's research is of high quality. The development of its own, locally-produced research, was strategically important for TI-Z to ensure the organisation's credibility with local stakeholders, including the government and the media.

The evaluators reviewed a large sample of research document – ranging from large thematic reports such as the one on the mining sector to short newsletter-style ones – and found these to be based on sound research and appropriate evidence base. The reports were generally well written and clearly distinguished research evidence from conclusions and policy recommendations. The one area of some weakness, however, concerned recommendations: while the recommendations were clearly related to the research evidence, they sometimes lacked specificity, in that it was unclear, for example, which institution (ministry, parliament, etc.) should take which of the recommended steps. It is essential that clear sets of prioritised and specific recommendations should be attached to research documents, since the recommendations form the basis of subsequent lobbying or advocacy. Recommendations should therefore set out a clear agenda of action for each of the stakeholders to which they are addressed. This is key to strategic advocacy, as reviewed below.

It remains, however, that the research programme has been effective in establishing the credibility of TI-Z as a leading civil society organisation addressing corruption in Zimbabwe. The use of internationally tested research methodology and the reference to international standards such as UNCAC (signed but not ratified by Zimbabwe), are strong elements underpinning the reputation of TI-Z, which should continue to be nurtured and developed.

Advocacy did not constitute a programme on its own, but significant levels of advocacy were effectively conducted throughout all programmes. ALAC and CMA, both of which have “advocacy” in their names, did so in the form of awareness raising and legal assistance to complainants. Under PLIM, advocacy took the form of awareness raising aimed at institutions, and training/capacity building for elected officials and civil servants. The “information” aspect of the Research and Information programme constituted in effect the public advocacy aspect of TI-Z’s work.

All these activities were effective in relation to the programme within which they took place. It is also clear that the word “advocacy” must be understood differently according to the context in which it is applied. In relation to parliamentarians, for example, it is virtually synonymous with lobbying (with an added awareness raising dimension). In relation to ALAC complainants, the focus was on the provision of legal advice and support. The public (and media) advocacy carried out under the “information” heading was also a form of advocacy on behalf of an agenda of reform.

Although individual advocacy activities were effective in their own context, the lack of an overall, organisation-wide advocacy strategy probably harmed the effectiveness of TI-Z as a whole. For example there was a clear lack of follow-up through advocacy of the recommendations made in successive research reports: these reports were disseminated to the press and the public at the time of publication, but there was no sustained lobbying of the authorities to implement the recommendations made in the reports. A multi-year advocacy strategy, identifying stakeholders to be influenced and setting out a clear message to each type of stakeholders, would probably enhance the likelihood that TI-Z will achieve long-term impact.

4.2 IMPACT

Like all programmes of a qualitative nature, impact is difficult to define and attribute precisely. However, TI-Z clearly achieved a number of elements of impact, both in terms of attitude change and in terms of policy approaches to the issue of corruption in Zimbabwe. Attribution of impact to TI-Z as a whole, or to an individual programme, is sometimes facilitated by the fact that few other organisations are as active as TI-Z in the fight against corruption. Even then, however, attribution may remain hypothetical.

The key impact of the **community engagement programmes (ALAC and CMA)** has been a noticeable move away from fatalism on the part of the communities and individuals concerned. Consistently, the (admittedly small) sample of ALAC complainants and CMA members interviewed by the evaluators noted that their interactions with TI-Z had “opened [their] eyes” about the nature of corruption and the fact that there were avenues of recourse against the injustices it caused. Although only a minority could point to actual success in their search for remedy, the mere fact that action could be taken, and that people organised to that end, was described as decisive. There were even examples of ordinary citizens resisting demands for bribes, partly because engagement with ALAC or CMA reinforced their understanding of their rights.

It is important also to note that TI-Z’s community engagement has begun to enhance communities’ trust towards TI-Z. This can only be a slow, gradual process – why should communities trust TI-Z implicitly when they haven’t previously heard about it? The process can also be reversed if TI-Z over-promises or under-delivers, a situation which has not taken place to date.

Where CMAs have been established, they have often interacted with local authorities, which has led to a better flow of information between authorities and citizens (if only on a small, local scale). However, local authorities’ sense that they must be accountable has been enhanced in at least some cases.

The **research and advocacy activities (PLIM and R&I)** have also achieved visible impact. It is likely that legislation enacted in recent years on money laundering and mining was influenced by TI-Z’s awareness raising and research work in these fields. Attitude change among parliamentarians may also be identified in the reported demand for better UNCAC enforcement. The quality of the research was doubtless instrumental in achieving this influence on policy-makers. The sustained research output also undermines any government attempt to deny the existence and scope of corruption – even though authorities still resist radical reforms in this respect.

More broadly, TI-Z staff and managers have noted that their fight against corruption has become, over the years, better understood and shared by other civil society organizations and citizens. TI-Z, in the words of one interviewee, is no longer “a lone wolf” when addressing corruption. This diffuse impact on other NGOs is likely to spread gradually in society, if TI-Z is able to continue and grow its programmes. TI-Z staff also note that more “citizen journalists” are now reporting on corruption incidents at local level, in clinics or the police for example: while citizen journalism is growing worldwide thanks to social media online, TI-Z’s awareness raising work may have contributed to that trend as well.

4.3 RELEVANCE

On the whole the evaluation found that all of the activities that the organisation is pursuing are relevant to the fight against corruption and each contributes to addressing a particular aspect of corruption. The programmes may be targeted at institutions where corruption is taking place as a preventive measure or at those individuals who have been victims or witnesses of corruption as a way of providing relief and to act as a deterrent for those who may be planning to engage in corrupt activities. Questions may be raised however about whether the organisation should take the responsibility for the implementation of all the activities. The brochure on the Frequently Asked Questions (FAQs) on spot fines for example allow people to know exactly how much they should pay at roadblocks and this prevents corruption as citizens can rebut any solicitation for bribes by traffic police. The question remains, however, whether this should be a direct TI-Z output.

In the strategic period under review TIZ took the decision to not work with the private sector because of its own limited capacity in the area. For example TI Z felt it did not have sufficient programming knowledge on extractives to confidently enter into the mining sector. Hence the research on high-level mineral in the Annual State of Corruption Report series was intended as a sort of baseline or entry point into understanding the sector for programming. The lack of a predetermined, comprehensive advocacy strategy however precluded the organization from proceeding with to use the research findings evidence based advocacy. Therefore it should be noted that since these are areas where corruption is rife and in the case of mining where there is much public attention, as the leading organisation against corruption, TIZ also risks losing relevance if it does put some energy towards those sectors.

Overall, the TI-Z programmes have correctly identified the challenges and risks posed by TI-Z work, and mitigation strategies have been appropriate. The key challenge has been the lack of political will to address corruption at the highest level. In response, TI-Z has avoided attempts (which would most likely have proven futile) to seek an end to impunity for senior government officials who committed acts of corruption. Instead, the organisation has focused on addressing issues where some margin of manoeuvre existed – for example improving legislation and building the capacity of the ACC. This low-profile approach was justified and effective. It may be, however, that a limited amount of resources should in future be devoted to high-profile issues, such as bringing people accused of corruption to justice, or otherwise highlighting high-level corruption scandals. However this should only be undertaken if the related risks are clearly assessed and can be reasonably mitigated.

ALAC: one of the ways in which citizens find relief from corruption and its effects is through reporting to law enforcement agencies and where necessary for the cases to be heard in the courts. However many interviewees met by the evaluators reported that police officers, lawyers and members of the judiciary (magistrates and prosecutors) were perpetrators of corruption. Therefore it makes sense that a programme to

address corruption will also address this gap within the legal system which is what the ALACs (and PLIM) have been designed to respond to.

