



Zimbabwe

Development Cooperation Policy

September 2019

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FOREWORD

It is with great pleasure that I present the **Development Cooperation Policy, 2019**. This Policy is a culmination of multi-stakeholder consultations, including active collaboration within Government, as well as with Development Partners, Civil Society, and the Private Sector.

In view of the changing global perspective on development cooperation, and the practical absence of a functioning development cooperation framework in Zimbabwe, it became necessary for Government, in consultation with stakeholders, including local and international development partners, to review and update the 2009 Aid Coordination Policy.

Through this Policy, Government has domesticated global commitments, including those on effective development cooperation and the 2030 Agenda for Sustainable Development: **“The Future We Want”**, with its emphasis on **“leaving no-one behind”**.

As the country accelerates its re-engagement efforts under the “New Dispensation”, this Policy could not have come at a better time, as it will leverage on the goodwill that is being created, anchoring Zimbabwe’s efforts to re-engage with the international community as well as the broader development community within our borders.

Reinforcing and expanding development partnerships and strengthening the development cooperation architecture in Zimbabwe is critical to the achievement of inclusive growth and sustainable development results. This also supports collation of real-time development cooperation data, while strengthening efforts to re-engage with the international community.

The Policy will institutionalise both vertical and horizontal mutual accountability, as well as support improved effectiveness and efficiency in the allocation and use of limited public resources. It will complement ongoing economic reforms, particularly in fiscal policy and debt management, and enhance economic governance by fostering policy consistency, efficient public-sector institutions, transparency and accountability.

It clarifies and concretises Zimbabwe’s vision of inclusive partnerships to further our development agenda, and provides the framework for improved management and coordination of development cooperation. By providing clearly articulated policy statements and action points, it serves a dual purpose to:

- Increase efficiency and effectiveness of development cooperation in Zimbabwe; and
- Provide a basis on which the additional resources required to complement Government efforts to achieve short-to medium-term development priorities can be mobilised.

Therefore, it is my expectation that all development partners, local and international, will embrace the cooperative spirit of this Policy, in order to ensure effective development cooperation in Zimbabwe. This will assist Zimbabwe's efforts towards attainment of the Vision of a Prosperous & Empowered Upper Middle-Income Society by 2030, as well as the Sustainable Development Goals.

A handwritten signature in black ink, appearing to read 'M. Ncube', with a horizontal line underneath.

Hon. Prof. M. Ncube

Minister of Finance and Economic Development

ACRONYMS

| | |
|------------|---|
| CADC: | Cabinet Committee on Development Cooperation |
| CSO: | Civil Society Organisation |
| DCPAF: | Development Cooperation Performance Assessment Framework |
| DCPDF: | Development Cooperation Policy Dialogue Forum |
| DEVPROMIS | Development Projects Management Information System |
| DOMM: | Development Outcomes Monitoring Matrix |
| DPCG-C: | Development Partners' Coordination Group—Heads of Cooperation |
| DPCG-M: | Development Partners' Coordination Group—Heads of Mission |
| DPWG: | Development Partners' Working Group |
| GDPF: | Government Development Partner Forum |
| Government | Government of Zimbabwe |
| GPEDC: | Government Platform for Effective Development Cooperation |
| GWG: | Government Working Group |
| ICD: | International Cooperation Department |
| IMD: | Implementation and Monitoring Department |
| IPU: | International Parliamentary Union |
| JAR: | Joint Assessment Review |
| MDAs: | Ministries, Departments and Agencies |
| NDCF: | National Development Cooperation Forum |
| NGO: | Non-Governmental Organisation |
| ODA: | Official Development Assistance |
| PB: | Project Board |
| PSC: | Project Steering Committee |
| PTG: | Project Technical Group |
| PEFA: | Public Expenditure and Financial Accountability |
| PFM: | Public Finance Management |
| SDGs: | Sustainable Development Goals |
| SWAP: | Sector-Wide Approach |
| TA: | Technical Assistance |
| TWG: | Technical Working Group |

