

**PARLIAMENT SUPPORT PROJECT DOCUMENT**

**Zimbabwe Country Office**

**Project Title:** Parliament Support Programme- Zimbabwe

**Project Number:** TBA

**Implementing Partner:** Parliament of Zimbabwe

**Start Date:** As per Special Conditions Clause 2.2 **End Date:** As per Special Condition 2.2 **PAC Meeting date:** TBA



**Brief Description**

The Constitution of Zimbabwe promulgated in 2013 expanded the powers of Parliament in line with the doctrine of the Separation of Powers, between and amongst the Judiciary, the Executive and Parliament as outlined in Section 119 conferring Parliament with the power to protect the Constitution and promote democratic governance in Zimbabwe. This aligned with the institutional reform dating back to 1996 when the Parliament of Zimbabwe embarked on a comprehensive reform programme to; strengthen the capacity of Members of Parliament and staff to contribute effectively to Parliament proceedings, improve internal systems and procedures of the house and, increase public participation in legislative process and enhance the oversight role with emphasis on promoting efficient management of public resources. Over the years, the institution has been strategic in improving democratic governance and increasing its demand on accountability through embarking on a legislative reform drive to align all pieces of legislation to the Constitution in accordance to best practices.

Following the 2017 political transition and the July 2018 elections, Zimbabwe committed itself to reintegration with the international community, uphold the rule of law and protect and respect 9 rights. Further, Zimbabwe expressed its ‘unwavering commitment to constitutionalism, entrenching the rule of law, the principle of separation of powers and the independence of the judiciary’ The government also, put in place the Transitional Stabilization Program (TSP) 2018-2020 to guide the nation’s macro-economic development until 2020.

However, social and economic challenges continue to negatively impact on the country and these include, an inflationary environment, exchange rate disparities, increasing prices of basic commodities and cost of living, unsustainable debt, deficits in public service delivery, internal and external shocks, such as the global financial crisis, climate change as well as natural disasters such as cyclone Idai and drought and ultimately, poor accountability and oversight leading to rampant corruption and economic manipulation.

This is worsened by the fact that Parliament which is the supreme oversight, legislative and representative body had a high turnover of near 60 percent during 2018 harmonized elections creating a demand driven need to enhance the capacity of Parliamentarians so that they become effective in the execution of their constitutional mandate. In such circumstances, Parliament has Parliamentarians incapacitated to effectively undertake the reform agenda in legislative, oversight and people representation mandates that is accompanied by limited resources to undertake these mandates.

The new Action therefore seeks to build from the lessons from previous Parliamentary Support Programmes particularly the PSP (2014-2019) and innovatively support the Parliament of Zimbabwe mainly in undertaking its legislative, oversight and representational roles to ensure that constitutional provisions are operationalized with emphasis on protecting human rights and promoting transparency, accountability and democratic governance.

**Contributing Outcomes (UNDAF/CPD):**

1. Increased citizen participation in democratic processes in line with the provisions of the Constitution and relevant international norms and standards:
2. Key public sector institutions mobilise, manage and account for resources effectively for quality service delivery
3. Key institutions strengthened to formulate, review, implement, and monitor laws and policies to ensure gender equality and women’s rights.

**Indicative Output(s):**

1. Executive, Parliament, Judiciary and Independent Commissions enabled to perform core functions for improved accountability, participation and representation
2. Strengthened capacity of the independent constitutional commissions to deliver on the gender related aspects of their mandate
2. Citizen participation and engagement in democratic processes strengthened

On Track

<b>Total resources required:</b>		\$2,147,400.00
<b>Total resources allocated:</b>	 Empowered lives. Resilient nations. UNDP ZIMBABWE TRAC:	\$481 500
	<b>EU:</b>	\$1,665,900.00

	<b>Donor:</b>	
	<b>Government:</b>	
	<b>In-Kind:</b>	
<b>Unfunded:</b>		

Agreed by (signatures)<sup>1</sup>:

Government	UNDP	Implementing Partner
Print Name:	Print Name:	Print Name:
Date:	Date:	Date:



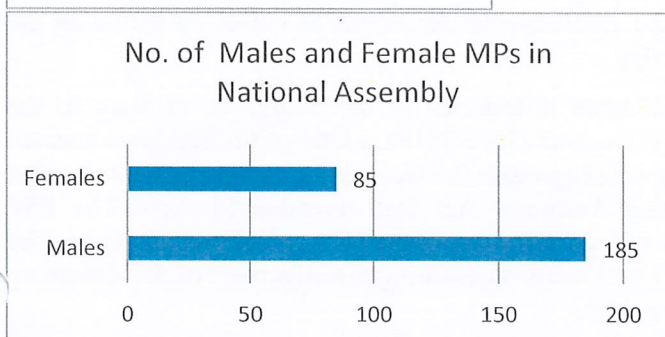
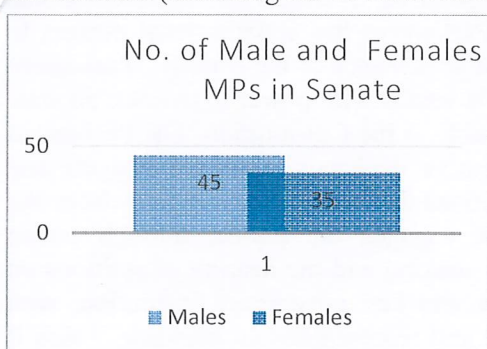
<sup>1</sup> Note: Adjust signatures as needed



## I. DEVELOPMENT CHALLENGE

Parliament of Zimbabwe which is the beneficiary of the action is a constitutionally created arm of government in accordance with Section 118 of the Constitution of Zimbabwe (hereinafter referred to as the Constitution). Parliament is comprised of two chambers which are a) the National Assembly with 270 Members who include 60 members from reserved proportional representation seats for women and b) the Senate which has 80 Senators comprising two members representing people with disabilities and eighteen (18) Chiefs headed by the President and Deputy President of the Chief's Council. The Parliament of Zimbabwe is represented by three (3) major political parties, namely the ruling Zimbabwe African National Patriotic Front (ZANU-PF), with two thirds majority in the National Assembly, the Movement for Democratic Change-Alliance (MDC-A) and the Movement for Democratic Change (MDC). ZANU PF has two thirds majority accounting for 180 MPs in the National Assembly followed by MDC-A being the main opposition party with 87 MPs. The other parties represented are the NPF and MDC-T (with 1 MP each) and an independent candidate.

In the Senate, 35 Parliamentarians were elected under ZANU PF while 24 Members were elected under the MDC-A and MDC-T has one (1) Member in the Senate. On average about 60 % parliamentarians in the 9<sup>th</sup> Parliament are new. Forty-four percent (44%) of Senators are women whilst in the National Assembly 31% of Members (including the 60 reserved seats under the women's quota) are women.



Following the July 2018 elections, Zimbabwe committed itself to reintegration with the international community, uphold the rule of law and protect and respect human rights. Further, Zimbabwe expressed its 'unwavering commitment to constitutionalism, entrenching the rule of law, the principle of separation of powers and the independence of the judiciary'.

The Transitional Stabilization Program (TSP) 2018-2020 was launched to guide the nation's macro-economic development until 2020 when a new Five (5) Year National Development Programme is expected to be launched. The TSP prioritizes fiscal consolidation, economic stabilization and governance reforms focusing on rule of law, political governance and democratization, respect for human and property rights, national unity, peace and reconciliation, tolerance and freedoms of expression and association.

Despite some improvements in Zimbabwe's development trajectory with a Human Development Index value of 0.535 (Zimbabwe Human Development Report 2017; Climate Change and Human Development: Towards Building a Climate Resilient Nation), there are social and economic challenges that continue to negatively impact on the country. These include, an inflationary environment, exchange rate disparities, increasing prices of basic commodities and cost of living, unsustainable debt, deficits in public service



delivery, internal and external shocks, such as the global financial crisis and climate change as well as natural disasters such as cyclone Idai and drought. Zimbabwe is rated low on governance indicators, with an overall governance score of 44.7 out of 100 (Ibrahim index of African Governance, Mo Ibrahim Foundation 2018 Index Report). Further it is rated high in corruption levels ranking 160 out of 180 according to the Transparency International Corruption Perceptions Index 2018 and ranked 124 out of 160 on the Global Peace Index (Institute for Economics and Peace, 2018 Global Peace Index). On the Gender Index of 2017, Zimbabwe was ranked 128 out of 129 on the Global Gender Inequality index. (UNDP Human Development Reports).

Since the adoption of the 2013 Constitution which provides constitutional quotas, the Parliament of Zimbabwe has 34% female representation and it is yet to reach gender parity. In addition, gender mainstreaming and gender responsive policy planning, budgeting and auditing remains weak both in Parliament and the Office of the Auditor General.

The Parliament of Zimbabwe, as the supreme oversight, legislative and representative body, has a mandate to ensure the realization of aspirations of the people of Zimbabwe. A high turnover of 60 percent during the 2018 harmonized elections created a demand driven need to enhance the capacity of Parliamentarians so that they become effective in the execution of their constitutional mandate. The general capacity of Members of Parliament as informed by the eighth Parliament session baseline survey reports is varied and requires continued development.

As alluded to above, the Parliament of Zimbabwe has expansive legislative, oversight and representational powers as provided in Section 117 of the Constitution. Further, Parliament has constitutional powers to amend the Constitution and make laws for the peace, order and good governance of the country. Parliament has the overall role to protect the Constitution of Zimbabwe and it is vested with power to oversee all state institutions and agencies at all levels ensuring that they are accountable to the Constitution. The Parliament of Zimbabwe therefore scrutinizes government policies and executive decisions, approves budgets and participates in the appointment of members of independent institutions as well receives reports from the Chapter 12 Commissions. In terms of Section 141, Parliament engages the public, through public consultations, fact finding missions, policy analysis, budgeting, law making and the hearing of petitions on any matter within its purview. Parliament is therefore a strategic and key governance institution, with immense constitutional intertwined legislative oversight, legislative and representational mandate, which if well supported has great potential to contribute to the Zimbabwean development trajectory including the achievement of the SDGs and Government's Vision 2030.

In line with its mandate, the 8<sup>th</sup> Parliament, made some milestones in the alignment of laws to the Constitution process. According to the Parliament Acts Register (June 2019), a total of 68 Acts were enacted or aligned to the 2013 Constitution. The figure does not disaggregate the General Laws Amendment Act that has amended 125 Acts and the National Prosecuting Authority Act that amended 51 Acts. The PSP contributed towards the passing of a total of 32 pieces of legislation out of the 68 Acts referred to above. The 9<sup>th</sup> Parliament's Institutional Strategic Plan 2018-2023 will focus on ensuring the alignment of the remaining laws and that Bills brought to Parliament are passed on time.

While noting the significant progress made under the 2015 -2019 Parliament Support Programme in implementing its mandate, there are continued challenges which need to be addressed. These include the slow pace of passing of new laws, limited amendment of key economic and political governance laws and low compliance by the Executive with recommendations of Parliament and Audit reports. As a constitutional requirement, Parliament is obliged to involve the public in law making and other Parliamentary affairs. However, the process of citizenry involvement is a costly exercise for Parliament and requires innovative ways that deliver value for money. The situation has been aggravated by the initial absence of structured and regular legislature/executive policy dialogue and technical engagement.

With regards to low compliance by the Executive on Parliamentary oversight mandate, the country continued to experience high levels of corruption and abuse of public resources. Although Parliament highlighted and submitted recommendations on these issues, there was limited political will on the part of the Executive in implementing these recommendations contributing to some governance gaps especially in respect to transparency and accountability issues with ripple effect on economic recovery. However, the transitioning of the country into the Second Republic under the new dispensation has seen a positive shift in investment in these matters by government. This has been evidenced by the increase in implementation of Parliamentary recommendations and compliance with Parliamentary oversight. An example being the



submission of three (3) Treasury Minutes to Parliament by the Ministry of Finance and Economic Development in 2018 and the recommendation for the conducting of a forensic audit on ZINARA.

Parliament has since taken steps to further define its oversight mandate under the new ISP 2018-2023 by asserting this function on all State Institutions and Agencies of the government as provided in the Constitution. Further to that Parliament has prioritized formal and informal engagement with the Executive which include, Ministers questions and answers, oral committee hearings, policy dialogues for improved oversight and alignment of laws.

In light of the above analysis, this action therefore seeks to innovatively support the Parliament of Zimbabwe mainly in undertaking its legislative as well as the oversight and representational roles to ensure that constitutional provisions are operationalized with emphasis on protecting human rights and promoting transparency, accountability and democratic governance. The intervention will build on the successes of the previous Multi-Donor PSP Programme [2014-2019] which enhanced the role of Parliament in its oversight and legislative work through capacity development of the committee system and promoting representative and participatory democracy through public hearings and consultations in the law and budgeting making processes.

## II. STRATEGY

### Theory of Change narration:

Globally Parliaments play an important role in the promotion of democratic governance. In line with sections 124-155 of the Constitution, the legislative authority of Zimbabwe is derived from the people and Parliament has the legislative mandate to make laws for peace, order and good governance of Zimbabwe. Parliament must protect the Constitution and promote democratic governance in Zimbabwe as stated in sections 117 and 119.