By providing relief to citizens, the ALACs reduce the cost of corruption on people's lives especially where people have lost income and property that is rightfully theirs. Examples include those of housing cooperatives where residential stands are not allocated to cooperative members who have been paying subscriptions for many years but rather to individuals who have paid bribes to the leadership of the housing cooperatives. In other instances such as in the case of one ALAC client in Bulawayo names on a title deed were changed under unclear circumstances. In this case the alleged corruption is that the corrupter was the person illegally seeking title to the property who bribed council employees to have the title deeds changed and stamped by the local council to authenticate the name change. The case was resolved after the ALAC legal officer made representations to the council in question. In another case reported in Bulawayo the director of a funeral parlour refused to pay embers of a burial society a refund that was lawfully theirs. The refund was paid after the intervention of the ALAC in Bulawayo much to the relief and appreciation of the aggrieved burial society members. In both cases, the clients had gone to the police and no action was taken until after the intervention of the ALAC officers, which demonstrates the relevance of the unit and the work that it is doing at community level.

And as many of the cases of corruption are perpetrated by public officials who are responsible for the delivery of public goods, ALAC is relevant as a channel for ensuring accountability by insisting on transparent standards of efficient delivery of public services which has a direct impact on the livelihoods of citizens and their living conditions which may be affected by poor service delivery. These cases are examples of where ALAC legal officers have engaged in advocacy.

However in some instances some of the cases can only find relief in the courts and in these cases whilst the ALACs are relevant for giving legal advice, they prove less relevant for the resolution of the disputes. Cases that require litigation are supposed to be resolved through TI-Z's referral networks after referral from the ALAC offices. However in most instances, the referral organisations have not taken up or prioritised the cases. Some of the reasons given for this were because some of the cases from TI-Z do not fall within their areas of specialisation or because the organisations are also overwhelmed with their workload. Thus some clients of the ALACs have been unable to find relief in the courts, as their cases are not being brought to court. This has reduced somewhat the relevance of the unit to the target group, which is why TIZ is seeking a limited practicing licence in order to be granted locus standi for its clients. One approach that the ALACs developed in the strategic period under review is the area of public interest litigation on behalf of its ALAC clients. This is mainly because most ALAC cases point to violations of group interests or group rights and would benefit from class action or public interest litigation as opposed to individual, isolated litigious approaches.

This notwithstanding, the evaluation team found that ALACs give hope to citizens, many of whom will have lost patience and hope in the police and or the courts. Improvements in the ALACs ability to resolve or to compel partner organisations to bring relief to cases needing legal redress will in turn increase the relevance of the unit.

CMA: the programme has proven to be relevant to the community and to public service providers in various ways. In an environment where citizens have become rather fatalistic about the ubiquity and inevitability of corruption and also fatalistic about their own powerlessness to address it or to prevent it CMA unit through the establishment of AMCs as structures that are established by community members themselves has given the power and agency back to citizens in those communities. Engaging the Ministry of Health for example and encouraging a culture of accountability to the public on the part of the Ministry is helping dispel perceptual corruption as more information is made available and questions on answered on the different areas of responsibility of the Ministry of Health vis a vis the communities they serve. These CMA interventions have helped improve the capacity of service providers to receive feedback in friendly environments where mutual solutions may be sought. The overall objective has been to improve access to services to the generality of poor and low income citizens that would in turn improve living conditions as beneficiaries of the identified services.

In a country where citizens participate in governance mainly through elections, the work of AMCs and the CMA unit monitoring and participation in budgeting processes to feedback and report back meetings to service providers in health and education as well as at the level of the city council also promotes transparency and accountability by creating space for citizen's participation in governance. These meetings may alert the different groups and managers to practices that are taking place at their facilities as well as root out corrupt individuals or aspects of the management process that may promote corruption.

However, because the programme was implemented in only five provinces, many parts of the country were left uncovered and from that perspective the programme is not geographically relevant. Also given that the AMCs were not established in all the communities, they may not have achieved the critical mass necessary to influence practices in the councils and ministries at national level. At the time of the evaluation, there were fewer than 100 AMCs in operation.

Additionally, several dozen Youth Transparency and Integrity clubs have been implemented in a selected number of schools – whilst a good initiative their relevance has been somewhat localised.

PLIM: as most cases of corruption are based in institutions and institutional systems, it's important to monitor the institutions and the systems under which they operate as a way of identifying any systemic problems that may be contributing to the prevalence of corruption. The evaluation team met representatives of local authorities in

Bulawayo, Harare and Mutare who attested to the good work that the unit had done in training councillors and senior managers. The unit also engaged in a positive manner with the Parliament of Zimbabwe as well as the Zimbabwe Anti-Corruption Commission. Work with the latter has been stymied by the fact that ZACC is not fully capacitated and currently there are not sitting commissioners. However the unit has established good relationships with members of staff of ZACC but decision makers in the commission still have to be engaged more effectively.

The work of the PLIM unit is in line with government's own commitments to ending corruption as exemplified by its signing of the United Nations Convention Against Corruption as well as the Southern African Development Community (SADC) Protocol Against Corruption and the African Union (AU) Convention on Preventing and Combating Corruption. The unit has held several dialogues through the Ethics and Accountability Forums aimed at discussing Zimbabwe's level of domestication and application of these regional and international standards. Getting Parliament to champion harmonization of domestic law especially since the enactment of the new Constitution Amendment 20 of 2013, to international standards, as well as improve the implementation ratio and operating environment has been a large part of PLIMs outputs in this strategy period.

Through the training of parliamentarians the PLIM unit has been able to raise the awareness of legislators with regard to the nature and extent of corruption. In addition the unit is also working to promote the promulgation of whistle-blower protection legislation. Whilst the relationship between governments and civil society organisations has not always been smooth and government has viewed CSOs with suspicion and distrust over the years, seeking ways to control CSOs rather than to collaborate with them, the PLIM programme has made progress in terms of working with councillors and parliamentarians from both sides of the political divide. However its relevance will be increased once it has begun to work more closely with a fully functional ZACC and other law enforcement agencies at policy and decision making levels.

Research and Information: this unit has produced some work that has been and will continue to be very relevant to the fight against corruption in Zimbabwe for years to come. It has managed to establish and produce annual sector reports, including the State of Corruption Report in mining (2012), followed by State of Corruption Report on land management integrity (2013), with a forthcoming State of Corruption Report on corruption in state enterprises. These are arguably amongst the areas where corruption is most prevalent in Zimbabwe. The research unit investigates the causes of corruption with experts reporting that the work of the unit is good and is credible. The research has been used by various stakeholders including researchers, academics, university students, MPs and journalists. The limitation of the series is that it focuses at one sector at a time. So while the reports are comprehensive and useful they have a narrow application across other sectors that in view of the collapse of tenets of corporate and good governance in all sectors in Zimbabwe that urgently need similar qualitative assessments from an anti – corruption lens.

The research results as is the work of the PLIM unit are meant to influence the enforcement of government commitments to ending corruption as exemplified by its signing of various international and regional conventions against corruption.

Side by side the research and information components have worked together to support dissemination of research findings. Beyond support to the research component the information component has supported all other units by producing supporting IEC materials distributed at public meetings, community outreaches, for public campaigns and general institutional branding. TI Z also ventured into social media, creating twitter, facebook. However according to TI-Z the number of hits so far is unimpressive. TI Z would have to do more to make these social media accounts tools of advocacy that are well known by the public. Zimbabwe's Internet subscribers remain skewed to urban areas. To address this in rural and urban low-income communities the organization has been producing community newsletters. Every unit has enjoyed the support of the information component either in the form of photography, fact sheets, media watch for the Parliamentary factsheets or FAQs. Stakeholder feedback seems to suggest that institutional visibility is still quite low in some areas. More effective messaging will have to be devised to attract a wide cross – section of people if TI Z intends to increase the critical mass of anti corruption activists.