CHAPTER 1: INTRODUCTION AND BACKGROUND

Introduction

1. The existence of a clear policy on management and coordination of Development Cooperation ensures coherence in public sector interventions, and guarantees that development assistance plays a strong catalytic role in economic and social development.
2. In the past years, lack of a clear and comprehensive development cooperation policy framework created a disconnect between national planning processes and support provided by Development Partners (Bilateral and Multilateral), resulting in uncoordinated, fragmented and overlapping interventions that, for the most part, saw the inefficient and ineffective use of available external development resources.
3. Having recognised the importance of development cooperation as an integral part of the national development agenda, Government launched an Aid Coordination Policy in 2009. This Policy, however, did not clearly define operational structures and provide guidelines for the mobilisation and management of development cooperation, that way depriving it of the basic foundation of, and buy-in to **"The Development Cooperation That Zimbabwe Wants"**.
4. Given the above, and the paradigm shift from aid effectiveness to effective development cooperation, as well as institutional changes within Government, it has become necessary to review and reposition the 2009 Policy.
5. Hence, through an extensive consultative process, encompassing stakeholders in the local and international development community, Government has developed this Development Cooperation Policy, also guided by Vision 2030, and our National Development Agenda¹.
6. The Policy sets out Government's vision of efficient and effective development cooperation, including actions which will turn this desire into reality, as Development Partners complement Government efforts by aligning interventions to the country's development priorities.
7. It also creates a platform for better structured cooperation between Government and Development Partners, at the same time reinforcing Government's capacity to exert its coordination role in mobilisation and management of external resources.

¹ The National Development Agenda includes the current Transitional Stabilisation Programme, future National Development Plans and sector strategies/policies

8. It further addresses concerns related to opaque institutional coordination platforms, inadequate and often unclear procedures related to mobilisation, negotiation and management of external resources, as well as inadequate accountability systems.
9. It is expected that through implementation of this Policy, Development Assistance effectiveness will be improved significantly, with removal of unnecessary overlaps and fragmentation, that way guarding against duplications and, at the same time, increasing alignment.
10. This should also culminate in the opening up and sharing of basic information on the “**three Ws**” of development cooperation which are: **Who** is doing **What, Where**, and enhance Government’s ability to monitor and manage development cooperation and use available resources effectively and efficiently.

Overview of Challenges

11. Government continues to encounter a number of challenges that have proven to be stumbling blocks to ensuring the effectiveness and coordination of development cooperation. These include the following, among others:
 - Lack of effective development cooperation coordination mechanisms between Government and Development Partners;
 - Non-alignment of Development Partners’ support to the National Development Agenda;
 - Lack of clarity over division of responsibilities within Government, with Ministries, Departments and Agencies (MDAs) negotiating directly with Development Partners for support, thereby undermining the mandate of the Ministry responsible for Finance in the management and coordination of Development Assistance;
 - Non-operationalisation and capacitation of the Development Cooperation Coordination Unit (DCCU) within the Ministry responsible for Finance;
 - Weak Government-led multi-stakeholder structures for dialogue, consultation, joint analysis, decision-making, as well as monitoring and evaluation;
 - Duplication of programmes and projects, emanating from fragmented Government and Development Partner coordination processes and structures;
 - Development cooperation implemented in parallel with Government systems, remaining off-plan and off-budget, resulting in exorbitant transaction costs and wasteful duplication;

- Unpredictability of development cooperation due to lack of clearly defined multi-year commitments from Development Partners, which makes it hard for Government to plan effectively in the medium to long-term;
 - Weak coordination between Government and Development Partners in planning, project design and formulation, as well as supervision of Missions, thereby compromising participation by key stakeholders;
 - Technical assistance, including numerous missions that are sometimes engaged in routine operations and studies, which is supply driven and does not transfer knowledge and skills to Zimbabwean institutions;
 - Capacity challenges in national institutions, including attracting and retaining highly qualified and skilled staff, culminating in structural challenges with regards to delivery of development assistance;
 - Medium-term country strategies or programmes which reflect the overall priorities of Development Partners' own internal and foreign policies, and not those of the National Development Agenda;
 - Incomplete reporting on Official Development Assistance (ODA), which reduces transparency and hinders Government's ability to conduct meaningful analyses, as well as monitor and manage the assistance; and
 - Absence of effective institutionalised monitoring and evaluation mechanisms in Government, including institutionalised project databases, to track performance of Development Partner support.
12. Given the anticipated gradual increase in development cooperation under the Second Republic and going forward, this Development Cooperation Policy seeks to address these and other challenges that currently impede the effectiveness of development cooperation, including strengthening both traditional and new cooperation partnerships, as well as providing a platform for inclusive dialogue.

Rationale for the Policy

13. Section 13 of the Constitution requires that the "*State and all institutions and all agencies of Government facilitate rapid and equitable development*", thus, placing the onus on the Government of Zimbabwe to spearhead development.
14. Furthermore, the Constitution also recognises the importance of cooperation with Development Partners, including external assistance, as an important source of development finance.