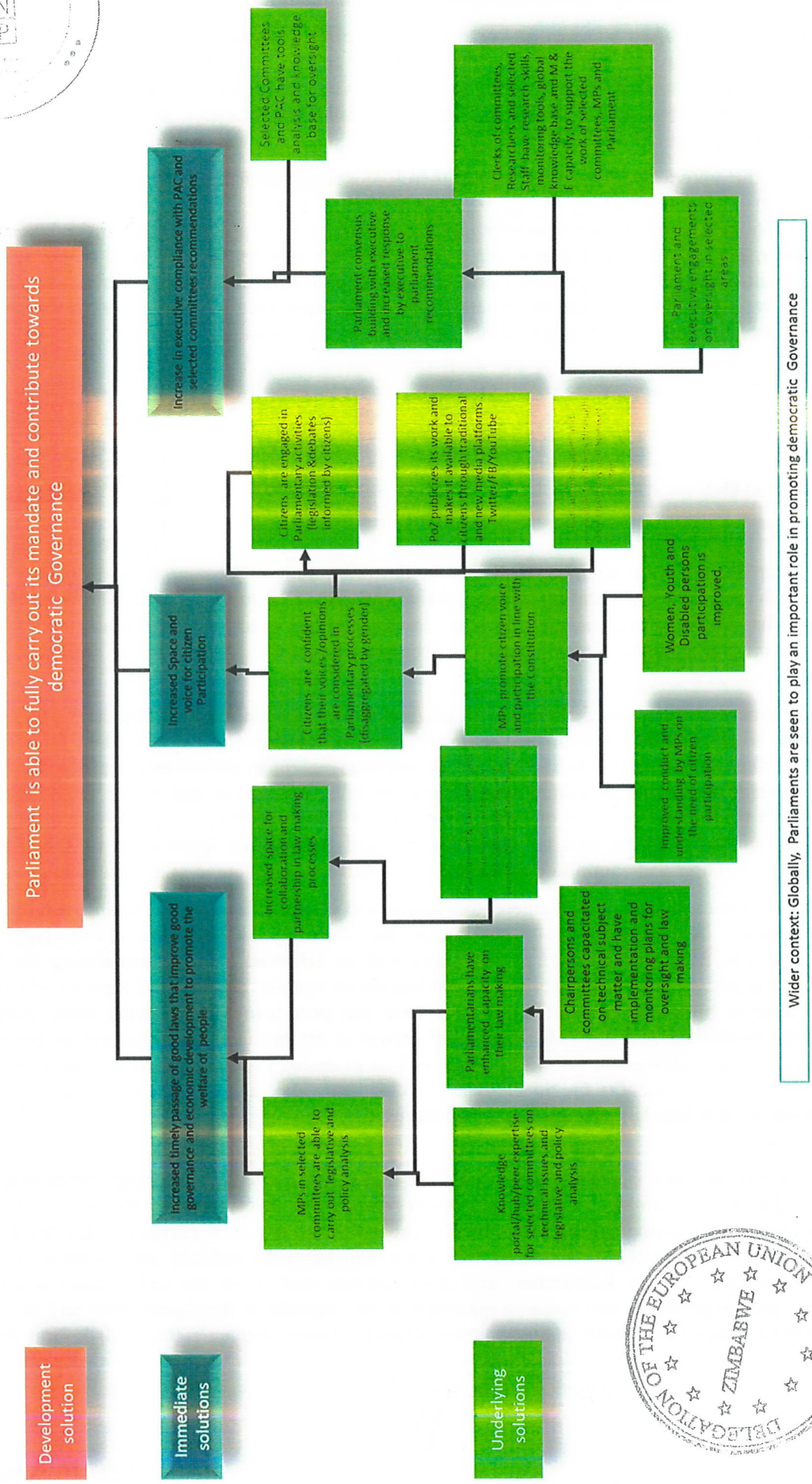
The development problem for the Parliament of Zimbabwe is its inability to fully carry out its mandate of contributing to democratic governance. This manifests in the slow passing of bills, the compromised quality of laws, ineffective oversight role and limited citizen engagement in parliamentary processes. The above is caused by limited capacity of committees to analyse bills, legislation that is not fully informed by the citizenry and the limited capacity of members to debate. The Executive is unresponsive to parliamentary committee oversight reports and recommendations and the limited knowledge of thematic issues by parliament researchers and committee clerks and other staff has contributed to this problem.

To strengthen the capacities of Parliament, this action will increase the pace of passing of bills, improve the quality of laws, institute effective oversight on the executive and increase citizen participation and engagement. The improved pace of passing laws will be achieved by institutionalising the legislature - executive engagement platforms/meetings on the legislative agenda, building the capacity of Committees to speedily analyse bills, provision of knowledge base and peer learning, involving men, women, youths, people with disabilities and other disadvantaged groups in the business of Parliament as per principles of inclusion and open parliament Public hearings will be extended to remote areas to enable those in far off places to contribute pursuant to the Sustainable Development Goals mantra of not leaving none behind. This will also ensure that legislation is informed by citizens

The action will facilitate increased response of the Executive to oversight hearings, processes, reports and recommendations through structured collaboration between the Executive and Parliament. The structured platforms will be established at the various technical and policy levels of Parliament and the Executive. To enable the work of oversight committees, the action will build the capacity and increase knowledge and skills of Committee Clerks, Researchers and other relevant staff. From the action, there will be increased resources, peer experiences and research materials at the disposal of the Committees and their leadership. Cross cutting issues like gender mainstreaming, climate change, human rights, will inform this theory of change.







Wider context: Globally, Parliaments are seen to play an important role in promoting democratic Governance



Figure 1 Theory of Change



**PARLIAMENT SUPPORT PROJECT DOCUMENT****Zimbabwe Country Office****III. RESULTS AND PARTNERSHIPS***Expected Results*

**Outcome 1: Improved good governance and economic development through timely passing of good laws.** – *ISP Key Result Area 2: Timely passing of Laws that are consistent with the Constitution*  
Outcome one of this action is informed by Key Result Area 2 of the Institutional Strategic Plan.

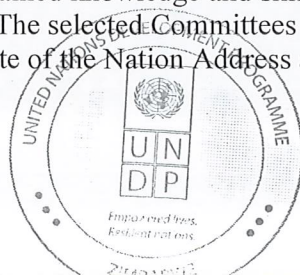
(Activity outline refer to Annex 1)

The project's intervention will seek to improve knowledge and skills of lawmakers and Parliament technical staff to ensure that bills are passed in time and that they will have positive change in the lives of people. The project will dedicate support so that the quality of the process and content of Bills are enhanced. The knowledge and skills to be imparted will be once-off classroom style followed by regular online and offline sharing of knowledge materials and follow-ups to measure behavioural change. Linked to outcome 3 knowledge products developed on previous actions as well as in this action which relate to for instance legislative analysis unpacking of bills, simplification of laws and the constitution will be utilised during the implementation of this outcome. The Bill Tracker, the Bill Digest, Fact Sheets, Flyers of simplified versions of bills will be used amongst other tools.

Guided by the TSP and Parliament's ISP and through skilled MPs and staff working in collaboration with specialised think tanks and CSOs and informed by the needs of the public, as well as strategic project technical backstopping and follow-up, this outcome will support the completion of the constitutional alignment process before the end of the 9th Parliament. The outcome will improve the legal framework related to the ease of doing business, improved democratic governance, good corporate governance and fighting corruption in order to foster economic development in Zimbabwe. On the governance and political front this outcome will contribute to the realisation of the right to information, freedom of expression, maintenance of peace and order, human rights centred security services and an open and free democratic society. This outcome will contribute to the fulfilment of Parliament's constitutional mandate of making laws for peace, order and good governance. On the social front, laws relating to gender equality, children's rights, right to education, etc. will be aligned in order to guarantee the protection of these social rights.

The action however recognizes that the whipping system and political polarization are major setbacks to the timely passing of laws that improve good governance and economic development and that the action will function in a restricted political space. As a mitigation, the action will facilitate the engagement between Parliament and the executive with the intention of increasing collaboration and ensuring that laws that are passed, improve the welfare of the people.

Most of the activities to support this outcome will be conducted in the first year of implementation in order to prepare MPs of the identified Committees debate and pass Bills within the stipulated timeframes. The planned capacity enhancement will build upon prior training and will be informed by the legislative, legal drafting, human rights and gender issues training modules produced in the previous PSP. Specialized CSOs, academics, UNDP and Parliament Staff will conduct the capacity enhancement programmes, this will reduce consultancy fees and build a strong network of expertise for Parliament. To anchor Committees, work in its legislative function, there will be corresponding capacity enhancement for the related Committee Clerks and Researchers in research and report writing to enable them to provide quality technical and administrative support, i.e research expertise, bills analysis and also track and document the impact being achieved as a result of the Committee's gained knowledge and skills. The action will support 6 selected Committees which have been outlined above. The selected Committees were prioritised on the basis of the Bills presented in the President of Zimbabwe State of the Nation Address and bills prioritized on the bill tracker of the Executive.






Gender- Noting the prominence which is given to gender mainstreaming in the Constitution and recognizing that Parliament is the custodian of the Constitution gender mainstreaming is fundamental in the execution of all pillars of Parliament. The gender policy and baseline survey recommendations will be used to inform the gender mainstreaming strategy

Gender will be mainstreamed under this outcome by ensuring that there is a balance between men and women who benefit from the capacitation that will be delivered. Bills that will be analysed will be done with a gender lens. Gender disaggregated data will be collected for all the activities to be conducted which will be used for decision making.

The action supports the selected 6 Portfolio Committees in the enactment of laws outlined under the legislative agenda of the IMT and in the SONA. As a result, it is expected that laws pushed by the 6 Committees and passed by Parliament will lead to improved democratic governance in Zimbabwe. This will result in the general citizens benefiting from having laws in place that promote human rights as outline in the Bill of Rights of the Constitution of Zimbabwe.

**Output 1.1: Selected 6 Portfolio Committees capacitated to analyse Bills and timely table quality reports**

Activities that aid this output will enable the PLC, Committees and staff to effectively analyze bills that are brought to Parliament, to table well researched reports following public hearings, to meaningfully debate the Bill and lobby other MPs and stakeholders, to work collaboratively with CSOs and other stakeholders so as to enhance the quality of their debates thus fully discharging their legislative functions.

With the selected Portfolio Committees, they will be seized with the legislative processes under focus in the action. Specifically, the Committees will be tasked with scrutinizing the Bill contents as submitted by the Executive and will be at the fore front of debating and scrutinizing relevant Bills. This will be done as per the Standing Orders 135 (1) which mandates that every Bill other than the Constitutional Bill be referred to a Portfolio Committee after the Gazette. The Standing Orders 135 (3) and (4) also mandates for Portfolio Committees to produce and table before the House for consideration its report containing its deliberations and recommendations on a Bills at the second reading stage. As such it calls for the action to assist the Portfolio Committees to providing capacity as there are hurdles revolving around the technical demand that is involved in the legislative processes. These technicalities are complex because the legislative processes cover all aspects of societal issues that include business, gender, disability, environment and climate, change human rights and governance. With varied backgrounds, amongst MPs, it is difficult for them to understand and comprehend all the legislative issues that come before Parliament. As such, Committees require assistance in unpacking and dissecting the Bills’ contents through capacity building platforms to ensure that the contents of Bills are constitutional and aligned to relevant regional and international frameworks including SDGs and best practices. The Inter- Ministerial Taskforce (IMT), as informed by the TSP and Vision 2030 as well as the president’s speech during the opening of Parliament in 2018 has prioritized the following bills which should be considered by the 6 selected committees supported by this action.



**Portfolio Committee**

**Potential Bills for the respective Portfolio Committee**

<p><i>Portfolio Committee on Justice, Legal and Parliamentary Affairs</i></p>	<p>(1) Prisons Act, (2) Guardianship of Minors Act, (3) Administrative Justice Act, (4) Criminal Law (Codification and Reform) Act, (5) High Court Act, (6) Magistrates Court Act, (7) Supreme Court Act, (8) (9) Child Justice Bill, (10) Zimbabwe Human Rights Commission Act, (11) General Laws Amendment, Constitutional Amendment, Electoral Amendment.</p>
<p><i>Portfolio Committee on Defence Home Affairs and Security Services</i></p>	<p>(1) Citizenship of Zimbabwe Act, (2) Immigration Act, (3) Official Secrets Act, (4) Police Act, (5) Unlawful Organisations Act, (6) Defence Act, (7) War Veterans Act, (8) Ex- Political</p>



	Detainees and Restricttees Act
<i>Portfolio Committee on Local Government, Public Works and National Housing</i>	(1) Urban Councils Act, (2) Provincial Councils and Administration Act, (3) Rural District Councils Act, (4) Traditional Leaders Act
<i>Portfolio Committee on Public Service, Labour and Social Welfare</i>	(1) Labour Act, (2) Children's Act, (3) Disabled Persons Act, (5) Languages Bill
<i>Portfolio Committee on Environment, Climate Change and Tourism</i>	(1) Water Act, (2) Zimbabwe National Water Authority Act
<i>Portfolio Committee Women's Affairs, Community and Small to Medium Enterprise</i>	Constitutional amendments on women's quota collaborating with Ministry of Justice



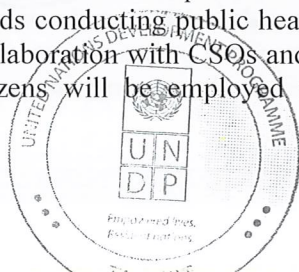
From the priority bills provided above it is estimated that 15 bills will be passed during the life of the action. This estimate is based on lessons learnt from the previous PSP where the actions managed to support an estimate of 5 bills per year. The Committees will consider Bills that are prioritized in the SONA and provided for in the IMT Bill Tracker. Some of the Bills will include, High Court Bill, Prisons and Correctional Services Bill, Child Justice Bill, Mandatory Sentencing for Rape and Sexual Offenses Bill, Immigration Act, Persons with Disabilities Bill and the Private Voluntary Organization Bill.