4.4 SUSTAINABILITY

The evaluation team found that in general the work of TIZ has support from a wide range of stakeholders, both institutional and individual and that this bodes well for the sustainability of the programme in the medium to long-term period. It is evident that the organisation has begun to build strong relationships with governmental institutions from the national parliament, local councils, some ministry departments as well as provincial educational and health authorities. In addition the relationship facilitated with communities through AMCs and partnerships with local communities have entrenched the organization in the local communities. It emerges that in the process, some of the partnering organisations have begun to form great expectations that the TIZ secretariat and board will have to manage because they will not be able to fulfill them all. The governance system is good as there is a well-functioning board that provides oversight over the operations of the management. The board of 12 members is led by a Chairperson and a Deputy Chairperson, and one board member has special duties as Treasurer. Board members are organised into four committees, each of which monitors one of the programmes.

Reporting structures were not clear across all the programmes particularly since there is no substantive programme manager at head office and also the fact that the regional coordinator of the field office is not based at head office created delays for the processing of requests from field offices (this issue is reviewed further in the Efficiency section below). In terms of funding there is clearly a need to diversify funding beyond the two main donors, Sweden and the European Union. Without diversified funding if

one partner pulls out of funding the programme or reduces funding the programme would be severely compromised or may even collapse. There is some distance between the executive management and implementing staff. There may be need to introduce a middle layer of management to filter between executive and project staff.

ALAC: the evaluation found that on the whole there is great demand for this programme within the local community. As a result of publicity through the Community Mobilisation and Advocacy programme and also the mobile legal aid clinics that accompany activities of the CMA units and the testimonies of those who have been assisted by the programme, the ALAC programme has gradually become grounded in the communities where TIZ is present and has become one of the flagship activities of the organisation.

As an advocacy and legal advice centre the cases brought to ALAC require difference solution. The advocacy functions is best exemplified through the work that the ALACs perform on behalf of clients such as writing letters on their behalf or dealing with heads of institutions. In these cases the ALACs have proved very successful in assisting clients.

The ALACs have also provided legal advice for clients whose cases require a judicial solution. Clients can choose to pursue legislation at their own expense. If they cannot afford private legal services they are referred to other civil society organisations who specialise in pro bono legal services. However the evaluation team found that the referral system was not fully functional as most of the organisations to which cases were referred to were unable to take up the cases for various reasons. These include the fact that the organisations are overwhelmed by their own case load or because the cases referred by the ALAC units do not fall within their area of specialisation. For example there are organisations that deal with human rights who may not be able to litigate on behalf of ALAC clients as the cases are technically not human rights cases or as in the case of an ALAC client in Mutare who reported that he was refereed to Zimbabwe Lawyers for Human Rights but that his case then was placed on a long waiting list and has of yet not been resolved. On the whole then it would appear the biggest challenge for the ALAC has been the legal resolution of some of the cases and this may be due to lack of understanding of the partnerships and the referral system. Thus the nature of the referral system and the fact that TIZ cannot litigate on behalf of its clients affects the ability of the ALACs to adequately serve its clients and over time this may affect public confidence in the centres and in the ALAC programme as a whole.

In order to address this there may be need to involve partners in programme planning so that a more formalized, financially supported referral system can be aimed at in order to incentivise referral partners so they that they see a benefit in incorporating corruption litigation in their outputs. Cementing the referral system of CSO partners is not the only challenge to litigation. The attitude of the courts, the prosecutors and private lawyers to corruption cases especially where names of politically powerful or

connected individuals are involved. There is a reluctance to engage with these cases because of the politicization of corruption in Zimbabwe and the stranglehold of the state over law enforcement institutions. Furthermore there is now a reasonable suspicion that most cases that illicit bribe seeking behaviour on the part of court officials are corruption related. So the corruption has become self –perpetuating from without and within the court system. This prevents corruption cases from being given a fair chance of adjudication in a fair and just process. Essentially this amounts to violating citizen’s rights to justice, a constitutional right in Zimbabwe. Finally corruption cases (especially economic or financial corruption) tend to require technical skills of detection as well as a thorough knowledge of the law or policies governing certain sectors for them to be successfully prosecuted. Some stakeholders including TI Z observed that often these skills do not exist in the law enforcement institutions. If these issues are not sufficiently triangulated TI Z may especially in the absence of a national anti corruption strategy find itself dealing with clients disillusioned by them as they are with national law enforcement institutions.

TI Z appears to have mitigated this risks posed by this environment by training its own legal officers in public interest litigation, collaborating with legal practitioners trusted for upholding the integrity of the profession. TIZ has since been advised to identify further champions in the high court, prosecution and magistracy. In addition through PLIM the organization has been seeking opportunities to strengthen judicial integrity on the whole.

CMA: the establishment of the AMCs means that the organisation and its programmes are well integrated into the target communities as the members are people who come from the communities. Thus they are able to plan and implement activities that are appropriate to local conditions. TI Z’s main objectives concerning this community structure has been to turn ordinary men and women into anti -corruption activists. The Anti-Corruption Community Handbook shared with the evaluation team has a number of tools that are meant to equip ordinary men and women to address issues of accountability, transparency and integrity and of course fight corruption. The number of committees that have used some of the tools has been too few to provide any discernible empowerment. TI Z will have to consolidate this more going forward maybe by introducing the activism handbook to other community organizations and structures to mainstream.

Mainstreaming anti-corruption community activism into other organizations would also allow the organization to create coalitions that support its community work without necessarily increasing cost of transfer to beneficiaries by creating more AMC. In addition besides achieving a critical mass through coalitions, they would champion and form thematic linkages with TI Z such as corruption and gender, corruption and land, corruption and water, health, education, public procurement, tax justice and so forth. TI Z would not have to attempt to develop internal specialization in all these areas, much as they provide important proxies for all information required to fulfil its mandate.

The evaluation found that local partner organisations such as the National Vendors Association in Harare and Bulawayo Agenda and National Youth Development Trust in Bulawayo and the Concerned Youth and Young Adults Trust in Mutare partnered with TIZ in the implementation of activities and were of great value to the organisation outreach activities in the community through their own local structures. If nurtured, these partnerships will be of great value to the organisation.

However most of them are informal in nature and some based on personal relationships of the staff members and the partner organisations and these at a minimum need to be formalised for the sustainability of the programme. Partners also noted that there were not involved in programme planning but more in the implementation. However their involvement in planning can increase the appropriateness of the programme and result in more relevant and sustainable programmes. The organisation should explore working through community based organisations that are already well grounded in the communities as a way of ensuring sustainability.

PLIM: through its work with councils and some members of parliament, the unit has built up a good network of individuals and institutions that can offer much support to the programme in the future. The unit also has other organisations that it is working with such as the Confederation of Zimbabwe Industries (CZI) where the organisation is making contributions to ethics and standards in the industrial sector. However representatives of parliament and the local councils were of the view that the activities implemented via the PLIM programme were insufficient. They were of the opinion that the initial workshops could have been followed up with more workshops and other follow up activities with parliamentarians and councillors to ensure that the training was internalised in the council and the parliament. Nevertheless, the parliamentarians interviewed by the evaluators demonstrated a good grasp of the political and legal challenges related to the fight against corruption, which they themselves ascribed to the training they received from TI-Z. For councils there were requests that the managers be trained at the same time as the councillors so they can understand the directives of the councillors.

The evaluation team learned that not all the parliamentarians were trained due to lack of funds so the fact there was insufficient funds limited the sustainability of the programme. As with the other programmers, there is also the need for programme to diversify funding and increase funding so that all stakeholders can be trained. Some of those who had been trained also mentioned that they had little interface with the programme organisers after the workshop. So the sustainability of the training programme was affected by the fact that is workshop oriented. Also, programme partners to be involved in the strategic planning in order to ensure that the programming is appropriate and relevant to their needs.