15. It is in this context that, as Zimbabwe strives to attain its developmental aspirations to become an Upper Middle-Income Country by 2030, it is imperative to ensure the necessary institutions, policy framework and platforms that promote effective development cooperation, are put in place and operationalised.
16. Considering the long period of constrained relations with some of the key Development Partners, since the turn of the millennium, and the negative, persistent, spill-over impact on development cooperation and implementation of principles on Effective Development Cooperation, it is necessary that going forward, in collaboration with Development Partners and other stakeholders such as Parliament, Civil Society Organisations, Trade Unions, the Private Sector, and Academia, among others, a clear policy framework is set out to guide coordination and management of development cooperation.
17. The guiding framework of the Development Cooperation Policy is the centrality of national priorities and country ownership, and simplicity of procedures, in order to maximise the benefits of development assistance for all Zimbabweans.
18. This Policy document, therefore, sets the foundation for strengthening cooperation between Government and all Development Partners, as well as the formal framework that ensures development cooperation is properly integrated and coordinated with the country's planning and budgeting processes.
19. It also lays the foundation for Government to gradually attain greater control over development resources, strengthen negotiating positions, as well as account, report and raise awareness on the positive impact of development assistance.
20. Furthermore, this Policy seeks to promote platforms for in-depth policy dialogue with Development Partners, create the structures and institutional framework that promotes such dialogue, as well as defining cooperation modalities that will optimise effectiveness in accordance with global standards, that will support the objectives of the national development agenda.

Guiding Principles

21. The Policy seeks to mainstream the following principles in order to improve coordination and maximise development results, as espoused by the Paris Declaration on Aid Effectiveness (2005), Accra Agenda for Action (2008), and the Busan Global Partnership for Effective Development Cooperation (2011), and Nairobi Outcome Document (2016), as well as other prior global initiatives on development cooperation effectiveness.

These Principles include:

- **Country Ownership** – Zimbabwe shall take full responsibility for setting its own national development agenda. To this end, Government will ensure enhanced country ownership through a supportive policy environment and country-led coordination mechanisms wherein Government will play a leading role.
- **Alignment and Harmonisation** – Alignment and harmonisation of development cooperation to the country's priorities remain limited, with most of the programmes and projects being implemented in an uncoordinated, fragmented, and isolationist manner. The increasing number of development actors, each of whom has their own procedures, practices, policies and interests, and competition for shrinking development assistance budgets, created an environment that is not conducive to full, transparent cooperation and harmonisation among development agencies. This generates a web of rigid and complex development partner systems conducive to duplication of activities, which places an excessive burden on the capacity of local staff and Government officials. As a result, this compromises sustainability of Development Partners' interventions. Hence, all Development Assistance must be aligned to the national Development Agenda and sectoral development strategies, also maximising on the use of Government systems and procedures.
- **Transparency and Predictability** – Government recognises the need for open and frank engagement with Development Partners. Therefore, Government is committed to strengthening local capacity throughout the data cycle from creation to use, storage and deletion. This also includes putting in place joint monitoring and evaluation mechanisms to improve transparency and accountability in the use of development cooperation resources. On their part, partners should ensure maximum transparency and predictability, including developing multi-year forward expenditure plans on flows and results, preferably using a common standard for the electronic publication of data on development cooperation.
- **Inclusivity:** this Policy will ensure inclusivity, mindful of the diversity and roles which all stakeholders play, as well as the complementarities which exist amongst them. This will guarantee effectiveness of development cooperation, cognisant of the "*leave no one behind*" paradigm.
- **Managing for Results:** Government and Development Partners will improve policies and procedures to maximise the impact of development cooperation on national development results and sustainability.
- **Accountability:** Government and Development Partners will be accountable to one another and to the citizens of Zimbabwe over the use of development cooperation resources.

- **Value for Money:** all partners will strive to achieve maximum value for money, including using country systems for public finance management as the default option for development financing, and where necessary, support the strengthening of these systems.
 - **Reducing Transaction Costs:** improved development cooperation management will reduce negotiation/bureaucracy and focus resources on delivering results.
 - **Coordination:** this Policy will be implemented through existing or streamlined structures and processes, to minimise transaction costs.
22. In order to monitor and evaluate the implementation and impact of the Policy, Government, in consultation with relevant stakeholders, will develop a robust monitoring and evaluation framework that will underpin annual reviews of development cooperation in Zimbabwe.