An on-line knowledge portal for selected committees will be developed as a key resource for their thematic sectoral work. UNDP will utilise its online resource and that of IPU and other partners to make contemporary research materials immediately available and accessible to MPs, Clerks and Researchers. This will complement the resources in the Parliament library which are useful but albeit not adequate for the level and intensity of the work planned in this action. This will assist in providing capacity to Parliamentarians for both the legislative function covered under this outcome and the oversight function covered in outcome 2.

**Output 1.2: Diversified Citizenry input in legislative making processes.**

Participation is at the core of the openness agenda of Parliament provided for in its Institutional Strategic Plan. In addition to meeting citizens' expectations that their views should be considered, citizen participation can contribute to the following: strong collective intelligence that provides a better analysis of potential impacts and broader range of considerations throughout the legislative process for good laws, more inclusive and representative parliamentary decision-making, increased trust and confidence of citizens in Parliament. To strengthen citizen engagement, Parliament updated guidelines to public hearings and have operationalized modified procedures as to how Portfolio Committees should conduct themselves during public hearings.

Parentetically, the new action will build upon efforts that have been done in the previous PSP and will employ different and innovative ways to reach to the diverse citizenry which will include ordinary men and women, youths, people with disabilities and people in rural and remote communities. The action will also utilise digital communication and social media platforms in an enhanced manner for broadened citizen engagement and participation in legislative processes. Some of the activities to be supported will include radio public consultations, use of emails, social media platforms, print media, YouTube channels and visits to the public. The intervention will adopt community radio public hearings programmes. Furthermore, efforts will be made towards conducting public hearings and other Parliament citizen engagement activities in accessible venues in collaboration with CSOs and DPOs for wider coverage. Participatory methodologies for engagement with citizens will be employed in the implementation of the action. This will entail





interfaces, interactions, hearings with various institutions and individuals when called to appear before committees as part of exercise of oversight functions and law making. Further the action will endeavour to ensure that the public input submitted is meaningful by making use of selected CSOs to proactively sensitise the public on Bill content and other Parliament related business. This will be supplemented by using national and community radio stations as public engagement platforms that will also provide feedback to the public on the status of implementation of their recommendations submitted. This will be done through a multiplicity of approaches and activities, which include Members of Parliament and experts engaging in panel discussions with citizens phoning in for questions and clarifications. Members of Parliament will advise the public of any pending consultations on specific bills. In addition, and as elaborated under project visibility and communication, social media such as twitter, Facebook, WhatsApp and other platforms will be utilized in expanding reach of diverse population targeting especially youth who have not been very visible in previous parliamentary engagements.

The action will work towards addressing the knowledge gap between Parliament and its citizenry through development of simplified Bills that will be disseminated to the public. This will aid in allowing members of the public to access contents of Bill prior to public hearing consultations with the aim of enhancing meaningful participation. Where feasible the simplified Bills will be translated into vernacular languages and will be distributed to members of the public in advance prior to public hearings.

### **Output 1.3 The Executive and Parliament collaborate on Parliamentary business**

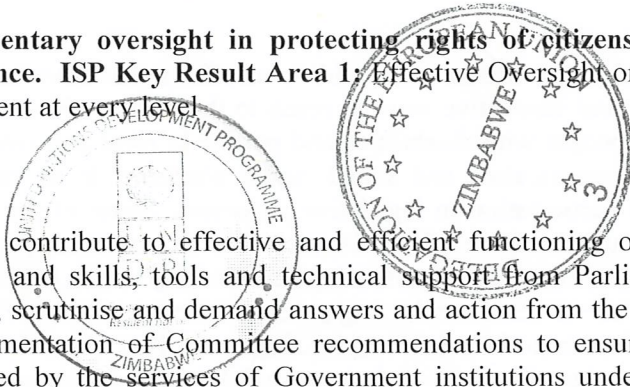
While upholding parliamentary independence and the mandate of the Executive, constructive and good working relationships between the two key arms of government are essential to the effective protection of the constitution, respect of human rights and the rule of law. During the previous PSP, there were delays in the alignment of laws to the Constitution due partly to the absence of structured Parliament and Executive dialogue and engagement platform pursuant to the strict application of separation of powers. The action will therefore support initiatives to enhance collaboration between the Executive and Parliament to enhance the timely submission, gazetting and tabling of Bills and other information requested by Parliament. Furthermore, the action through various capacity enhancement activities such as evidence-based research and drawing strength from public inputs will grow MPs confidence to engage the Executive. Acknowledging the political whipping system, which may have contributed to noncompliance by the Executive to submit reports and to respond to Committee recommendations, enhanced collaboration between the two Arms will be heightened by this action. The action will scale up and equip members of Parliament with deeper appreciation of the expansive power, which they have and is derive from the constitution to build on their confidence in engaging the Executive that is normally comprised of senior party members.

Implementation of these initiatives will help to mitigate some of the risks that threaten the success of the action which include the low political will and political polarization by encouraging the Executive and Parliament collaboration for the common agenda for developing Zimbabwe. Some of the initiatives that will be adopted will include a) training of Parliamentary Liaison Officers in appreciating Parliament work and vice versa as well as sharing information on Parliament and government updates such as bill status. b) enhancing Portfolio Committee – Line Ministry relationships c) enhanced research skills to equip MPs with contemporary government and development issues and engage the Executive from informed positions to ensure that the gravity of issues is appreciated and followed through d) support MPs through Committees to proactively make follow ups with executive e.g. asking ministers responsible for prioritised bills to come and explain to parliament

**Outcome 2: Strengthened Parliamentary oversight in protecting rights of citizens and fostering responsive and accountable governance. ISP Key Result Area 1: Effective Oversight on all Institutions and Agencies of the State and government at every level**

#### **Activity outline refer to Annex 1**

It is expected that this outcome will contribute to effective and efficient functioning of Parliamentary Committees with requisite knowledge and skills, tools and technical support from Parliament staff and external expertise for them to research, scrutinise and demand answers and action from the Executive. This will lead to follow-ups on the implementation of Committee recommendations to ensure demonstrable change in the lives of people impacted by the services of Government institutions under Parliamentary





scrutiny. The action will contribute to the upholding constitutionalism, accountability, rule of law and upholding the rights of Government. For instance, the need to ascertain the status of human rights in the Zimbabwe Prison is expected to enhance the upholding of human right of prisoners in Zimbabwe while the inquiry into the Registrar General's Office should lead to enhanced service delivery in provision of national identification document for the many Zimbabweans who have no access to national identity documents and are totally disenfranchised.

The selection of areas of oversight is informed by work plans of the six (6) selected Portfolio Committees and will cover scrutiny on use of resources provided by the National Budget, human rights, gender, rule of law, implementation of SDGs and service delivery by Ministries and Government Departments in Zimbabwe.

The knowledge management products, which were developed, by the previous PSP and those to be developed by this PSP, such as the modules on legislative analysis human rights and rule of law, gender, economic literacy, environment and climate change will formulate the basis of the capacity enhancement of the committees. Other tools to be utilised will include policy briefs, issue papers, thematic reports, committee fact sheets and other related knowledge products.

### **Output 2.1 Selected 6 Portfolio Committees enabled to effectively scrutinize service delivery and public resource management**

Based on lessons learnt from the previous PSP, only six (6) Portfolio Committees out of the 26 oversight committees will be supported on the oversight function of Parliament under this action. This will ensure that resources are not spread thinly and will also ensure effective monitoring of the Committees performance. There are two key mechanisms of parliamentary oversight. 1) Questions and debates on the floor of the House, 2) Parliamentary Committees that scrutinise government policies and executive performance. Of the two mechanisms highlighted above the Action will strengthen the Committees to scrutinise Government policies and Executive performance. The action will utilise the traditional training workshop methods using the relevant training modules at the beginning in order to build a base of information, knowledge and skills among the MPs in the selected committees. However, the training will focus on relevant specialized skills for the identified Committees and will not be broad and generic. Further, the capacity building will take the form of mentoring and in-house coaching including twinning of MPs for support. This support will enable Members to have the confidence and ability to question Ministers and their staff, call and receive evidence from witnesses, request and interrogate on the budget. The capacity building framework for the Committees shall be as follows;

**Step 1-** Improve knowledge and skills of Members through a sector-specific training,

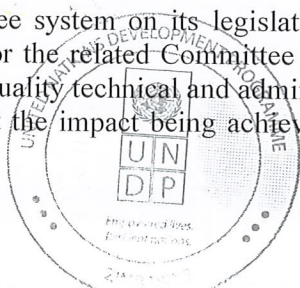
**Step 2-** Collection of evidence through research on sector specific issues, e.g. health, justice administration, security services delivery followed by prioritization of issues to focus on then identifying the institutions that they oversee. Also, identification of stakeholders such as professional organizations and CSOs who have expertise and are already monitoring the situation of service delivery shall be conducted. This shall be done through networking stakeholders who signed MoUs with Parliament.

**Step 3-** Fact-finding visits/oral evidence sessions will be conducted through the support of the action. Here, there will be technical assistance to adequately prepare for the visit/ oral session, data gathering during the visit, post-visit there is report drafting with recommendation and a follow-up plan for implementation of recommendations

**Step 4** -There shall be an evaluation of impact and ongoing collation of results is an ongoing action as well as visibility of the Committee's work. This will be done complementing the Committee reports that the selected Committees are mandated to produce as per the Standing Rule 33.

### **Output 2.2: Parliamentary support services by Researchers; Committee Clerks and Parliamentary enhanced**

To anchor the Committee system on its legislative and oversight functions, there will be corresponding capacity enhancement for the related Committee Clerks and Researchers in research and report writing to enable them to provide quality technical and administrative support, i.e. research expertise, bills analysis and also track and document the impact being achieved as a result of the Committee's gained knowledge and



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skills. This will be built upon capacity building activities undertaken in the previous PSP, and the results of the Stakeholder Satisfaction Survey in pursuit of Parliament to maintain its highly regarded ISO certification. The Action will equip the Committee Clerks; Parliament Staff and Researchers with skills through practical exercises and regular review (including peer-review) of their committee reports, research products, monitoring documents etc. Training will be targeted at the 50 new Researchers and Committee Clerks.

It is crucial for members of staff to continuously upgrade their knowledge and skills for them to be able to effectively advise and guide Parliamentarians. The action will take a holistic approach in providing capacity to 50 new Officers of Parliament housed in the Committees, Research and Departments. In addition to that the action will build the skills of selected Officers who serve in the selected Committees and who will be trained in the following areas:

**Committee Clerks:** Constitutional interpretation and legislative analysis, economic literacy, drafting with minimal supervision, report writing for minimal editing, provision of procedural services, provision of advice on specific subject matter, teamwork skill, parliamentary diplomacy presentation skills.

**Researchers:** Research Methods, Report writing, Analytical skills, Speech writing, presentation skills, legislative Analysis, Economic Literacy. Enhancing the research skills for the Researchers of Parliament will aid in evidence-based reports which will culminate in evidence-based debates by Parliamentarians thereby improving the quality of debates in the House

Parliament last recruited staff in 2010 and there was a freeze for all government funded posts thereafter. In 2019, Parliament was granted concurrence to recruit staff in positions of Committee Clerks, Researchers and ICT Officers. Plans to purchase tools of trade have been put in place by Parliament. Noting that Committee Clerks and Researchers are critical to the work of Parliamentary Committees this action prioritised the purchase of tools of trade for only newly recruited Committee Clerks and Researchers specifically those contributing to the effectiveness of the prioritized 6 Committees. The equipment will enable them to support the policy development and research functions in support of the selected Parliamentary Committees. Consequently, staff members will receive some of the training on-line through knowledge webinars and portals. This will require investments in strengthening POZ website. The application of knowledge gained by the officers will be monitored by their immediate supervisors using the Parliament Balance Scorecard (BSC).

### **Output 2.3: ZWPC enabled in lobbying and advocacy for gender mainstreaming of Parliamentary and National processes.**

Effective oversight on selected Institutions and Agencies of the State and Government requires that gender is mainstreamed so as to have gender issues considered in the decision-making processes for attainment of efficient and effective service delivery. To achieve this the Zimbabwe Women's Parliamentary Caucus (ZWPC) with a mandate of advocating and lobbying for women and gender issues, needs to be equipped with adequate knowledge and skills. These skills include the following:

- Gender mainstreaming skills to lobby and advocate for selected Institutions and Agencies of the State and government to mainstream gender into their systems and processes
- Gender responsive budgeting skills and sensitization of the ZWPC on the Budget Monitoring and Evaluation tool kit to allow Caucus members to scrutinize the national budget through a gender lens both at the crafting stage and implementation stage. This will its members to lobby and advocate for gender sensitivity at the Caucus level, the Portfolio Committee level and in the houses.

Media engagement skills, which are necessary for the ZWPC members in order to improve their public relations, visibility and positive reporting on women as leaders.