There may also be need to integrate the parliamentary work being done by the PLIM and the advocacy work done by the ALAC. Additionally there is also need to focus

the work of PLIM either by reducing the number of stakeholders that it works with or reducing the work that it does. For example PLIM is a monitoring unit but is also involved in training of stakeholders. At field office level most of the work of PLIM focused on training and not monitoring. Since much corruption is rooted in the executive, PLIM may need to focus more on training members of the executive in order to have sustainable impact

Research and Information: the unit and the work that it does help to identify corruption risks, gaps and loopholes in institutional, legal and policy capacity. Once shared this information helps relevant stakeholders to rethink policy, legislative and institutional arrangements. Mainly changes sought are the enhancement of sector accountability, transparency and integrity as antitheses to corruption. The unit works in collaboration with local institutions and local researchers and this enhances the sustainability of the programme. The unit also highlights the impact of corruption on social and cultural conditions as part of its research revealing for example that corruption is responsible directly or indirectly to a lot of social and economic injustices. The findings so far have pointed to previously unsuspected drivers of corruption. Research information has also been disseminated through the information component of the unit to improve access to information previously not in the public domain, assist the targeted audience to analyse such information by using the community newsletters, parliamentary factsheets and press statements. Information as a programming component also seems to have created wider platforms of debate for research and advocacy by using social media pages to engage people on the evidence emerging from research or advocacy. This has debunked existing myths about widespread acceptance of corruption and partly strengthened resolve to resist it at institutional and individual level.

4.5 EFFICIENCY

The Swedish Embassy's support to TI-Z was used in an efficient manner, in the sense that resources were appropriately managed to deliver a wide range of activities and programme outcomes, and that appropriate systems were implemented to maintain high levels of accountability. The management and staffing of TI-Z, which underwent thorough changes during the period under consideration, were appropriate to the delivery of results, though the management structure has not reached full maturity and stability. In view of TI-Z's forerunning role in the fight against corruption in Zimbabwe – a role which Sweden's support definitely underpinned – it is difficult to imagine alternative uses of similar funds that could have delivered similar or better results in this field in recent years.

Overall, TI-Z is clearly not a shoestring operation. Its main costs are related to salaries, since the organisation – similar in this regard to a think-tank – employs almost exclusively highly educated professional staff. Other costs (offices, cars, equipment, programme activities) are in keeping with general civil society practices in Zimbabwe, which is a country where operational costs are comparatively high.

Financial controls within TI-Z are mature and well managed. The process of double signature to authorise expenses is tightly adhered to (though sometimes to the detriment of speed, in particular when expenses are to be made in the regional offices). An overview of reports on spending indicates that actual expenses have closely matched the original budgets, indicating that the financial planning processes were realistic.

Although TI-Z was generally efficient, there is some scope to enhance the efficiency of its programmes. The steps that could be taken have been hinted at above in the discussion on effectiveness, relevance and sustainability. They include the following:

- Consolidating programmes by focusing on key priorities. In relation to community engagement, for example, the focus should be on the attainment of a critical mass of AMCs and YTICs by building the capacity of other organisations to set up their own AMCs and YTICs, while continuing to establish and service TI-Z's own groups, though at a slower rate. In research and advocacy, the development of an advocacy strategy making the best possible use of existing research evidence would also help enhance efficiency.
- Considering the pros and cons of contributing to international TI programmes. In addition to its own national-level programmes, TI-Z is a contributor to worldwide TI activities on environmental issues. It is important to maintain that contribution, partly to ensure the success of TI's worldwide goals, and partly to enhance the credibility and visibility of TI-Z at regional and domestic level. The contribution of TI-Z to international activities on environmental concerns is all the more valuable since the TI Secretariat provides financial support to TI-Z in this respect. However, TI-Z also contributes to other TI cross-border networks, including on addressing corruption in humanitarian assistance (led by TI Kenya); corruption in the judicial sector (led by TI Romania) and corruption in the mining sector (led by TI Australia). Contributions by TI-Z to these networks is not compensated financially by the TI movement: TI-Z's activities in these fields are in effect subsidised by its other programmes. There are good reasons to maintain these collaborations, including the facts that they contribute to building the institutional capacity of TI-Z and help motivate staff by enhancing their interactions with counterparts in other countries. However an analysis of the costs and benefits of these contributions should assess the extent to which these benefits outweigh the cost of the resources devoted by TI-Z to these activities.

Most importantly, TI-Z could enhance the efficiency of its overall programmes by reviewing its organisational structure, with a view to addressing some functions that are not sufficiently covered at management level. These include monitoring and evaluation (M&E), fundraising, strategic review, advocacy oversight. These functions are all currently implemented by staff (M&E) or by the Executive Director, with some

assistance by staff. However there are no sufficient capacities or systems to ensure that the functions be implemented with appropriate staff input, and managed in a way that does not overburden the Executive Director.

The management structure of TI-Z has been relatively unstable in recent years, essentially because TI-Z was looking for the correct model to supervise the two regional offices. At this point, the management structure is as follows:

- The Executive Director leads the organisation, with the assistance of the Administrative and Finance Director. These two people, the most senior, are also those with the most years of service in TI-Z.
- Further management input is provided by the Research and Information unit leader, who effectively acts as a programme manager for both his programme and PLIM.
- In addition, a Regional Coordinator, based in Bulawayo, manages the Bulawayo and Harare offices (though the ALAC and CMA staff based in these offices also report, in terms of the substance of their work, to the heads of the ALAC and CMA units in Harare).
- Each programme unit is led by a staff member, assisted (in the case of ALAC and CMA) by officers based in the regional office. The units are also supported by interns, including at regional office level.

This structure is unsatisfactory, because it does not sufficiently relieve the Executive Director of her multiplicity of tasks and is not conducive to the effective establishment of a collegial management team, partly as a result of the geographical remoteness of the Regional Coordinator. There is no clear benefit to the organisation of locating the Regional Coordinator in Bulawayo: though she obviously can manage the Bulawayo office easily from there, this location does not help with the management of the Mutare office. Moreover, it makes it difficult for her to contribute to broader organisational management.

It is recommended to restructure the organisational chart of TI-Z by establishing a management team of four members, all based in Harare, and comprising:

- Executive Director (general management and oversight of TI-Z's international engagement, liaison with Board);
- Administrative and Finance Director (support to general management, contribution to fundraising, liaison with Board Treasurer);

- Director of Community Engagement (support to general management, direction of the ALAC and CMA programmes, oversight of field offices, oversight of litigation activities [if they take place in future], oversight of partnerships with other NGOs);
- Director of Research and Advocacy (support to general management, direction of the PLIM and R&I programmes, implementation of advocacy strategy, oversight of M&E, support to Executive Director as spokesperson and in high-level engagement with state institutions).

The four programme units would keep their current staff complement. All units would be supported by interns, as they currently are. An additional intern, or a paid staff member if resources permit, should assist the Executive Director and Administrative and Finance Director with fundraising-related tasks such as researching potential donors, drafting project proposals, etc.

In addition, one or two staff members should be trained and given a cross-cutting responsibility to implement M&E tasks across all units, under the direction of the Director of Research and Advocacy. At present, M&E is not systematic and not all staff have the project management training required to contribute effectively to an M&E procedure. Training in this field, and in results-based management, should therefore be implemented for staff and managers alike.

The Management Team thus established should make it possible for the Executive Director to delegate some of her tasks as necessary, and above all to maintain an ongoing review of overall strategy, and of the implementation of the advocacy strategy in particular

5 Conclusions

In this chapter, the findings set out in the previous chapter are reviewed, and the evaluators formulate their overall judgement about the work of TI-Z and the performance of Swedish support, based on documentary and interview evidence.