Objectives

23. The overall objective of the Policy is to contribute to sustainable and inclusive development as well as poverty reduction, in line with the National Development Agenda for the benefit of all Zimbabweans by consolidating and coordinating Government efforts and Development Partners' support under a single Government-led framework.
24. This Policy, therefore, seeks to ensure that external support from Development Partners is coordinated, harmonised, focused on results, as well as aligned to national priorities, institutions and systems as outlined in the National Development Agenda. This is expected to improve the quality and effectiveness of Development Cooperation.
25. The Policy further aims to ensure that the country has clear, systematic, and well-coordinated procedures to solicit for, mobilise, utilise, manage, report, monitor, and evaluate development assistance.

Outline of the Policy Document

26. Taking cognisance of Chapter 1 above, Chapter 2 outlines broad policy orientations that are set to improve development cooperation. Chapter 3 sets out the coordination mechanisms and institutional platforms necessary to ensure regular dialogue. Chapter 4 provides an overview of implementation arrangements, while Chapter 5 highlights strategies for monitoring and evaluating this Policy.

CHAPTER 2: POLICY PROVISIONS

27. In the context of the guiding principles set out in Chapter 1, the following specific provisions shall guide relations between Government and Development Partners:

Government Priorities

28. Zimbabwe's national development priorities are spelt out in a hierarchical set of documents referred to in this Policy as the National Development Agenda, namely: Vision 2030, the Transitional Stabilisation Programme (2018—2020), and successive National Development Plans that set out the long-term development goals. The Development plans and national-level goals are operationalised in Sectoral/Thematic Strategies. Government will make every effort, with the support of Development Partners, to ensure the existence of Sectoral/Thematic Strategies in sectors that are key to poverty reduction and national development goals.
29. Government, in accordance with international and regional commitments which promote development effectiveness, expects that development assistance will be availed in line with national priorities, identified in the National Development Agenda.
30. Development Partners are also requested to avail information to feed into the National Budget formulation processes, including financial and non-financial assistance.

Multi-Annual Programming and Project Formulation

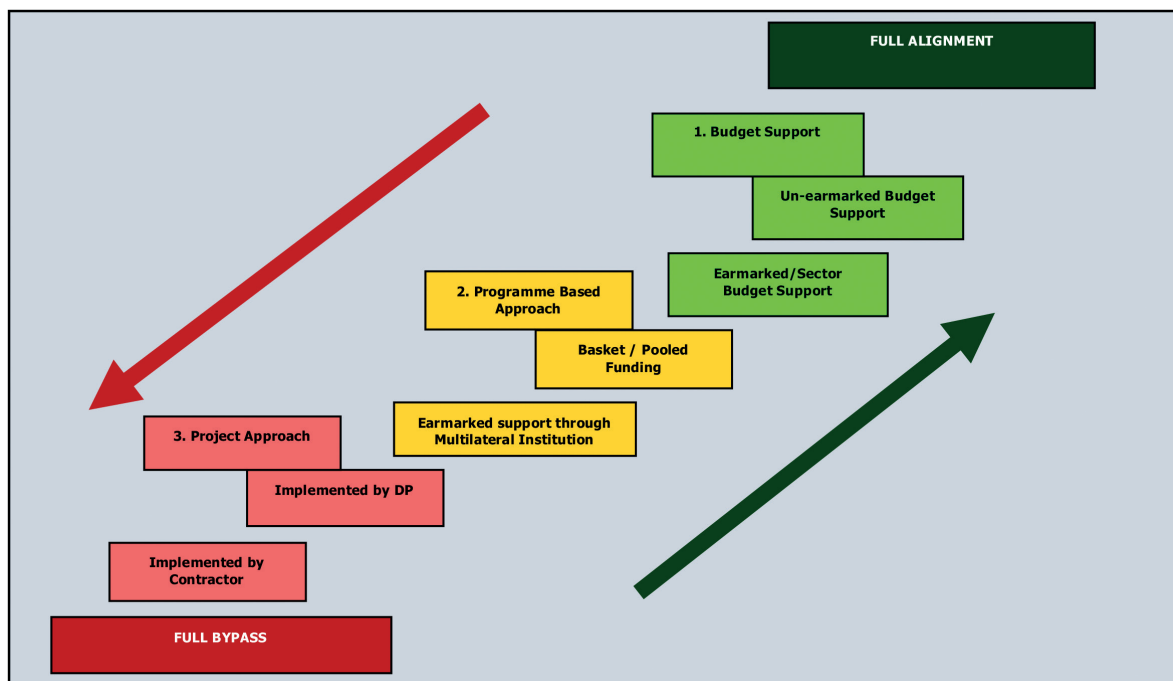
31. In the interest of increasing predictability and reducing volatility, Development Partners are urged to develop multi-annual cooperation programmes, in consultation with Government, and jointly with other Development Partners wherever possible, to ensure harmonisation of different Partners' cooperation strategies in order to reduce duplication and guarantee equitable distribution of available resources.
32. The identification and formulation of interventions within multi-annual programmes must be carried out in an inclusive manner, including with other Partners, and must strive to reduce overlaps and implementation costs.
33. Development Partners should also estimate complementary recurrent expenditures to be funded by Government during programme and project implementation, as well as after completion, as in most instances these costs end up being excluded in the Estimates of Expenditure, only for them to materialise during project operationalisation.