Sensitization of ZWPC on the provisions of the 60 Parliamentary seats reserved for Women as outlined under section 124B of the Zimbabwean Constitution which will be lapsing with the life of the 9th Parliament. There is need for the ZWPC to be sensitized on how they can lobby for continued increased participation of women in Parliament and how they can advocate for 50/50 representation (which is also provided section 17 by the Constitution) come the 10th Parliament



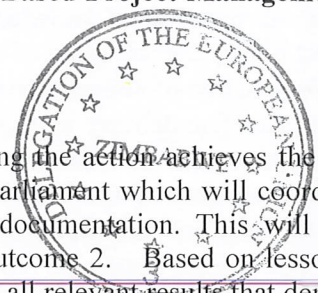


The support to the ZWPC aims to enhance the achievement of the Sustainable Development Goal (SDG) 5 on Gender Equality which requires urgent action to eliminate the many root causes of discrimination that still curtail women's rights in private and public spheres.

**Outcome 3: Strengthened Administration of Parliament in Results Based Project Management - ISP**  
**Key Result Areas 6: Effective administration of Parliament.**

Activity outline refer to Annex 1

Effective results-based project management is a key aspect in ensuring the action achieves the intended results. The action will support the Programme Coordination Unit of Parliament which will coordinate the implementation of and track project progress and results including documentation. This will result in Parliament achieving all the objectives as set under Outcome 1 and Outcome 2. Based on lessons learnt from past programmes the results based managed action will document all relevant results that demonstrate change and impact from this action and capture lessons learnt that can contribute towards scaling up and sustainability for the benefit of the Citizens of Zimbabwe.



**Output 3.1: Enhanced results documentation, knowledge management and project visibility.**

The Parliament of Zimbabwe aims to be a paperless and e-Parliament in the near future. To achieve this, Parliament will operationalise its ICT Strategy developed with support from the previous PSP. All members of Parliament will be given notepads (through other support and not from the action), which they will use as tools of trade that they will use to receive and disseminate information. The ICT Strategy will be complimented by an information communication mechanism, which will serve as a key and innovative mechanism for knowledge management and distribution. The mechanism will be aided by a modern and interactive website. The mechanism will create a platform that will enable citizens to access parliamentary information.

The action will develop several knowledge products which will be utilised in Outcome 1 and Outcome 2 and distributed to various stakeholders, all project beneficiaries as well as development partners. The knowledge products will form part of the knowledge material generated by the action and these include:

**Infographics materials:** Development of infographics-based outcome reports that capture overall results achieved under each project outcome will be developed to help capture how the PSP project is ultimately achieving its goal of assisting Parliament to enhance democratic governance. The infographics will accompany the progress reports as summaries.

**Most Significant Change Stories (Impact stories):** Most significant Change (MSCs) Stories will be used to capture intervention effectiveness of the PSP project to the 9<sup>th</sup> Parliament and will measure the improvement in the capacity of MPs and staff of Parliament over the action implementation period. The MSCs will also aid to document lessons learnt that will be acquired during the PSP project implementation period.

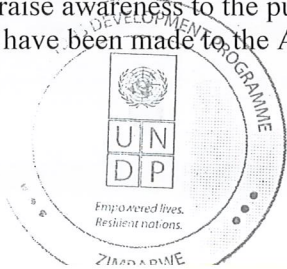
**Annual Fact Sheets:** Annual Fact sheets to update stakeholders on key results obtained during project implementation will be adopted as a way of providing progress update. The sheets will report on outcome indicators and key milestones achieved by the PSP Action over the course of project implementation.

**Key Summary Highlights of Evaluation Reports:** Key summary highlights of the evaluation projects (Mid Term Review report and Project Completion Evaluation Report) capturing findings, recommendations and actions taken to address findings

**Bills Digests:** The digest will summarise in simple terms the contents of bills that are gazetted and ready for sharing with the public for their input during public consultations. The digests will be distributed before public hearings

**Bills Passed Fact sheets:** These fact sheets will raise awareness to the public on a Bill that has been passed; what it seeks to address and the amendments that have been made to the Act if any.

**Modernization of the Parliament Library**





The action will also seek to improve the Parliamentary Library as a continuous process of change for the better through technological inputs, which is taking place in every field due to extensive use of ICT applications. Libraries and information centres (LICs) which are supporting to information services reap the benefits of applications of ICT. Libraries are backbones to all the activities carried out in education, research, training, etc. This will be implemented building upon the previous support provide towards the procurement of a library management system. The new action will concentrate on providing technology in managing the universe of knowledge. Some of the issue to be assisted under the action modernize the Parliament library include some of the following: -

- Digitisation of information resources
- Information delivery in e-format.
- More usage of internet and network-based information sources.
- Development of databases and their integration for resource sharing
- Online search facilities of international databases.
- Open Access Catalogue (OPAC) development
- Preservation of the rare documents in e-format with hyperlinks
- Consortium and e-journal subscriptions at economical prices
- Better and efficient management of information and information services to users

### **Output 3.2 Result Based Project implementation, monitoring and coordination improved**

The effective implementation of the ISP (2018-2023) of the Parliament of Zimbabwe will be key to the success of the 9<sup>th</sup> Parliament. The training of relevant staff in monitoring and evaluation aided by the development of an elaborate monitoring mechanism that includes tools for activity follow up, data analysis and decision making, result, and impact documentation will be implemented. Specifically, the M&E functions of the action will be guided by the M&E plan which outlines how project results will be collated and distributed. This will be achieved by holding quarterly review, annual reviews, mid-term reviews and end of programme evaluation. These will review and collate lessons learnt and Most Significant Change MSC stories to help in advising whether the project is on course.

To ensure enhanced result-based programming, value for money, pooling of resources and managing duplication of activities, Parliament instituted a Development Partner and CSO coordination platform in the previous PSP. Members to this platform met quarterly and developed composite work plans. Parliament shared its work plans and progress reports with all the strategic partners. The action will continue to support this approach as a good practice for the coordination of stakeholders. The Parliament work plans and progress reports will be shared at scheduled quarterly planning meetings. These quarterly meetings will be used as a platform for better coordination with these other partners providing support to Parliament. It will also contribute to increased transparency and accountability by Parliament, CSOs and Development Partners. The calendar schedule meetings will be done at the beginning of the year.

The continuous attendance of Parliamentary Senior Staff at the ZIM/ZAM/BOTS seminar is expected to result in the improved functioning Parliament. The establishment of a regional community/village comprising national Parliaments in the SADC region created a forum for sharing best practices in administration of Parliaments. This has resulted in the following.

- ❖ Improved service delivery as a result of information sharing during annual seminars
- ❖ Improved information sharing through SADC IPU ICT Hub. Utilization of the said hub has improved the quality of research material produced by researchers from various national Parliaments
- ❖ Standardized and systematic way of delivering Parliamentary services and products.
- ❖ Increased awareness on Parliamentary issues because of benchmark exchange visits within the SADC region.
- ❖ The seminar has generated a lot of interest from other national Parliaments outside the SADC region such as Parliament of Uganda, which has been attending the seminar for the past 5 years.





- ❖ Design and implementation of gender mainstreamed institutional policies
- ❖ The seminar has closed an information gap on Parliamentary processes, systems and procedures, in the absence of an established regional Parliamentary training institution. The importance of monitoring and evaluation in administration of Parliaments

Some of the lessons learnt from the Seminar are:

- ❖ The importance of factual approach to decision making using scientific research information
- ❖ The importance of information databases in enhancing research and information sharing
- ❖ The importance of development partners in enhancing service delivery within Parliaments
- ❖ The importance of gender mainstreaming in administration of Parliaments
- ❖ The importance of ICTs in enhancing service delivery.
- ❖ The impact of climate change as a development issue for Parliaments
- ❖ The importance of work-life balance for officers of Parliament and as well as preparing staff for dignified retirement.

### *Resources Required Achieving the Expected Results*

In order to implement the action, a total of USD \$2,115,900.00 is required in order for the intended results to be achieved. The resources required will be allocated towards strengthening the capacity of Parliamentarians and support Staff in undertaking the oversight, law making and people representative roles. The activities to be implemented under the action are provide in the activity justification matrix (Annex I). Informed by the Parliament of Zimbabwe, EU and UNDP financial guidelines, the following measures are considered under the action

#### *1. Venues for Capacity Building*

The Parliament of Zimbabwe is made up of Parliamentarians who are geographically located in all the 10 provinces in the country. As such workshops and seminars will be in all the provinces to ensure there is representation and balance of venues for workshops. However, where necessary, the action will take advantage of Parliamentary sittings and sessions to conduct workshops and meetings.

#### *2. Procurements*

In the previous PSP, there was an arrangement between Parliament and UNDP to make use of organizational competitive advantages in procurement. In this regard, the new action will procure based on annual procurement plans and where possible will procure goods such as ICT equipment using UNDP procurement regulations and guidelines. The engagement of consultants and procurement of consumables will be done under Parliament using country procurement processes and procedures. The daily rates for consultancy work will be based on UNDP daily rates depending on qualification, experience and technicality of consultancy work.

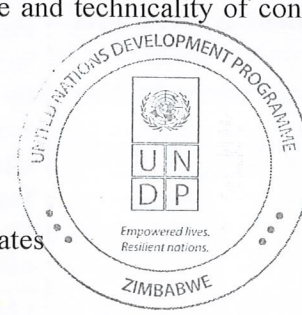
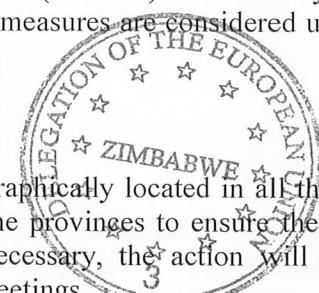
#### *3. DSAs (Local & International)*

The action will apply the UN Harmonized DSA rates.

For International travel, DSAs to be applied will be based on UNDP daily rates

#### *4. Human Resources*

For purposes of managing the action, there will be engagement of Human Resource personnel who will be under the Parliament Programme Coordination Unit. The personnel will comprise of the **Programmes Coordinator, Programme Accountant and the Monitoring and Evaluation Officer** who will be charged with seeing the day to day operations of the action. The Programme Analyst will be charged through direct project costs for the time spent directly attributable to the implementation of the Action, not exceeding





20percent of the working time. Payment rates will be based on time sheets as applied by UNDP and EU. UNDP technical expertise and support will be available for the successful implementation of the action.

The summative breakdown of required fund is given below:

Action Components		USD \$		
Outcomes	Outputs	Year 1	Year 2	Year 3
<b>Outcome 1: Improved good governance and economic development through timely passing of good laws.</b>  <b>ISP Key Result Area 2: Timely passing of Laws that are consistent with the Constitution</b>	Output 1.1: Selected 6 Portfolio Committees capacitated to analyse Bills and timely table quality reports	96,903.00	15,000.00	7,900.00
	Output 1.2: Diversified Citizenry input in legislative making processes.	108,191.00	97,862.00	77,598.00
	Output 1.3 The Executive and Parliament collaborate in passing of Bills	43,400.00	11,550.00	11,550.00
<b>Sub-Total</b>				
<b>Outcome 2: Strengthened Parliamentary oversight in protecting rights of citizens and fostering responsive and accountable governance.</b>  <b>ISP Key Result Area 1: Effective Oversight on all Institutions and Agencies of the State and government at every level</b>	Output 2.1 Selected 6 Portfolio Committees enabled in scrutinizing service delivery and public resource management	219,300	244,620.00	74,225.00
	Output 2.2: Parliamentary support services by Researchers; Committee Clerks and Parliamentary Budget Officers enhanced	103,357.91	28,625.00	5,000.00
	Output 2.3 ZWPC enabled in lobbying and advocacy in gender mainstreaming of Parliamentary	54,000.00	27,825.00	7,700.00



	and National processes.			
<b>Sub-Total</b>				
<b>Outcome 3: Strengthened Administration of Parliament in Project Management</b>	Output 3.1: Results documentation and project visibility refined	113,209.33	42,469.33	42,469.33
	Output 3.2	199,380.33	201,620.33	216,329.66
<b>ISP Key Result Areas 6: Effective administration of Parliament.</b>	Project implementation and coordination improved			
<b>Sub-Total</b>				
<b>Project Total before GMS</b>		<b>937,741.57</b>	<b>669,571.66</b>	<b>399,602.66</b>
<b>UNDP GMS (7%)</b>		65,641.91	46,870.02	27,972.19
<b>Project Total after GMS</b>		<b>1,003,383.48</b>	<b>716,441.68</b>	<b>427,575.85</b>

Table 1 for the detailed budget refer to annex III

### Partnerships and collaborations

At the global level, UNDP is a key player with clear lead mandate on parliamentary development with presence in over 70 countries where it is supporting Parliament Development Programmes. (UNDP Parliament Development Support website). UNDP also has mandate on overall support to democratic and inclusive governance including peace building, political and electoral processes, support to human rights and gender equality, all relevant to respond to a comprehensive Parliament Support and many years of presence in this area), where it is an uncontested thought leader (UNDP: Governance Note). In this regard, lessons will be drawn from this global knowledge through the Parliamentary community of practice global platform. Several UNDP Parliamentary Development tools such as the Parliamentary Guidance Note, will also be instructive. Reference will also be made to leading Parliamentary Development donors and partners such as the SIDA, Parliament Strengthening Position Paper, the EU, Governance Support as well as the World Bank and AFDB global experiences. The IPU, yet another leading player in Parliamentary Development and is UNDP's strategic partner, and together bilaterally or with other leading players such as the IDEA, NDI, Westminster Democracy and the World Bank Institute, have produced authoritative publications informing contemporary developments in Parliamentary Affairs. Some examples are the Global Parliamentary Reports on topical issues such as the Changing Nature of Parliaments, the Parliamentary Reports on Oversight, Measuring Parliamentary Performance amongst others.