5.1 ORGANISATIONAL DEVELOPMENT AND MANAGEMENT

- **TI-Z is a well-run, effective and well-regarded chapter of the global TI movement.** TI-Z's contribution to the movement, through its domestic activities and its membership of relevant international thematic networks, make it one of TI's key national chapters in Africa. Lessons were learned from a governance crisis in 2009-10, and TI-Z has reinforced its governance structure with a renewed board and appropriate organisational policies, which reinforced management and staff accountability, and accountability to the international TI movement.
- **TI-Z has a complement of skilled, motivated and committed staff and managers.** The staff of TI-Z is relatively small (about 15 full-time staff at present, not counting interns and with a couple of unfilled positions) but the staff and managers have skills appropriate to their tasks; they demonstrate an excellent understanding of TI-Z's policies and approaches relevant to their tasks and manage their heavy workload effectively. The managers have a good grasp of the challenges and opportunities faced by the programme staff and of the challenges inherent to the management of three offices across the country.
- **TI-Z is the leading anti-corruption NGO in Zimbabwe.** Although a number of other civil society organisations also address corruption as part of their mandate (in the context for example of activities on legal issues, the environment or the management of natural resources) TI-Z has a unique blend of impartial research, thematic expertise and mobilisation capacity. This places it at the forefront of the fight against corruption in the country.
- **However, TI-Z has yet to resolve a number of management and organisational challenges.** The issues partly result from the growth of the organisation and include the following:

- To establish a stable and effective management team able to support the Executive Director in the provision of strategic and operational leadership. The Executive Director currently provides most of this leadership alone, while middle management has become insufficient to address growing needs. A modified organisational model is suggested in the Findings section of this report.
- To address in a consistent, sustained manner important functions such as monitoring and evaluation, fundraising and strategic management. Currently these functions are partly fulfilled by staff and managers, but not necessarily across all programmes or in a sufficiently thorough, broad enough and integrated manner. M&E in particular is not systematic.
- To develop and implement a comprehensive advocacy strategy. While all programmes possess an advocacy component, the synergies of advocacy from one unit to another are not systematically approached. TI-Z does not have an overall advocacy strategy that encompasses the lobbying, public campaigning, awareness raising and information dissemination dimensions of the various programmes. A structured advocacy strategy would reinforce the potential impact of work done and the synergies between the different forms of advocacy and awareness raising implemented through the programmes.
- To manage security issues in a manner consistent with foreseeable threats and risks. While the physical security of the TI-Z premises is being enhanced, and while information security appears satisfactory, it is important to put in place appropriate staff security measures and to ensure that all personnel are familiar with action to be taken in case of emergency.

5.2 PROGRAMMES OVERVIEW

- **TI-Z's programmes have generally been implemented in an effective manner, though plans were not sufficiently realistic, partly as a result of the then prevailing political climate.** Activities have taken place, though sometimes not to the planned extent. Many results have been achieved, though the programme submitted in 2010 to the Swedish Embassy contained overambitious objectives and results, which could not be achieved in view of subsequent political and social conditions (developments) in Zimbabwe. Future plans should involve a detailed risk analysis and include risk mitigation strategies.

- **A number of steps will have to be taken to enhance effectiveness by consolidating achievements.** This may require a high degree of prioritisation, enhanced collaboration with other organisations, and the introduction of cross-programme pilot projects, as outlined in the recommendations section.
- **There has been a small but noticeable change in key stakeholders' awareness of, and attitude towards corruption.** Individuals who complain about corruption, citizens' groups, members of Parliament and others (such as local officials) have become more aware of the nature and consequences of corruption at various levels. This awareness has translated in some cases into action and has more generally contributed to dampen fatalism.
- **The changes in stakeholders' attitudes, and steps taken by some authorities, can be attributed in part to TI-Z's actions.** Community engagement (ALAC, CMA) has contributed to complaints being brought forward and – significantly – to enhancing communities' trust towards TI-Z; research and advocacy (RI, PLIM) have supported legislative steps and media interest. In view of the fact that TI-Z is virtually unique in addressing corruption systematically in these ways, such initial attitude changes and measures can be attributed to a significant degree to TI-Z's programmes.
- **The (national) impact of TI-Z's programme could be enhanced.** This could be done by seeking to achieve critical mass in some community engagement activities (CMA); and enhanced follow-up of complaints through strategic (precedent-making) litigation (ALAC).
- **TI-Z's programmes are generally very relevant to the fight against corruption.** The programmes are based on sound analyses of the key mechanisms of corruption, helped by the analytical tools developed by TI-S and by effective sharing of experience amongst TI chapters. These factors ensure that TI-Z is addressing corruption in a holistic manner, within the political, legal and practical constraints of Zimbabwe.
- **TI-Z makes good use of the windows of opportunities that exist to address corruption.** TI-Z's research and analytical expertise has helped improve the evidentiary foundation of the organization's programmes, hence enhancing relevance by seizing opportunities, for example of advocating the adoption of new legislation, seeking to influence institutional reforms at expert level in the Anti-Corruption Commission, and addressing specific community concerns such as those related to housing cooperatives.
- **TI-Z needs to reinforce further its relevance, through more strategic priorities.** It is important that TI-Z be able to make best use of its front-runner

character in the fight against corruption. This may involve revisiting its strategic priorities in order to refine its organizational goals and objectives especially where these speak to collaborations, partnerships and integration into national development blueprints and policy formulation and subsequent implementation.

- **TI-Z's programmes have laid the groundwork for sustainable work by interacting effectively with a wide range of institutional and civil society stakeholders and citizens (through community-based activities).** The wide range of established contacts has contributed to the quality of the research (for example through information given by ALAC complainants); the appropriateness of the responses developed by TI-Z has enhanced the confidence of stakeholders. The organisation's impartiality (and collaborative approach) has also reinforced its credibility with government institutions.
- **The sustainability of TI-Z's programmes could be reinforced by a step change in the pace and form of coalition building.** Although TI-Z implements many activities in coordination with other civil society organisations, these do not amount to explicit coalition building. Yet such an approach could enhance the sustainability of TI-Z's work, by ensuring that workload remains manageable as community engagement increases and lobbying develops. This step change would be predicated on explicit support for coalition building by Sweden or other donors.
- **TI-Z is generally implementing its programmes in an efficient manner.** Results are broadly commensurate with resource allocation, and accountability systems are appropriate. Personnel costs are consistent with the need to recruit and retain well-qualified professionals, and to support a wide array of operations in the three offices.
- **There is some scope for enhancing efficiency through more cooperation with other organisations.** The building of thematic coalitions (for example on the mining sector, with Publish What You Pay members) would help leverage TI-Z's expertise to develop the anti-corruption capacity of civil society as a whole. More strategic advocacy would reinforce the impact of TI-Z's research.

5.3 ALAC

- **ALAC was a key programme to TI-Z's development in the period under consideration.** As a form of legal aid in that it focuses only on corruption victims and witness thus opening up a unique form of community engagement that address fatalism by encouraging citizens to actively join the corruption

fight. ALACs have also been a convenient tool for receiving information on actual corruption taking place in different institutions and communities, hence helping TI Z identify areas needing targeted advocacy action including public campaigns. Through ALAC TI Z has also documented rising cases of social and economic injustices that may or may not be directly linked to corruption but amount human rights violations. This could present opportunities for collaborative work between TI Z and other organizations especially gender, youth and human rights activist groups. This falls into the ambit of TI Z's work because findings show that often what ALAC complainants and communities at large perceive as corruption is merely injustice, which though gross in nature may not be corruption in legal terms. As such, ALAC contributed significantly to TI-Z's credibility and visibility.

- **ALAC should continue and if possible expand, including through consolidating public interest strategic litigation.** It would be appropriate and beneficial to build on ALAC's results to date by taking some key, strategic (potentially precedent-creating) cases to litigation. This could be done by TI-Z itself or in cooperation with other organisations, through MoUs or other means.

5.4 CMA

- **CMA has been effective and played a key role, alongside ALAC, to build community trust and fight fatalism about corruption.** It made a significant contribution to TI-Z's social capital and its overall credibility, incorporating value systems discourse, redress for social and economic injustices in its anti-corruption messaging. The two-pronged approach (local groups and engagement with schools) helped spread awareness of the key values that underpin the fight against corruption.
- **The community engagement approaches under CMA should be broadened to achieve critical mass.** In particular, the CMA programme could provide other NGOs with tools and guidance to mobilise their membership against corruption, thus leveraging the expertise acquired in this field by TI-Z.

5.5 PLIM

- **The PLIM programme is the cornerstone of TI-Z's engagement with government authorities and elected officials at all levels.** It is therefore key to the achievement of the organisation's objectives. The programme has achieved important results, enhancing awareness of corruption among its stakeholders and encouraging relevant **legal changes**.

- **PLIM needs to continue and expand.** This could include where appropriate the adoption of a pilot approach with specific constituencies, such as a small sample of local authorities or a government department or ministry. Work with the ACC remains essential, though this is necessarily a long-term endeavour.

5.6 RESEARCH AND INFORMATION

- **Research has been of high standard and has resulted in the production of highly informative reports.** This has reinforced the credibility of TI-Z. High quality research and information are essential to maintain the objectivity and reputation of impartiality of TI-Z.
- **It is essential that appropriate action (advocacy, lobbying) should follow research.** This should be sustained until necessary changes occur. TI-Z must therefore reinforce its advocacy strategy and review processes.

6 Recommendations

6.1 TO THE EMBASSY OF SWEDEN

- **The Embassy should continue providing core support to TI-Z for another three-year period.** TI-Z has performed well in the previous three-year period, in view of prevailing conditions in Zimbabwe, and has laid the groundwork for sound development in coming years. Its research, policy and legislation monitoring and advocacy approach to fighting corruption offers a holistic if not widely spread approach to fighting corruption. Despite this spreading too thinly on the ground approach its work remains largely consistent with Sweden's current strategic objectives in Zimbabwe, and the organisation plays a leading role in its field.
- **The Embassy should consider facilitating formal collaboration between TI-Z and other NGOs.** One lesson from the past three years has been that TI-Z needs to establish solid, reliable working relationships with some NGOs to achieve certain results, for example in relation to litigation and community engagement (outreach to local communities, churches and schools, for example). The Embassy should encourage such relationships by undertaking to provide targeted financial support to organisations entering into partnership with TI-Z on specific aspects of its work related to corruption.
- **The Embassy should encourage TI-Z to propose a programme of work prioritising the consolidation of its current programmes, based on clear priorities and achievable results.** The programme should include an appropriate element of coalition building and provision for regular strategy reviews.
- **The Embassy should encourage and where possible assist in the diversification of TI-Z's donor base during the forthcoming period.** It could do so by helping TI-Z build its fundraising capacity and, from time to time, by supporting the participation of TI-Z managers in appropriate training sessions on this issue.
- **The Embassy should consider using TI-Z's expertise in relation to other aspects of its civil society support portfolio.** For example, TI representatives could contribute to the training of investigative journalists, and more generally be encouraged to cooperate with the media when undertaking research on corruption.

6.2 TO TI-Z

- **TI-Z should develop a new core funding proposal to the Embassy of Sweden, consolidating the gains and addressing the challenges identified in the present report.** The proposal should maintain the four programmatic areas but be as selective as possible within them to avoid over-extension of commitments. The proposal should address management and strategic issues identified in this report, including plans for future diversification of funding.
- **TI-Z should enhance collaboration with other NGOs with a view to building coalitions that harness a range of expertise and capacities.** TI-Z should focus its own work on areas where it has the most added value and competitive advantage, while respecting its commitments to communities, donors and other stakeholders. It should support coalition building by developing tools for other organisations to use in community engagement or research on corruption-related issues, and by providing others (including for example investigative journalists) with expert advice. The aim should be to achieve critical mass overall, and a restricted number of high-level strategic outcomes.
- **In relation to the ALAC programme, TI-Z should expand activities to include litigation on public interest cases, considering diverse options to achieve this.** In particular, it should weigh the pros and cons of conducting litigation versus collaborating in this field with other NGOs.
- **In relation to CMA, TI-Z should limit the growth in the number of school and community groups which it manages directly, and should prioritise work with other organisations to achieve critical mass.** In particular, work should focus on developing the capacity of other relevant civil society organisations to include the fight against corruption in their own community engagement or activities with schools.
- **In relation to PLIM, TI-Z should enhance its activities targeting the Parliament and other national institutions such as the ACC, ensuring in particular that engagement is sustained and tailored to specific needs.** The cross-party nature of the approach to parliamentarians should be maintained, with a focus on legislative developments, including those aimed at reinforcing judicial independence, and police reform.
- **In relation to RI, TI-Z should reinforce its research capacity through in-house expertise and external collaborations and systematically connect research findings with policy recommendations at national decision-making and policy making levels.** Research reports, updates and other publi-

cations should systematically include clear, concise and targeted recommendations. Where appropriate, recommendations should be given in order of priority, to ensure that the most urgent measures are focused on first.

- **TI-Z should complement its research (and other programmes) with a comprehensive advocacy strategy.** This should clearly identify key stakeholders targeted by the strategy, set out clear messages tailored to the stakeholders, and distinguish between different advocacy modalities such as litigation on individual cases, awareness raising, legislation drafting, media work, etc.
- **TI-Z should increase cross-programme activities targeting one or two local urban or rural authorities, with a view to achieving results at local level.** If successful such targeting could be replicated elsewhere.
- **TI-Z should review its management structure to ensure more management stability, and to address gaps in functions such as fundraising, strategic overview, monitoring and evaluation, as well as regional office oversight.** An organisational model is proposed in the findings section of this report.

6.3 TO TI-S

- **TI-S should continue supporting TI-Z with direct input and by encouraging regional cooperation.** In addition to continued support for research on environmental issues, TI-S should work with TI-Z to ensure that security procedures are strengthened.

7 Annexes

7.1 ANNEX 1 – TERMS OF REFERENCE OF THE EVALUATION

Date: 10 September 2014

Case number: 52120045

Background

Transparency International Zimbabwe (TI-Z) is a non-partisan civil society organization with a vision of a Zimbabwean society free of corruption and anchored on values of transparency, accountability and integrity. The organization aims to promote good governance by fostering a culture of accountability, transparency and integrity through research based advocacy, public education/awareness, policy advice and monitoring. TI -Z upholds that corruption can only be sufficiently tackled in a democratic society that follows principles of good governance by which is meant governance that is people centred: accountable to the people and reflects in all its operations and systems the values of engagement, consultation, transparency, integrity and participation in its dispensation. From its inception TI Z strategically partners with the private and public sectors in a manner that advances good governance strategies while combating corruption in a manner that is consistent and does not compromise its non – partisan values. TI -Z was established in 1996 and is the local chapter of the global movement against corruption Transparency International (TI) which has its organizing secretariat in Berlin, Germany.

TIZ has been implementing its activities through four units which represent the four specific programming areas namely i. Advocacy and Legal Advice Centre (ALAC) ii. Community Mobilization and Advocacy (CMA), iii. Research and iv. Information; and Policy Legislation and Institutional Monitoring (PLIM). The fifth area of programming development for evaluation is the decentralization of programmes (ALAC and CMA) process carried out between 2012 and 2013.

The overall objective of the programme is to ensure effective and timely interventions at the turn of the tide of Zimbabwe's arduous walk to democratic governance and

corruption free administration. This, amidst emergent calls by government² for clean governance on the heels of open admission that corruption is currently a major stumbling block to achieve the development blueprint ZIMASSET. With four specific objectives viz. - to assist the Zimbabwean government in developing one of the most effective national anti-corruption strategies anchored on international instruments for effective implementation of domestic laws and institutions; to advance knowledge in the area of corruption, anti-corruption and governance in Zimbabwe that assists in governance planning, social and economic development, and investment planning for private and public sector projects, local and international organizations; to ensure maximum participation and involvement of citizens in the fight against corruption by organizing communities and providing them with the requisite support for impact; to greatly improve the presence and application of the ALAC programme meeting the demands of many communities throughout Zimbabwe in order to increase opportunities for redress were possible and prevention of further affliction in society caused by corruption.

Sweden has been supporting Transparency International Zimbabwe since 2009. The first phase covered 2009- 2010 this was project support. The second phase was core support for a three year period 2011 -2014. The total Swedish contribution during these two periods was close to SEK20 000 000. December 2014 marks the end of this core support.

Evaluation Purpose and Objective

Provide information about results that Sweden and TIZ can use in reporting to principals and the relevant stakeholders. For TIZ and the Embassy of Sweden to get a measure of project performance with regards to effectiveness, cost efficiency, impact, relevance and sustainability. These shall be incorporated into the end of project reports.