UNDP's competitive advantages include: a) Confirmed status as a non-partisan agency, which works closely with national governments to develop programming frameworks and activities b) Long-term experience in parliamentary development c) A significant transferable expertise pool both within the organization and among external consultants, available to support parliamentary development). Co-location in UNDP country offices of both international experts with a broad knowledge of development practice and worldwide contacts, along with national experts e). Commitment to South-South development cooperation f) Synergy



with the policy expertise concentrated at the Bureau of Development Policy and available to institutional strengthening programmes worldwide. g) The ability to mobilize resources and technical support from a variety of development partners both within and outside the United Nations system, which would often not be possible for a single bilateral development agency.

UNDP is an important thought leader in parliamentary strengthening globally. This area is one in which the agency has a substantial competitive advantage that is reflected in the large and growing number of parliamentary development programmes being supported by UNDP. The action will tap from UNDP's global experience, especially, sharing and influencing re-packing of knowledge products to country contexts and complementing the training Modules. For example, portals on Parliament and Environment and Climate Change, The Role of Parliament on Extractives, the Gender and Peace Building. UNDP also has international and regional parliamentary development experts at its Headquarters and Regional Office in Addis Ababa where the later has proximity to the Africa Union where it is supporting the Pan African Parliament to which Parliament of Zimbabwe is a member. These experts provide back-up to the country office. At the Country Office Level, UNDP, has a Governance Team with expertise in development, peace-building, human rights, gender, policy development to support Parliament. Some of the experts have been used in the afore-mentioned training programmes and review of the previous PSP publications.

### Collaboration Mechanisms with CSOs

Some specialized CSOs, academic institutions and think tanks with skills in the areas on parliamentary oversight, representation and legislation, economic and legal literacy, will be engaged as service providers as discussed in table 1 below.

With support from the PSP and other development partners, the 8<sup>th</sup> Parliament, engaged specialised CSOs and Academic Institutions to assist Committees in legislative, oversight and representative roles. This action has identified the following CSOs as potential institutions to magnify and scale up the established relationship. Immense benefits in budget saving compared to hiring experts on the open market were realised from this relationship. Specifically, the action will collaborate with the following CSOs and research and academic institutions who have MoUs under the 9<sup>th</sup> Parliament:

No	CSO/ Institution	Academic	Areas of Collaboration
1	CARL		<ul style="list-style-type: none"> <li>Specialise in legal research and law alignment processes with emphasis on capacity development of the executive. CARL will collaborate with the action in tracking of alignment of laws, sharing of information on the status of key laws to be reviewed and aligned to the constitution. They will assist the Portfolio Committee on Justice, Legal and Parliamentary Affairs.</li> </ul>
2	SAPST		<ul style="list-style-type: none"> <li>Specializes in legislative analysis; economic analysis and literacy; Oversight function. SAPST will assist in training of Committees on Budget, Finance and Economic Development legislative and constitutional analysis Citizen mobilization ahead of public hearings and feedback through satisfaction surveys.</li> <li>The CSO will be collaborated with in unpacking bills and contribute to ensuring that the public appreciates the Bill contents to enhance meaningful participation of citizens during public hearings Enhance public consultations through phone in radio programmes. Assist with other innovative ways of reaching out to the public.</li> </ul>
3	WIPSU; WLSA and ZWLA		<ul style="list-style-type: none"> <li>Specializes in gender, women and child rights. The CSOs will assist in specific Bills analysis and training in marriages and gender mainstreaming targeting mostly Portfolio Committee on Women Affairs, Community, Small and Medium Enterprise Development and Portfolio Committee on Public Service, Labour and Social Welfare</li> <li>Social mobilization ahead of public hearings and feedback through satisfaction surveys</li> </ul>

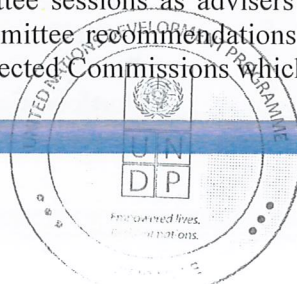


		<ul style="list-style-type: none"> <li>The CSOs will unpack bills and ensure that the public, especially women appreciates the Bill contents to participate knowledgeably. The CSOs will be collaborated with in ensuring increased representation and participation of women in parliamentary affairs including law making.</li> </ul>
4	ZELA	<ul style="list-style-type: none"> <li>Specializes in Mining, Environment and Climate Change. The CSO will assist in training of Portfolio Committees on Land, Agriculture Water and Climate change and rural resettlement; Portfolio Committee on Mines and Mining Development; Portfolio Committee on Environment and Tourism. The CSO will assist in training in international environment agreement; specific Bill and policy analysis, production of policy briefs and oversight of natural resources and other related capacity development issues</li> <li>Social mobilization ahead of public hearings and feedback through satisfaction surveys.</li> <li>The CSO will contribute to ensuring that the public appreciates the Bill contents to participate knowledgeably.</li> </ul>
5	Law Society of Zimbabwe, ZLHR	<ul style="list-style-type: none"> <li>Specializes on Human Rights and will assist in training in Human Rights, Constitutional issues and where feasible, draft model laws for the Portfolio Committee on Justice, Legal and Parliamentary Affairs, Home affairs, and Thematic Committee on Human Rights and Peace and Security. Specific collaboration will be forged, around of electoral legal reforms and related governance areas.</li> <li>Social mobilization ahead of public hearings and feedback through satisfaction surveys</li> </ul>
6	ZEPARU	<ul style="list-style-type: none"> <li>Economic literacy, Budget analysis and research working with the Committee on Budget, Finance and Economic Development</li> </ul>
7	Zimbabwe Institute (ZI)	<ul style="list-style-type: none"> <li>Specializes in Justice, dialogue, social cohesion and women's political participation building the capacity of the Portfolio Committee on Justice, Legal and Parliamentary Affairs, Committee on Women Affairs, Community, Small and Medium Enterprise and Zimbabwe Women's Parliamentary Caucus</li> <li>Assist Citizen mobilization ahead of public consultations and feedback through satisfaction surveys</li> </ul>
8	VERITAS	<ul style="list-style-type: none"> <li>The CSOs will assist with analysing Bills, disseminating information about Portfolio Committee work and Bills. Citizen mobilization ahead of public hearings and feedback through satisfaction surveys</li> </ul>
	Disabled Persons Organization (DPO) (To be identified)	<ul style="list-style-type: none"> <li>A specialized DPO a federation of DPOs will be engaged where appropriate to mobilize people with disabilities to ensure that they meaningfully participate in public hearings and other Parliamentary activities.</li> <li>They will also be requested to assist with sign language and other languages that will assist disabled persons.</li> <li>They will also assist people with disability to understand the contents of Bills</li> </ul>

### Collaboration with Chapter 12 Institutions

In an effort to influence the implementation of recommendations arising from the oversight function of parliament and enhance service delivery by relevant Government departments and line Ministries, selected Portfolio Committees will collaborate with Independent Commissions for purposes of enhancing understanding of sector specific issues and improving the quality of recommendations proffered. Portfolio Committees will be supported to engage independent Commissions and collaborate with the Commissions during; (i) Capacity building workshops, (ii) Oral evidence sessions with the commissions and responsible ministries, (iii) Portfolio Committee sessions as advisers to Committees and (iv) Follow up meetings on status of implementation of Committee recommendations including any inquiries and investigations. The Portfolio Committees and the expected Commissions which will collaborate together are;

No	Portfolio Committee:	Independent Commission that will
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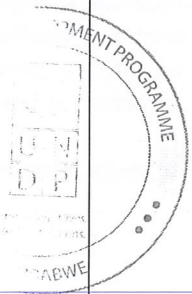

		be collaborated with
1	Justice, Legal and Parliamentary Affairs	ZHRC NPRC, ZGC
2	Defense, Home Affairs and Security services	ZHRC, ZGC, NPRC
3	Local Government and Public Works	ZACC
4	Public services, Labor and Social Welfare	ZHRC,NPRC,ZGC, PSC
5	Women affairs and SMEs	ZGC
6	Environment, Climate Change and Tourism and Land, Agriculture and Rural resettlement	ZACC, ZHRC, ZGC, EMA, ZLC
7	Parliament Legal Committee	ZHRC, ZGC, Law Society, Law Development Commission,

### *Collaboration and partnerships with other development partners*

During the last PSP, UNDP and parliament collaborated well with the World bank and the African Development Bank. Based on this established relationship, below is a narration of the continued complementary support that these two partners will provide to Parliament as they collaborate with UNDP

No.	Development Partner	Project time period	Resources' USD\$	Area of Specialty/ Results/
	World Bank ZIMREF- Component PFMEP	4 Jan 2017 – March 2020	\$800,000.00	<p>The project is part of The Zimbabwe Reconstruction Fund under Component 4 of Public Finance Management Enhancement Project (PFMEP) that will closeout in March 2020.</p> <ul style="list-style-type: none"> <li>• The projects on concentrates mainly in providing accountability in use of public resources through the Public Accounts Committee and Portfolio Committee on Budget finance and Economic Development. Specifically, the project has been key in providing Parliament with tools of analysis of the Auditor General Reports, tracking of audit recommendations and follow ups through verification visits.</li> <li>• The Budget finance Committee has been provided support to conduct budget consultations the 2018, 2019 and 2020 National Budget</li> <li>• The action also provided support to the Parliamentary Budget Office through attending the Global Network for Parliamentary Budget Offices from 2017 to 2019</li> </ul>
	African Development Bank SITA	Jan 2016 – June 2019	\$2 900 000.00	<p>Strengthening Institutions of Transparency and Accountability project (SITA) was funded under the AfDB grant with the aim of enhancing transparency and accountability through the Parliament and the Auditor General's Office of Zimbabwe.</p> <ul style="list-style-type: none"> <li>• The project assisted in establishment of the Parliamentary Budget Office which is a unit now seized with analysis of the national Budget for Parliamentary</li> <li>• Parliament was able to develop 11 training modules and 27 Officers of Parliament and CSOs were trained to be facilitators and trainer.</li> <li>• In the 8<sup>th</sup> Parliament, the project also provided support to the Zimbabwe Women's Parliamentary Caucus, The Parliamentary Legal Committee, The Portfolio Committee on Justice Legal and Parliamentary Affairs, Portfolio Committee on Mines, Mineral Development, Portfolio Committee on Budget, Finance and Economic Development and Portfolio Committee on</li> </ul>



			<p>Land, Agriculture, Water, Rural Resettlement and Climate Change. This also included assisting in conducting budget consultations particularly in 2016 and in pushing for the legislative agenda on economic Bills.</p> <p>Parliament approached AfDB for a new grant. The Bank has since conducted a needs assessment and Mission visit and drafted a new project. Once finalized, the new project is expected to start in January of 2020 and Parliament will be part of three (3) targeted institutions namely itself, Office of the Auditor General and the Zimbabwe Revenue Authority.</p>
			<p>Areas of focus for the new project will include strengthening the capacity of the Portfolio Committee on Budget Finance and Economic Development; The Portfolio Committee on Mines and Mineral Development, The Portfolio Committee on Industry and Commerce, Portfolio Committee on Energy and Power Development and the Public Accounts Committee. The project is also expected to assist in the establishment of a Parliamentary training academy. This action will continue to collaborate in the establishment of the academy by ensuring in as much as possible that the capacity development programmes especially trainings will be aligned towards a training academy. This will be done by utilising some of the experts engaged to establish the academy as well as those already in place. UNDP and EU tapping on global experience in Parliamentary development will mobilize technical expertise to the establishment of the academy.</p>

Furthermore, through integrative democracy and governance programming which guides, UNDP support to national institutions such as Parliament will facilitate for linkages with relevant ongoing projects especially those funded by the EU. Some of these projects are:

- Zimbabwe Electoral Capacity Building Programme- With specific reference to any proposed electoral law reforms working through the Justice Legal and Parliamentary Affairs committee and as guided by Parliament
- Access to Justice and Human Rights Project through facilitation of the relevant Portfolio Committee Members to participate in Universal Periodical Review processes especially follow ups which require Parliament attention.
- Spotlight Initiative and Elimination of Violence Against Women and Girls through creating synergies with this action with all the 6 Portfolio Committees as they are all relevant to issues of gender-based violence.
- Building Trust and Confidence in Zimbabwe's Transition through creation of linkages on issues of national and consensus building initiatives with the relevant Portfolio Committees where appropriate such as follow ups of the National Peace and Reconciliation Reports to parliament
- Global Fund, HIV/AIDS component which is managed by UNDP through facilitation where appropriate for engagement of stakeholders with Parliament.

**Risks and Assumptions**

**Assumptions**

- i. Availability of sufficient resources for the implementation of activities
- ii. Executive and political party whipping system does not over-ride public voice and contribution in law making and oversight





- iii. Executive commitment to continued engagement with legislature on alignment of laws
- iv. Fiscal space allows SDGs, and people centred budget process

### Risks

- i) Political party system continues to override public voice due to political standings
- ii) Low citizen engagement due to deteriorating socio-economic challenges and disgruntlement
- iii) Partial integration of the Parliament Coordination Unit into the Structures of Parliament
- iv) Government focus and attention on economic reforms at expense of other democratic governance initiatives
- v) Targeted committees may get zero or few bills despite investment in capacity building

### Mitigation Measures

- i) The action through mostly the Speaker will continuously lobby across political party lines through Chief Whips for them to uphold constitutionalism and rule of law and respect the rights/voices of the people.
- ii) Parliament to continue incorporating some of the recommendations from the public during various consultations and also ensure some feedback mechanism in which the public is informed of the outcomes of hearings or findings
- iii) Continued engagement by Parliament with Treasury on availing of budget for PCU for full integration as well as sustainability of the action.
- iv) Continuous engagement of Parliament through the Speaker with the Executive urging the latter to respect the institution of Parliament.
- v) This will be managed by empowering the targeted committees to call upon relevant committees to bring forth the bills.

A comprehensive risk log: see annex 1

### Parliament Stakeholders

Parliament of Zimbabwe is a public institution that deals with a number of stakeholders with different levels of influence and interest. The stakeholder's analysis is informed by lessons learnt from previous actions.

#### High influence and high interest stakeholders

Presiding Officers, Members of Parliament and Parliament Departments are the primary beneficiaries of the project and would like to see it succeed and they also have influence in its success. Ministry of Finance and Economic Development is the signatory to external funding and have an allocative influence. The Ministry's interest is in the efficiency and effectiveness of resources allocated to the action. They have a keen interest to see the project achieving its results. These stakeholders will be managed as follows:

- Consistent engagement of Stakeholder at inception; implementation and close out of project
- Compliance with Regulatory Government and Donor requirements

#### High influence and low interest stakeholders

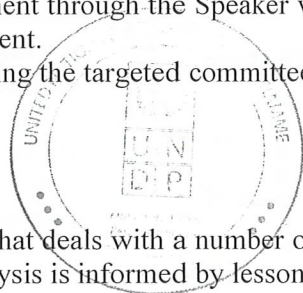
Ministry of Justice, and other Ministries have high influence as they affect the success of the project in the timely passing of laws in accordance to the Constitution. From previous experience, the Ministries have not responded adequately the objectives of the project and its intended results. These stakeholders will be managed as follows:

- Compliance with regulatory requirements
- Provide adequate information for decision making
- Keep them satisfied and improve interest
- Involve them in some project activities

#### Low influence and high interest stakeholders

CSOs, Suppliers of goods & services, Media and Consultants have high interest as they want to provide goods and services and also want to see PoZ representing citizens. They have limited influence in the success of the project. Citizens are interested in the action, but their influence is limited to participation in the activities of the action. These stakeholders will be managed as follows:

- Keep them well informed





- Involve them in some project activities

### Low influence and low interest stakeholders

Institutions of learning and private sector have low influence and low interest as their goals may not be aligned with those of Parliament but if involved, they can make an impact in the success of the action. The private sector can participate and contribute meaningfully to the work of Parliament. These stakeholders will be managed as follows:

- Keep them informed
- Invite them to attend selected activities

### Target Group and final beneficiary definition

Guided by the Constitution of Zimbabwe and the Parliament Institutional Strategic Plan, the target groups will be the following:

#### a) Members of Parliament and Committees

- One Hundred and Seventy five (175) Members of Parliament (female and male) from both the National Assembly and the Senate who sit in the selected parliamentary committees of which each committee has an average of 30 MPs except the PLC which has only five (5) MPs: - The specific committees identified on the basis of the national priority areas as outlined in the Transitional Stabilization Programme and Vision 2030, placing emphasis on economic and political governance reforms. In order to achieve expected results, this action targets nine (9) out of 26 Parliamentary Committees. The justification for the selection of the committees is as follows”

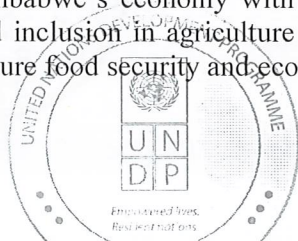
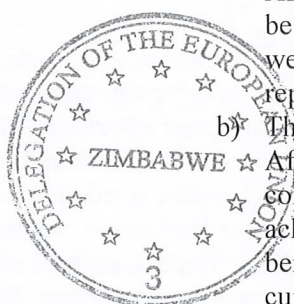
a) The action will support the prioritized legislative agenda as provided for in the President’s State of the Nation Address and other high-level pronouncements. Support will therefore be provided to the Committee on Justice, Legal and Parliamentary Affairs and targeted Committees which will push the legislative agenda. The aim will be for the relevant committees to be responsive to public service beneficial to the wellbeing and development of the Zimbabwean population to which parliamentarians represent

b) The Portfolio Committees on Justice Legal and Parliamentary Affairs; Defense, Home Affairs and Security services; will be supported in order to respond to issues of corruption, human rights, peace building and national dialogue. Contributing to achievements of SDGs in particular SDG 16. It is anticipated that the public will benefit through some changes which may be achieved in respect to social dialogue, curbing of corruption and follow ups on UPR recommendations on human rights

c) The combined committees on Budget Finance and Economic Development and SDGs will be supported to drive oversight on the budget process, allocation and utilization of budget. Support will be extended for the overall oversight in the implementation and monitoring of SDGs.

d) , The Portfolio Committees on Local Government, Public Works and National Housing; Public Services, Labour and Social Welfare; Women Affairs and SMEs will be supported to ensure enhanced accessible service delivery especially to women, children, youth, people living with disabilities and both urban and rural poor. Furthermore, the support to these committees will include citizen engagement for government accountability in realization of the right of citizens. The committee on Women Affairs in collaboration with the Justice, Legal and Parliamentary affairs committees will be supported in pushing for equal representation and participation of women in parliament and other democratic processes working together with Women’s Caucus

e) The Portfolio Committees on Lands, Agriculture, Water, Climate and Rural Resettlement will be supported to enhance its capacity in overseeing the implementation and monitoring of the Ministry’s mandate as a key driver of Zimbabwe’s economy with expected achievements around calling for transparency and inclusion in agriculture development initiatives such as command agriculture to ensure food security and economic recovery.





- f) The Zimbabwe Women's Parliamentary Caucus will be supported to enhance its lobbying and advocacy on gender issues particularly the implementation of the 50/50 provisions in the Constitution of Zimbabwe. The caucus will also be supported in building the capacity of women MPs so that they raise development-oriented motions in parliament.

The capacity enhancement activities identified in this action, are needs based and are informed by the Parliament of Zimbabwe 2018-2023 Institutional Strategic Plan (ISP). The ISP identified constraints that have a negative effect on the successful implementation of the Strategy as follows: -

- a. Inadequate resources from the National Treasury for Parliament to fully execute its constitutional mandate as provided for in section 119 of the Constitution of Zimbabwe;
- b. Low capacity of MPs both female and male to execute their mandates due to varied educational backgrounds as well as 60% of MPs being new entrants following the 2018 Elections;
- c. The complex legislative making process which requires MPs to among others, appreciate the Constitution, legislative drafting and analysis;
- d. Delays in passing of laws due to delays by the executive in tabling Bills in Parliament;
- e. Inadequate capacity of staff members in supporting MPs in thematic and sector specific areas which requires specialized training;
- f. Parliament has been limited in its oversight role due to its own capacities and the unresponsiveness of the Executive to Parliamentary committee recommendations, the reluctance of the executive to submit statutory reports and reluctance of MPs to go against political party dictates due to the entrenched practice of political party whipping.

Some of the identified constraints will be addressed through the PSP contribution to resource provision, capacity enhancement activities, building on previous support and lessons learnt.

#### **b) Administration of Parliament**

The action will target the administration of Parliament as a beneficiary totalling 70 personnel who include, researchers, committee clerks and officers from Legal Counsel to Parliament. These are specifically targeted to benefit from this action. Global parliamentary development best practices have shown that effectiveness of committees in legislative and oversight is best anchored in well capacitated committee staff which include researchers and clerks so as to match, the executive which is better equipped with legal, political, economic analysts' teams and various other experts. Unfortunately, the situation is not the same for Parliament which relies on few staff members with limited specialized skills who service all the 350 MPs. These members of staff lack adequate resources and thematic and specialized skills to fully support the committee functions. In the previous PSP, 58 Clerks and researchers underwent broad training in research and report writing with significant success as reflected in the incremental quality of committee reports produced as evidenced by some of the presentations at the 2018 and 2019 Pre-Budget Seminars. However, the training was mostly generic and the methodology mostly workshop style. The action will enhance the capacity of the Committees Clerks and their researchers with very specific knowledge and expertise, guided by the committees they support which are outlined in table 1. Training modules produced jointly by the previous PSP and the AFDB will inform the capacity enhancement of the committee clerks and researchers. This will be complemented by sharing of knowledge products on contemporary parliamentary development, produced by leaders in the area who include but not limited to, UNDP, IPU, World Bank Institute, Pan African Parliament, NDI and IDEA. The information will be collected and collated thorough UNDP and Parliament teams at international, regional and country levels. IPU and UNDP knowledge portals will be utilized where appropriate. Furthermore, identified staff members, will be exposed to in-depth evidence based and development-oriented research and writing skills through clinics, peer to peer reviews, mentorship, linkages, with local, regional and international academic and research institutions. The above will result in the production of thematic specific policy research papers and briefs accompanied by follow-up actions to ascertain changes in performance staff as well as in MPs as a result of advanced skills acquired.

#### **c) General Citizens**

The final beneficiaries of the action will be the following:



- The general citizens of Zimbabwe including those who are usually left behind such as men and women residing in remote areas, youth and people with disability. This is important because Parliament is a representative institution in which MPs, not only represent those who voted them into power but every citizen of Zimbabwe. In this regard, CSOs, FBOs, and other key non-state actors will collaborate with Parliament in the implementation of this action through reaching out to the citizenry and preparing citizens with information especially in law and budget making processes so that citizens, participate meaningfully. This engagement will contribute to increased adoption of recommendations from the public. Through participatory and representative democracy, the general citizenry which includes women, men, youth and people with disabilities will benefit from targeted activities such as public consultations which will be undertaken under the PSP. These public consultations will allow the citizenry to give their submissions on bills and issues of policy which when recommended to and implemented by the Executive will lead to improved public resources utilisation and the social wellbeing of the people.
- **Women** have been affected by the slow implementation of the gender equality provisions in the Constitution, manifesting through low numbers of women in Parliament, and other decision and leadership positions in both the public and private sector, increased vulnerability to Gender Based Violence (GBV) and other socio-economic problems including unpaid care work which makes most of them unable to participate meaningfully in parliamentary and other development processes. Special measures will be employed to ensure where feasible, women participate equally in PSP activities and Parliamentary processes. Measures to be put in place will include targeted collaboration with CSOs mentioned above who will offer training, mentorship, bill analysis and simplification and information to enable women's meaningful participation in for instance public consultations. Efforts will be made to ensure public consultations and verifications are held during appropriate time and places appropriate and accessible to women considering that they have several gender roles to play and most of the ordinary women do not afford domestic helpers
- **People with disabilities** will be assisted to fully participate in the business of Parliament in collaboration with DPOs. People with disabilities will be assisted in appreciating Bill content and accessing of Bills to participate meaningfully. Efforts will be made by Parliament in ensuring that public hearing venues are easily accessible to people living with disabilities. Special measures to ensure that people with disabilities are more represented, in the contribution to bills which directly affect them will be employed by directly engaging their representative bodies and providing information on time.
- **Ordinary men and women in the remote areas will be reached out to through the action.** This is a positive shift from the previous PSP in that some of the public hearings and some Parliament activities will be done in remote areas to ensure that no one is left behind.

Overall, the action will result in improved democratic governance that will have the general public benefiting from improved human rights, enhanced service delivery in selected sectors including;

- improved service delivery by Municipality councils particularly on refuse collection
- efficient provision of Identity documents by the Registrar General's Office,
- improved justice delivery systems as a result of inquiries into the Attorney General's Office and improved Legal Aid system.

### ***South-South and Triangular Cooperation (SSC/TrC)***

Building from lessons learnt from the previous PSP, the action will provide MPs from the selected committees and Parliamentary staff an opportunity to enhance their skills through regional training courses and will facilitate for a benchmarking visit. Specifically, the PLC (5 PLC member) will attend a Legislative drafting and Parliamentary procedures training course in Arusha Tanzania at the East Southern African Management Institute (ESAMI). They will be accompanied by 2 Legal officers in the Counsel's office and it is expected that the training will enhance their drafting skills cognisant of Parliamentary Procedures and Processes

Selected members of the Portfolio Committee on Women, Gender Development and SMEs and the Portfolio Committee on Justice Legal and Parliamentary Affairs to learn best practices on implementation and upholding of human right, gender and rule of law through a visit to Uganda/Kenya. This benchmark will



assist in the compiling of recommendations to be submitted to the executive and development of action plans on how SDG 16 can be achieved.

Ten (10) Parliamentary staff (5 Researcher and 5 Committee Clerks) will be assisted in peer to peer mentorship programmes with other Parliamentary staff from regional Parliaments in the ZIM/ZAM/BOTS seminar. The mentorship programme will be aimed at sharing ideas, skills and best practice in conducting Parliamentary business for improved Parliamentary support services.