Provide Embassy of Sweden and its partners with lessons that can be used in policy work or where designing programs and projects. TIZ hopes to use the findings of the evaluation to shape future project/program design and provide a basis for engaging different stakeholders in the sector. Additionally, the Embassy of Sweden also hopes to use the findings of the evaluation to incorporate anti-corruption considerations in the development aid strategy.

² Post elections of 31 July 2013 government rhetoric has been more aggressive about corruption, often revealing shocking facts that point to the magnitude of the problem.

The evaluation shall give a brief assessment of how the programme has worked with gender equality issues and the rights based approach.

The evaluation shall also assess the internal operational and financial management control systems in order to determine whether these can guarantee quality, efficiency, effectiveness and accuracy in the entire organisational chain. The evaluation shall assess organisational structure, the relevance and dimensioning of this structure in relation to functions and duties. The internal communication mechanisms through the whole cooperation chain shall also be assessed.

In conclusion, the evaluation shall assess whether the organisation has competence, capacity and routines to achieve its goals.

Scope and Delimitations

This evaluation covers the period of the life of this project (2009-2014). The evaluation will serve as an important input to the Embassy and other donors assessment of a possible continued support. This evaluation has to be carried out within the life of the project and the findings contribute to the final end of project reports.

Organisation, Management and Stakeholders

The evaluation process will be facilitated by TI-Z with the support of The Embassy of Sweden, Harare. The consultant will be in charge of the review and reporting to TI-Z and The Embassy. TI-Z is tasked to provide the consultant with all the relevant documentation programme documents, reports audits, contacts of the key stakeholders and beneficiaries of the programme, and any other relevant documents that relates to the programme, while the Embassy is tasked to provide the consultant with documents related to bilateral strategy, agreements, assessments memos on the programme, Swedish development policies and relevant manuals.

The consultant will set up their own meetings and conduct their own methodology upon approval of the methodology submitted in the inception report.

The Consultant will be accountable for **An Inception Report**: The inception report should be prepared by the consultant before embarking on a fully fledged review exercise. The inception report will detail the consultant's understanding of what is being evaluated and why, as well as propose methods, sources of data and data collection procedures intended to answer each review question. The inception report should also include a proposed schedule of tasks, activities, timeline, deliverables and key issues. The draft inception report will be shared with the Embassy and TI-Z to ensure that all have the same understanding about the review;

A Draft review Report: the consultant will deliver a draft review report with the indicative structure which is based on the guidelines in 'Looking back, moving forward', Sida Review Manual 2004.

A Final Report: once feedbacks have been provided by TI-Z and The Embassy on the draft report, the consultant will be expected to revise adequately and provide a final report.

Evaluation Questions and Criteria (Adopted from the OECD/DAC)

Effectiveness

To what extent do development changes in the sector accord with the planned outputs, purpose and goal of the project?

What can be done to make the intervention more effective?

Impact

How has the project affected the wellbeing of its key stakeholders? These include government departments and agencies that include the Zimbabwe Anti - Corruption Commission

(ZACC), NGO, CBOs, private sector, academia and international organizations.³

How has the intervention affected the project partners (TIZ, other donor partners)?

To what extent can the identified development changes be attributed to the project?

Relevance

Is the project in sync with the livelihood strategies and living conditions of its intended beneficiaries?

Is the project in line with the country's policies and priorities?

Does the project address the main causes of the development gaps identified?

Is the intervention consistent with Sida policies and priorities?

³ Detailed list in attached appendix.

Sustainability

Is the project supported by local institutions, including participation in planning and implementation, and well integrated into the local social and cultural conditions?

Does the implementing partner have good governance system, including effective management, good organization and a diversified funding base?

Efficiency

Could the project have been implemented with fewer resources without reducing the quality and quantity of the results?

Was the intervention economically worthwhile given possible alternative uses of the available resources to achieve the same/more/better results?

Conclusions, Recommendation and Lessons Learned

Particularly the evaluation should assess the relevance and effectiveness of the project vis-à-vis the development needs; at conception/inception and how it (the project) has evolved over the life of the project. Make recommendations for any future projects in this sector; how best they should be conceptualized, designed and executed. Lessons learned should center on project design, execution, adaptation, stakeholder involvement and communication of results.

Approach and Methodology

Evaluators will be expected to use the appropriate tools to get relevant information from the project's stakeholders:

The consultants may consider the following suggestions, without taking them as any limiting factor.

Desk study of the relevant project documents, reports, as well as other documents deemed pertinent for the assignment. Of special relevance are the annual results reports from TIZ to the Embassy in Zimbabwe.

Interviews with Embassy staff, cooperation partner, other stakeholders, donor colleagues and relevant multilateral organizations. If possible the interviews could be complemented with field visits with government, NGOs, CBOs, private sector, academia and other international collaborative partners. This will at times imply telephonic or skype interviews.

Time Schedule

The assignment is expected to be implemented during the period 19th September – 30th October 2014.

The consultant(s) shall present an Inception Report, incorporating a work plan by the 26th September 2014. Field work shall commence thereafter, upon approval by the Embassy. The consultant(s) shall debrief the Embassy and TIZ of their findings before proceeding to draft a report. A Draft Report should be presented to the Embassy of Sweden and TIZ no later than 20th October 2014. Inputs from the Embassy and TIZ to the Draft Report should be made by 24th October and the Final Report submitted to the Embassy no later than 31th October 2014. The Final Report shall include an Executive Summary, Findings, Conclusions, Lessons Learnt and Recommendations.

Reporting and Communication

The consultants shall produce a written report of maximum 30 pages, 2 page summary and appendixes not included. The report shall be written in English and the final draft shall be presented to TIZ and the Embassy not later than 30th October 2014. Format and outline of the report shall follow the guidelines in **‘Looking Back, Moving Forward’, Sida Review Manual 2nd Revised Edition 2007**, which can be downloaded from: <http://www.sida.se/publications>. The consultants shall present and discuss their findings with The Embassy and TIZ in Harare at a convenient date. The contact person for this evaluation at the Embassy of Sweden shall be: Wonder Jekemu / Programme Officer (wonder.jekemu@gov.se, Phone +263-4-302686 or +263 772 278 801) and at TIZ: Mary-Jane Ncube/ Executive Director (mary-jane@transparency.org), Phone +263 4 793246, 793277, 797288 or +263 772 125 373.

Resources

The budget shall include fees and reimbursable costs, and shall not exceed SEK400,000.

Evaluation Team Qualifications

The evaluation team shall include in their team a Local Consultant. The following are the pre-requisite requirements:

Knowledge and qualification requirements from the Lead Evaluator are as follows:

A post-graduate degree or equivalent in monitoring and evaluation or social sciences.

Experience in working in the anti-corruption issues, in the context of Development in Africa preferred.

Proven experience in conducting program/project evaluations working with development program documents and log frames.

Experience in managing and conducting big research projects; training and program management.

The ability to think and write critically and constructively.

Excellent inter personal skills.

A sound reputation for independence and fairness; as well as compliance with ethical standards for evaluators.

Local Evaluator/Consultant Qualifications & Experience:

A post-graduate degree or equivalent in monitoring and evaluation or social sciences. Familiarity with anti-corruption issues, in the Zimbabwean Context.

Proven experience in conducting program/project evaluations working with development program documents and log frames.

The ability to think and write critically and constructively.

Excellent inter personal skills

A sound reputation for independence and fairness; as well as compliance with ethical standards for evaluators.