It is important to note that the ZIM/ZAM/BOTS seminar is a key activity that provide senior Parliamentary Staff to interact with regional colleagues and share experiences and lessons learnt in executing duties and is a key source of administrative practices that Parliament can implement to reform itself. As such the continued attendance of Parliamentary Senior Staff to the ZIM/ZAM/BOTS seminar is expected to result in an improved fully functioning Parliament. This will enable Parliament to identify regional best practices that can be adopted and assist Parliament to realize its vision of being a Strong, Independent, people-driven, world class Parliament

### ***Knowledge Management***

Appreciating the fact that there has been previous support to Parliament by various development partners, the action will build on lessons from the previous actions. The action takes into consideration the following recommendations from previous action evaluations:

- i) The need for enhanced documentation on results
- ii) The need to enhance visibility of the PSP project and its results
- iii) The need to develop information dissemination tools (Communication Strategy)

The need to enhance the communication and visibility activities will be aligned to Parliament of Zimbabwe Institutional Strategic Plan (2019-2023) and European Union Communications and Visibility Guide. Some of the key actions will be taken by the action are as follows:

- i) Implement the Communication and Visibility Strategy aligned to the Parliament's ISP and EU visibility and communications guidelines. (The Communication Strategy was developed alongside this action) A tool to monitor and track progress in the implementation of the Communication and Visibility Strategy will be put in place and reporting on this will be done every project board meeting
- ii) Develop a Parliamentary Support Programme website aimed at enhancing the visibility of partners and project results and collaboration of various partners in supporting Parliamentary processes.
- iii) An important high visibility activity in the action is the Parliament Open Day which will show case the work of Parliament and serve as an opportunity for public engagement on Parliamentary business. Branded promotional materials showing visibility of the action and its partners will be produced.
- iv) UNDP, Parliament and Partners will utilise the commemoration of the annual UN Days such as Human Rights Day, the International Women's Day, International Day of Persons with Disabilities, International Day of Peace, International Day of the Girl Child as another opportunity to show case the work, results and partnership of the action.
- v) As the activities of the action are being implemented, opportunity will be taken to bring visibility through promotional materials such as banners, stickers, tear drops.
- vi) Innovative approaches to public participation such as radio and television radio programmes. Extensive use of social media such as twitter, YouTube, Facebook and WhatsApp groups will be employed in information dissemination and enhance visibility of the action.
- vii) The launch of this action will form part of the communication and visibility strategy activities will include, joint press statements by parliament, EU and UNDP as well as coverage on electronic and print media and social media. They will be joint preparations by the action technical and communication teams to ensure that the project intended results are communicated to a wider rich.

**SDG materials:** In line with supporting the work of various committees, material on SDGs will be produced highlighting the role of Parliament in exercising legislative and oversight towards achievement of SDGs



## *Sustainability and Scaling Up*

This is the 4<sup>th</sup> successive Parliamentary Support Programme by UNDP in collaboration with different development partners including the European Union and Government of Sweden. The Parliament of Zimbabwe has over successive support cycles transformed into a stronger and more robust institution. Parliament of Zimbabwe has taken responsibility of running its own programmes and work which is important in demonstrating the sustainability of the capacity enhancement initiatives take so far albeit with further improvements that still need to be put in place.

### **Financial sustainability**

Over the past two years there has been a marked increase in the budget allocation to Parliament. This has increased the support to Committee business. Parliament of Zimbabwe conducted a capacity needs assessment and development study in June 2017. Capacity gaps were identified at three levels, institutional, functional, departmental and individual level. Parliament is currently implementing actions to address the gaps identified to enhance sustainability. One such recent activity is the recruitment of more researchers, committee clerks and economists for the Parliament budget office and the salaries of these members of staff will be paid from treasury.

Further, Parliament has started to take steps to integrate the PCU into its administration structure so that the salaries of PCU staff are paid by treasury as outlined below and in the Institutional Strategic Plan (ISP) 2018-2023. There is already communication to the Treasury on the integration of the PCU. The PCU is a great resource for Parliament charged with coordination of development projects but also delivers on other central functions of Parliament. Already the PCU is supported by Researchers and Committee Clerks especially in the implementation of activities and generation of activity reports which the PCU collates and synthesizes in accordance to project management requirements. Noting that the operationalization of the ISP commenced in the 4<sup>th</sup> quarter of 2019, its implementation is approximately one year behind and some of the proposals made will be implemented in 2020. The review of the ISP will provide expected milestones on the process of integration.

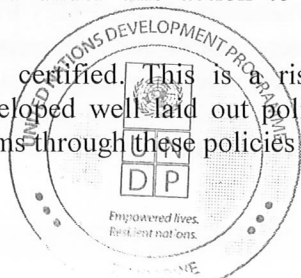
### **Institutional sustainability:**

Capacity development initiatives for Parliament and in particular, training of Member of Parliament, are quite expensive and in order to do this necessary work, at low cost, Parliament carried out a feasibility study to establish a POZ training academy. The study was approved in 2019. The study recommended that a training academy be established as soon as is practicable. Pending the establishment of the Training Academy, Parliament has taken the initiative to train a pool of trainers who will be responsible for rolling out training activities for MPs and staff instead of totally relying on consultancies as is the current practice. In 2019, a total of 27 internal staff were trained as trainers as part of strengthening the training academy concept. Further CSOs and development partners staff were also trained as part of the pool of trainers. So far, the trainers have conducted induction and sector specific training for Members of Parliament. This initiative will result in savings for Parliament. Further, to enhance sustainability, 11 Sector specific modules were developed, these modules will be used for the second level and sector specific capacity building for Parliament. Previously sector specific trainings were conducted by consultants. Going forward, 27 of the internal trainers will conduct most of the trainings.

Anchored in the recommendations of the Mid-Term Review of the previous programme, Parliament made a decision to find cost effective ways of conducting public consultations for Parliamentary processes. These include, splitting committees for outreach and hearings so as to reduce the allowances, holding radio and other digital platforms-based consultations, conduct most trainings and workshops locally and value for money venues.

Some administrative costs that include transportation and accommodation for MPs for activities conducted whilst the House is sitting will be covered under the Parliament budget to reduce costs and enhance sustainability. Furthermore, Parliament will fund for the remainder of the Portfolio Committees and Thematic Committees not funded under this action to conduct Committee business through the vote allocations from the treasury.

Parliament is ISO – 9001:2015 certified. This is a risk-based quality management system. Through certification, Parliament has developed well-laid out policies and procedures. In the event of a systems failure, it is easy to rectify problems through these policies and procedures. This enhances sustainability.





The action remains wholly a national initiative owned by the Parliament of Zimbabwe. In this regard, participatory approaches, building of consensus through mutually beneficial synergies is key. Development partners are considered as key partners in provision of technical and strategic support and advice.

**Policy Level sustainability:** The legislative agenda that the action will support is likely to result in the remaining unaligned laws under the purview of the prioritised Committees being aligned. This is key in anchoring of the policy and legislative work of Parliament. Systems and procedures for Parliament have been produced over the years of the implementation of the PSP which continue to be operational and used and thus ensuring sustainability. Selected Committees for support by the action are:

1. Portfolio Committee on Justice, Legal and Parliamentary Affairs
2. Parliamentary Legal Committee
3. Portfolio Committee on Defence, Home Affairs and Security Services
4. Portfolio Committee on Budget, Finance and Economic Development. Focusing on SDGs
5. Portfolio Committee on Local Government, Public Works and National Housing
6. Portfolio Committee on Public Service, Labour and Social Welfare
7. Portfolio Committee on Women Affairs, Community, Small and Medium Enterprise Development.
8. Portfolio Committee on Environment, Climate Change and Tourism. Focusing on Climate Change
9. Zimbabwe Women's Parliamentary Caucus

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#### IV. PROJECT MANAGEMENT (1/2 PAGES - 2 PAGES RECOMMENDED)

##### *Cost Efficiency and Effectiveness*

Adopting the recommendations from formative evaluations from the previous PSP, the action will implement the following;

##### **Efficiency**

- The cost of reaching one citizen for public hearings on draft bills is US\$34.49/person. This cost is high and unsustainable for parliament to scale up with their current design. Innovative ways of seeking views of a large proportion of the population will be implemented. Among others, phone in public hearings and submission of citizen's views through internet platforms will be applied.
- While maintaining interventions during parliamentary seating the PCU will systematically plan ahead to maximise the number of activities carried out through Parliamentary recesses.
- The departments of parliament will be accountable for their own delivery under the PSP.
- Parliament will exercise greater leadership in ensuring that those donors who can contribute through the basket, in-terms of institutional regulations, will do so. There will be emphasis of cofounding of activities by Development Partners

##### **Effectiveness**

- The action will go through a process of identifying results in each of the outcomes. This will go beyond quantification of results but also document the qualitative achievements that have been achieved e.g. changing relationships and attitudes, commitments, and changing confidence levels.
- The PSP will prioritise facilitating implementation of the ZWPC strategic plan.
- The PSP will broaden its conceptual appreciation of capacity development beyond individual training to include institutional and organisational capacity strengthening.
- This action will assist Parliament to take steps to fully integrate the PCU by the end of this project into its organizational structure. Currently, Parliament has effected a sliding salary scale that reflects its commitment towards integration and this is reflected in the budget.

##### **Project Management**

The Parliament of Zimbabwe shall be the Implementation Partner (IP) for this programme. As the IP, the Parliament of Zimbabwe will be in charge and accountable for overseeing the programme and the AWP, including the monitoring and evaluation of activities, achieving targets, outputs and outcomes. This will be achieved through the Programme Coordination Unit (PCU) which shall be responsible for the day to day implementation of the programme. The Unit shall be responsible for:



- a) Programming the project to ensure successful implementation of programme
- b) Developing quarterly and annual work plans and reports for approval by the Project Board and subsequently the Steering Committee
- c) Monitor the project progress
- d) Generate progress update report (financial and narrative) and update key stakeholders on the status of results achieved at all levels
- e) Facilitate in procurement of any goods and services that might be purchased under the PSP in line with the Development Partners regulations and Procurement Regulatory Authority Zimbabwe (PRAZ).

In an effort to ensure sustainability and reduce the burden on the project, direct labour costs charged have been reduced on a sliding scale as follows, reduction of previous project staff cost at 30% in the first year, 40% in the second year and 50% in the third year. Due to the importance of the Monitoring and implementation function to ensure measurement of results, direct labour costs for M & E Officer have been included. The full project staff compliment will be as follows:

- (1) Parliament Programme Coordinator
- (2) Parliament Programme Accountant
- (3) Monitoring and Evaluation Officer

In terms of funding, the action is expected to fund the project management staff's salaries (70% in the first year, 60% in the second year and 50% in the third year of previous salaries). In the 3<sup>rd</sup> year it is expected that Parliament will have assumed 50% of the staff costs and 100% in the 4<sup>th</sup> year. Parliament will also continue to bear the costs of office accommodation, telephones, transport and other staff related costs. The roles of project staff will be as follows;

#### **The Parliamentary Programme Coordinator**

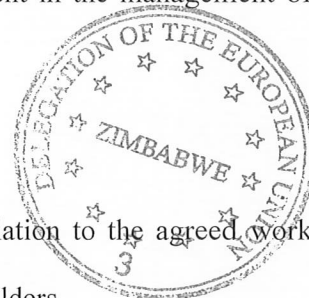
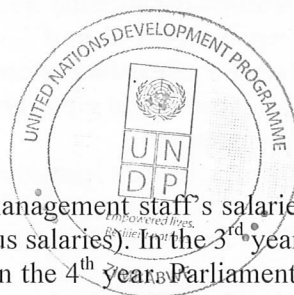
The PCU shall be headed by a Parliamentary Programme Coordinator who shall be stationed at the Parliament of Zimbabwe and shall be the accounting officer of the PCU reporting to the Clerk of Parliament with the following roles and functions:

1. Planning co-ordinating and managing the Parliamentary Support Programme
2. Liaising with UNDP and other development partners working with Parliament in the management of programme
3. Directing the Programme Coordination Unit
4. Preparing year annual and quarterly work plans, budgets, and reports
5. Identifying and working with international, regional or national experts
6. Monitoring and evaluating programme deliverables
7. Collecting and analysing management related information
8. Preparing regular quarterly reports on the progress of the programme in relation to the agreed work plans and strategy
9. Facilitating interaction between management, committees and relevant stakeholders
10. Preparing a detailed programme implementation plan for review and approval by Management of Parliament
11. Performing any other programme related duties as directed by the Clerk of Parliament.

#### **The Parliamentary Programme Accountant**

The accounting and finance of the action will be handled by the Parliamentary Programme Accountant (PPA) who will be reporting to the PPC and will be conducting the following roles:

1. Preparing year annual and quarterly work plans and budgets,
2. Preparing Annual and quarterly financial reports
3. Disbursing of project funds
4. Tracking financial standing of grants
5. Maintain monthly project accounts (ledgers)
6. Assisting departments with financial compliance
7. Collecting and analysing management related information
8. Preparing regular quarterly reports on the progress of the programme in relation to the agreed work plan and strategy
9. Maintaining Asset verification register





10. Performing any other programme related duties as directed by the PPC

### **The Monitoring and Evaluation Officer**

The Monitoring and Evaluation Officer (M&E, O) will be responsible for ensuring M&E compliance for the intervention and will report to the PPC with the following roles:

1. Ensure that the established guidelines on Programme and Project monitoring and evaluation for different Programme and Project components are respected
2. Identify information requirements for Programme and project outcomes concerning monitoring and evaluation
3. Review the performance indicators and reports of the intervention
4. Establish and manage a performance monitoring framework with clear – cut goals, outcomes, outputs, inputs, processes, indicators, data needs and sources, reporting formats and frequency, for effective monitoring, reporting and updating progress of donor – funded programs and projects in different sectors;
5. Develop a comprehensive baseline and collecting periodic data and information against the baseline to assess and report on the overall development of these areas. Baseline data will be collected through survey and review of existing information;
6. Monitoring and follow up progress on various proposals, meetings reports, working papers etc. with concerned components
7. Identifying key issues, lessons learned and best practices in Parliament capacity building
8. Monitoring and report on the performance of the Programme and Project
9. Prepare quarterly and annual project monitoring reports containing summary data on overall performance against targets
10. Assist the Programme Manager in preparing Programme and Project Progress Reports
11. Set up operational arrangements for collecting, analysing and reporting to sustain the monitoring and evaluation function.
12. Carry out any other duties that may be assigned by the Parliamentary Programme Coordinator.



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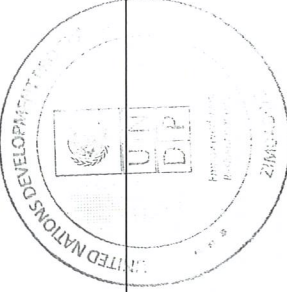
**V. MONITORING AND EVALUATION**

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans which is guided by the M&E Plan

**Monitoring Plan**

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
<b>Track results progress</b>	<p>Through the PCU, data collection will be collected for the purpose of; assessing how well the action is doing, how we can get back on track and whether planned results are being achieved</p> <ul style="list-style-type: none"> <li>• Due to the risk of political polarization. There will be monitoring of the risk log to ensure the implementation of the action and other projects, is neutral on political issues. There will be monitoring and management to ensure the action adopts a consensus building, approach</li> <li>• The risks of Delays in tabling of Bills. Monitoring will be conducted to ensure there are more intense and structured consultations between Parliament and the Executive through the leader of government business.</li> <li>• For the purpose of managing the unstable macroeconomic environment, continuous monitoring of budget and budget activities to present economic status will be conducted</li> </ul>	<p>Monthly, Quarterly and yearly in that sequence for each indicator.</p>	<p>There will be adoption of qualitative data collection methods such as focus group discussion, beneficiary assessments and Transect walks. .</p> <p>A closely monitored risk log to keep track of identified risks and actions taken with regards to mitigating of;</p> <ol style="list-style-type: none"> <li>1. Political Polarization Risk</li> <li>2. Risk of Delays in tabling of Bills</li> <li>3. Macroeconomic Risk</li> </ol>	<p>UNDP Selected CSOs</p> <p>PoZ &amp; UNDP</p>	
<b>Monitor and Manage Risk</b>	<p>The action is expected to generate a lot of lessons in execution and closure. They will be collected as the action is being implemented for the purpose to shape current and future programmes</p>	<p>At least annually</p>	<p>The project management gathers key lessons around;</p> <ul style="list-style-type: none"> <li>• Effectiveness</li> <li>• Efficiency</li> </ul>		

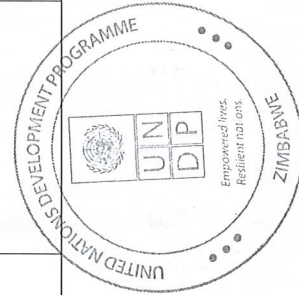


			<ul style="list-style-type: none"> <li>• Relevance</li> <li>• Sustainability</li> </ul>	
<b>Annual Project Quality Assurance</b>	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.	
<b>Review and Make Course Corrections</b>	For the purpose to ascertain if the action is on course and action reprogramming. Monthly technical review meetings between UNDP Governance Unit and PCU will be conducted.	At least Monthly	Performance data, risks, lessons and quality will be discussed by the Technical team and used to make course corrections on day to day operations of the action	
<b>Project Report</b>	Quarterly and Annual progress reports will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)	Quarterly and annual progress reports produced each year throughout project implementation	
<b>Project Review (Project Board)</b>	<ol style="list-style-type: none"> <li>1. A Steering Committee will hold semi-annual project review meetings to discuss on policy issues around the action</li> <li>2. The project board will hold quarterly project reviews to assess the performance of the action and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project.</li> </ol> <p>In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.</p>	 <p>Specify frequency (i.e., at least annually)</p>	 <p>Review, analysis and deliberation of action progress will be done in the project board reviews</p>	



**Evaluation Plan<sup>2</sup>**

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-Term Evaluation	2 External Consultants			July 2021	Presiding Officers Admin of Parliament Development Partners MPs	USD\$ 20,000.00
End of Project Evaluation	External Consultant			December 2022	Presiding Officers Admin of Parliament Development Partners MPs	USD\$ 10,000.00





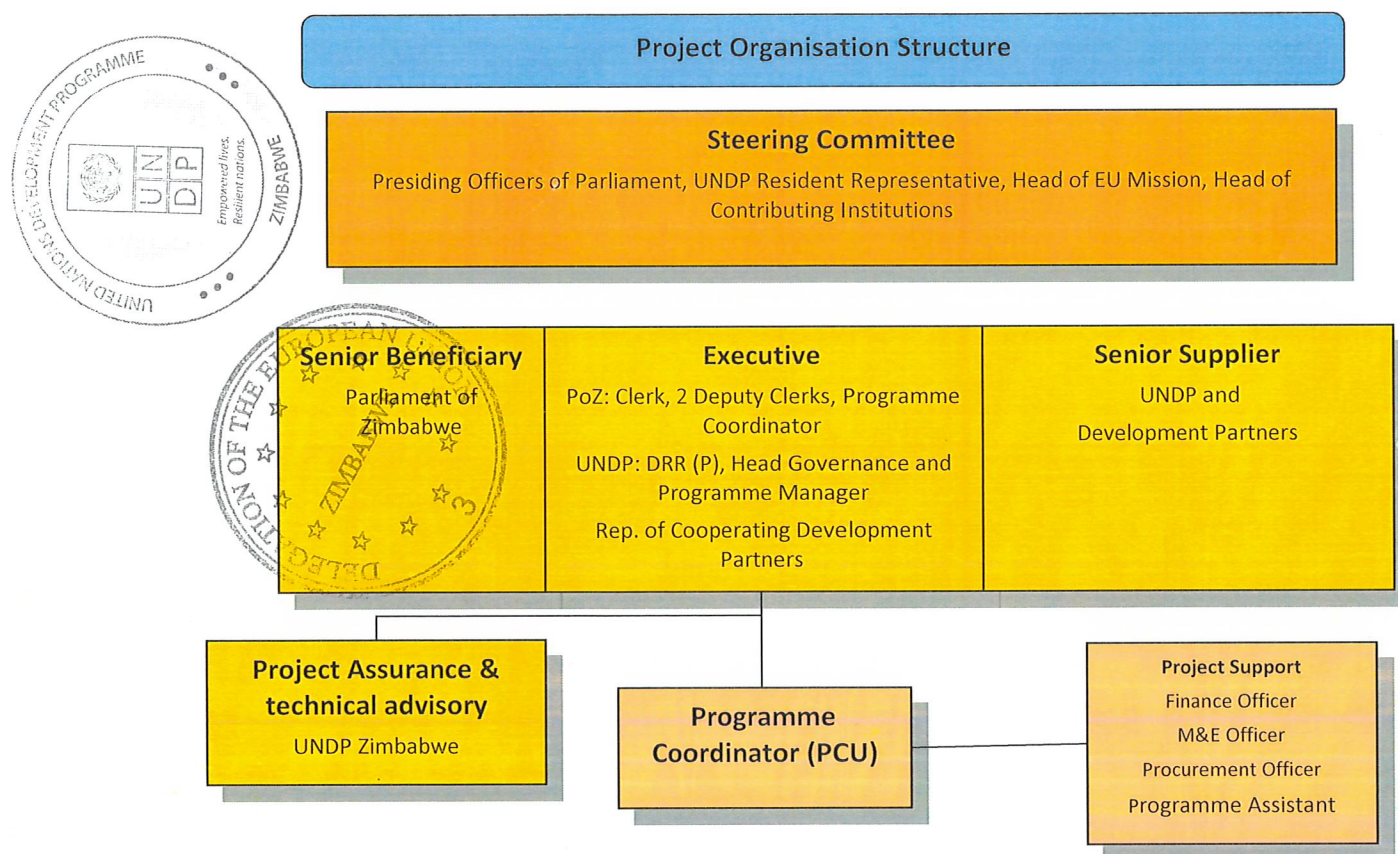


## VI. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The organizational structure for the management and implementation of the action will be as follows:

UNDP will have a **Programme Manager** dedicated to the implementation of the action with the support of the **Team Leader for Governance and Peace Building**. UNDP will provide overall quality assurance of the action through sound technical advisory support anchored in global experiences and best practices. This will include a compilation of result and evidence-based donor reports. Furthermore, the Programme Manager will be assisted by a UNV (Programme Assistant) to expedite PSP related actions<sup>1</sup>. UNDP will link various components of the action to national, regional and international experts on contemporary parliamentary development processes. Further, UNDP will provide expertise in the area of SDGs including mainstreaming of SDGs in the selected committees' legislative and oversight work.

The Parliament of Zimbabwe has a Programme Coordination Unit headed by a **Parliament Programme Coordinator** and including expertise in programme execution, finance and Monitoring and Evaluation. The Programme Coordinator is responsible for implementation of all programme activities established by this action. Further, she/he is responsible for day-to-day management and decision-making for the programme, as well as ensuring that the programme produces the outputs and results specified in this programme document, in compliance with the required standards of quality, within the specified limits of time and cost and in line with Development partner's rules and regulations. Together, these staff members constitute the Programme Coordination Unit (PCU) and will be based at the Parliament of Zimbabwe.



### Project Steering Committee

The Steering Committee shall serve as the overall policy and decision-making mechanism. The Steering Committee shall be comprised of the Presiding Officers (Speaker and Deputy Speaker of National Assembly; President and Deputy President of the Senate) of the Parliament of Zimbabwe and Heads of



Cooperating Partners. The Steering Committee will meet annually to discuss on strategic and policy issues of the PSP.

### Project Management Committee

There shall be a Project Board comprising the Clerk of Parliament, UNDP Deputy Resident Representative (Programmes), Head of UNDP Governance and Peace Building Unit, UNDP Programme Manager, Two Parliament of Zimbabwe Deputy Clerks, Parliament Programme Coordinator and representatives of Cooperating Development Partners and representatives of CSOs.

The Board shall be co-chaired by The Clerk of Parliament and the UNDP Deputy Resident Representative (Programmes). Other stakeholders may be co-opted by the Project Board as appropriate. The Project Board shall meet every quarter. It shall be responsible for general oversight of programme activities, including financial oversight and approval of funding allocations within the overall budget as recommended by the Programme Coordinating Unit. It shall receive regular reports from the PCU, approve major activities and expenditures, ~~reach consensus and take decisions in any change in the programme work plan, provide on-going risk analysis, and consider funding for emerging issues.~~ Decisions of the Project Board will be by consensus. Any matters in which consensus is not reached shall be referred to the Steering Committee for final determination. The Project Board shall be facilitated by the PCU, which shall provide secretariat services. Specific functions of the Project Board shall be:

- a. Pre-Approve Annual Work Plans, Quarterly Work Plans and Budgets and authorize any major deviations / amendment from the agreed work plans and budgets
- b. Review and pre-approve progress reports
- c. Review the progress of the programme and make recommendations for any improvements
- d. Undertake programme implementation oversight and monitoring functions, ensuring that appropriate milestones are achieved
- e. Oversee internal and external evaluation of the programme



## VII. LEGAL CONTEXT AND RISK MANAGEMENT

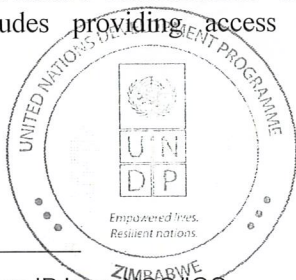
### LEGAL CONTEXT STANDARD CLAUSES

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Zimbabwe and UNDP, signed on 27 May 1980. All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

### RISK MANAGEMENT STANDARD CLAUSES

#### Option a. Government Entity (NIM)

1. Consistent with the Article III of the SBAA, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP’s property in the Implementing Partner’s custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:
  - a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
  - b) assume all risks and liabilities related to the Implementing Partner’s security, and the full implementation of the security plan.
2. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the Implementing Partner’s obligations under this Project Document [and the Project Cooperation Agreement between UNDP and the Implementing Partner]<sup>3</sup>.
3. The Implementing Partner agrees to undertake all reasonable efforts to ensure that no UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via [http://www.un.org/sc/committees/1267/aa\\_sanctions\\_list.shtml](http://www.un.org/sc/committees/1267/aa_sanctions_list.shtml). This provision must be included in all sub-contracts or sub-agreements entered into under/further to this Project Document.
4. Consistent with UNDP’s Programme and Operations Policies and Procedures, social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
5. The Implementing Partner shall: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.



<sup>3</sup> Use bracketed text only when IP is an NGO/IGO



## VIII. ANNEXES

1. **Project Quality Assurance Report**
2. **Social and Environmental Screening Template** [English][French][Spanish], including additional Social and Environmental Assessments or Management Plans as relevant. *(NOTE: The SES Screening is not required for projects in which UNDP is Administrative Agent only and/or projects comprised solely of reports, coordination of events, trainings, workshops, meetings, conferences, preparation of communication materials, strengthening capacities of partners to participate in international negotiations and conferences, partnership coordination and management of networks, or global/regional projects with no country level activities).*
3. **Risk Analysis.** Use the standard [Risk Log template](#). Please refer to the [Deliverable Description of the Risk Log](#) for instructions
4. **Capacity Assessment:** Results of capacity assessments of Implementing Partner (including HACT Micro Assessment)
5. **Project Board Terms of Reference and TORs of key management positions**
6. **Circular 01-2015 to UN Entities: DSA rates for Government and IP Officials**

<sup>1</sup> In line with UN reforms UN agencies are encouraged to use UNVs to support their work



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