References

Relevant background information: *(will be provided by the PO to contracted evaluator)*

Programme proposal, log-frame and budget

Strategy for Swedish Aid Initiatives in Zimbabwe (January 2011 / December 2012)

Project document

7.2 ANNEX 2 – LIST OF INTERVIEWEES

Name	Position	Organisation	Date of Interview
	Board Member	TIZ	Nov 11, 2014
	Board Member	TIZ	Nov 11, 2014
	Board Member	TIZ	Nov 11, 2014
	Board Member	TIZ	Nov 11, 2014
	Board Member	TIZ	Nov 11, 2014
Andrea, Yusof	Member	AMC – Sunningdale	Nov 4, 2014
Bhiza, Colin	Industrial Psychologist		Nov 5, 2014
Chenhamo, David	Member	Housing Coop-Harare, ALAC	Nov 4, 2014
Chibuto, Danai	Legal Officer	TIZ-Harare	Nov 6, 2014
Chikakatira, Mrs	Coordinator	YTI Baring Primary School	Nov 10, 2014
Chimunye, An-natolia	Finance and Administration Manager	Transparency International Zimbabwe (TIZ-Harare)	Nov 6, 2014
Chinyanga, P	Officer	Ministry of Health and Child Care – Mutare	Nov 10, 2014
Chirau, Ku-chekana M.C	Member	AMC – Glen Norah	Nov 4, 2014
Chirisa, Fanny	Member	Women’s Caucus- Parliament of Zimbabwe	Nov 5, 2014
Chisi, Sydney	Executive Director	Youth Initiative for Democracy in Zimbabwe (YIDEZ)	Nov 5, 2014
Chiweshe, Manashe	Researcher	Independent Consultant	Nov 4, 2014
Christmas, Tafadzwa	Legal Officer	Zimbabwe Human Rights NGO Forum	Nov 6, 2014
Dengu, Mwaona	Member	Canaan Heights Housing Co-operative – ALAC Client	Nov 4, 2014
Dube, Loughty	Board Chairperson	TIZ	Nov 11, 2014
Dube, Mmeli	Acting Executive Director	Bulawayo Agenda	Nov 12, 2014
Hadebe, Samukele	Executive Director	Public Policy Research Institute of Zimbabwe	Nov 12, 2014
Jamela, Lizwe	Regional Manager- Matabeleland and Midlands	Zimbabwe Lawyers for Human Rights	Nov 12, 2014
Jekemu, Fadzai	Legal Officer	TIZ-Mutare Regional Office	Nov 10, 2014
Jekemu, Wonder	Programme Officer	Swedish International Development Agency	Nov 6, 2014 & Nov 11, 2014
Kamwe, Henry	Member	AMC-Epworth	Nov 4, 2014
Kembo, John		Confederation of Zimbabwe Industries (CZI)	Nov 5, 2014

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Khumalo, Marvellous	Director	Combined Chitungwiza Residents Trust	Nov 7, 2014
Khupe, Cheryl	Information Officer	TIZ-Harare	Nov 7, 2014
Korongo, Alois	Member	AMC – Kambuzuma	Nov 4, 2014
Kufandada, Servious	Senior Investigations Officer	– Zimbabwe Anti- Corruption Commission	Nov 5, 2014
Madzimure, Willias	Member	African Parliamentary Network Against Corruption – Zimbabwe Chapter	Nov 5, 2014
Maengamhuru, Stephen	Regional Coordinator	Zimbabwe Human Rights Association (ZimRights)	Nov 10, 2014
Mahleka, Themba	Senior Legal Officer	TIZ-Harare	Nov 6, 2014
Makore, Gilbert	Projects Coordinator	Publish What You Pay	Nov 4, 2014
Mananavire, Bridget	Journalist	Daily News	Nov 5, 2014
Mandaza, Ibbo	Executive Chairperson	Executive Chairman-SAPES Trust	Nov 6, 2014
Maridadi, James	Member of Parliament	Parliament of Zimbabwe	Nov 4, 2014
Masaraure, Anilliah	Member	AMC ⁴ -Ward 10, Harare	Nov 4, 2014
Mashambanhaka, Sonnie	Member	Tynwald Housing Cooperative	Nov 4, 2014
Maunze, Lewis	Legal Officer	TIZ-Bulawayo Regional Office	Nov 12, 2014
Maurano, Abisha	Member	Tiriparwendo Housing Cooperative – ALAC	Nov 4, 2014
Mauye, Mannex	Director	Concerned Youth and Young Adults Trust	Nov 10, 2014
Mawire, Pfugamai	Client	ALAC Client	Nov 10, 2014
Mazani, John	Clerk	Parliamentary Portfolio Committee on Small and Medium Enterprises and Cooperative Development	Nov 6, 2014
Mehlomakhulu, Sandra	Board Member	TIZ	Nov 11, 2014
Moyo, Trynos	Councillor	Harare City Council	Nov 5, 2014
Mpahlo, Frank	Advocacy Officer	TIZ-Harare	Nov 7, 2014
Mpofu, Nesisa	Senior Public Relations Officer	Bulawayo City Council	Nov 12, 2014

⁴ Accountability Monitoring Committee

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Munhumumwe, Muchinanapo	Member	Canaan Heights Housing Cooperative – ALAC Client	Nov 4, 2014
Mutondoro, Farai	Research Officer/Acting Programme Coordinator	TIZ-Harare	Nov 6, 2014
Mutowo, Agnes		Ministry of Public Service, Labour and Social Services	Nov 6, 2014
Ncube, Sibonokuhle	Regional Coordinator	TIZ-Bulawayo Regional Office	Nov 12, 2014
Ncube, Douglas	Researcher	Zimbabwe Open University/Researcher	Nov 7, 2014
Ncube, Mary-Jane	Executive Director	Transparency International Zimbabwe (TIZ-Harare)	Nov 4, 2014; Nov 7, 2014, Nov 11 2014
Ndengu, Clement	Supply Chain Director	African Distillers	Nov 5, 2014
Ngorima, Naomi	Member	Youth, Transparency and Integrity (YTI Club Baring Primary School)	Nov 10, 2014
Nhliziyo, V	Client	ALAC - Bulawayo	Nov 12, 2014
Nyamanhindi, Ched	Advocacy Officer	TIZ-Mutare Regional Office	Nov 10, 2014
Nyamanhindi, Taurai	Member	AMC- St Mary's Chitungwiza	Nov 4, 2014
Nyambe, Mrs Selin, Maria	Coordinator Head of Development Cooperation	YTI Baring Primary School Swedish International Development Agency	Nov 10, 2014 Nov 11, 2014
Sibanda, David	Member	AMC-Chitungwiza	Nov 4, 2014
Sibanda, Nonhlahla	Client	ALAC - Bulawayo	Nov 12, 2014
Sibindi, Thandolwenkosi	Programmes Coordinator	National Youth Development Trust (Bulawayo)	Nov 12, 2014
Silikombola, Faith	Member	AMC - Mbare	Nov 4, 2014
Simango, Ashley	Member	Youth, Transparency and Integrity (YTI Club Baring Primary School)	Nov 10, 2014
Smith, Annadore	Advisor Media and Organisational Development	GIZ	Nov 6, 2014
Tanyanyiwa, Christopher	Member	Tiriparwendo Housing Cooperative – ALAC	Nov 4, 2014

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Name	Position	Organisation	Date of Interview
Tavagadza, Peggy	Board Member	TIZ	Nov 10, 2014
Tenderere, Ngaavongwe	Club Members	Youth, Transparency and Integrity (YTI Club Baring Primary School)	Nov 10, 2014
Tigere, Tonderai	Member	Westlea Housing cooperative- ALAC	Nov 4, 2014
Tshabangu, Nqobani	Advocacy Officer	TIZ-Bulawayo Regional Office	Nov 12, 2014
Weickert, Jesco	Advisor for Organisational Development	GIZ	Nov 12, 2014
Zambana, Barbra	Member	Hopley Housing Cooperative	Nov 4, 2014

7.3 ANNEX 3 – LIST OF DOCUMENTS

Documents concerning TI:

TI-Z Global Proposal to Swedish Embassy, 2011-2014

Correspondence between TI-Z and TI international Membership Accreditation Committee, 2011

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SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: S-105 25 Stockholm, Sweden. Office: Valhallavägen 199, Stockholm

Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64

E-mail: info@sida.se. Homepage: <http://www.sida.se>