34. On its part, Government, through the Ministry responsible for Finance, will ensure participation of relevant sectoral and ministerial institutions, as well as engagement of all relevant stakeholders.

Development Cooperation Modalities

35. Government is concerned that certain types of assistance, specifically those closer to “Full Bypass” (please see Figure below), bring with them limited benefits, as the costs of implementation are often high, and undermine Government systems rather than strengthen them.

Figure 1: Scale of Alignment



36. In line with global trends, development assistance should support increased legitimacy of existing institutions, rather than undermining it by bypassing existing Government institutions and processes.
37. Whilst Government recognises that maintaining a ‘portfolio mix’² in terms of the modalities through which assistance is delivered can be beneficial, it nevertheless urges Development Partners to consider modalities closer to ‘Full Alignment’, and to, as far as is possible, avoid earmarking of funds within these modalities. Using modalities that allow for more comprehensive alignment with Government priorities and procedures/systems is in line with the Guiding Principles and Objectives of this Policy.

² This refers to the mix of various programmes and projects being funded and implemented by Development Partners, and which traverse the whole spectrum of the Scale of Alignment.

38. Given progress made towards strengthening internal systems, use should be made of Government systems for General Budget Support, including allocation, procurement, accounting and audit processes for development assistance.

Managing for Results

39. The concept of focusing on results should be seen as an emphasis on outcomes rather than on the process through which such outcomes are achieved, and the strengthening of monitoring and evaluation approaches focused on impact rather than on input and output.
40. Hence, support from Development Partners should increasingly focus on results that are aligned to the performance frameworks of Zimbabwe's national or sector development strategies, with indicators of performance that are derived from those which Government has defined and is collecting data for measurement.
41. In this regard, Development Partners should:
 - Assist with the development and implementation of national results frameworks through a transparent, participatory and multi-stakeholder process driven by Government;
 - Assist Government develop capacities for producing high-quality, accessible, timely and reliable data that is disaggregated by age, sex, income, disability, race, ethnicity, migratory status, geography and other characteristics relevant in the national context, which will assist in the measurement of progress in development cooperation and improves Zimbabwe's monitoring exercises and public debates;
 - Ensure that development of national results frameworks is based on a country-led inclusive assessment in accordance with the pillars and principles of the New Deal. Government recognises that the process of compiling such a national results framework can itself contribute to the consolidation of peace and democracy in Zimbabwe; and
 - Development Partners should, wherever possible, avoid earmarking of funds in order to enhance alignment to National priorities and flexibility of implementation.

South-South Co-operation

- Encourage South-South Co-operation that is committed, through its own processes, to:

- recognise that its impact should be assessed with a view to improving, as appropriate, its quality in a results-oriented manner; and
- disseminate results, share lessons and good practices, and replicate initiatives, including through the voluntary exchange of experience for the benefit of developing countries, according to their policies and priorities for development.

Aid Information Management System

42. Information challenges have been noted to be one of the key impediments that affect coordination of development assistance. These include, but are not limited to:
 - Provision of quality information in a timely manner;
 - Unwillingness to share information;
 - Mistrust and misrepresentation of information; and
 - High coordination costs.
43. Cognisant of this, Government will be installing a web-based Development Projects Management Information System (DEVPRMIS) in order to improve information sharing between the State, Development Partners and Civil Society Organisations (CSOs). This will address concerns over accountability, duplication and overlaps in the implementation of programmes and projects.
44. However, the ability of the system to provide credible data for reporting and its sustainability will depend on commitment from all stakeholders in the development cooperation partnership, all of whom will share responsibility to ensure data in the system is regularly updated.
45. The International Cooperation Department (ICD) in the Ministry responsible for Finance will manage the system and conduct quality control.
46. Other Government Ministries, Departments and Agencies (MDAs), which are beneficiaries of development cooperation, will designate at least one focal person each to work closely with the ICD to ensure credibility of data in the system.
47. Development Partners, as a key source of data on commitments and disbursements, are likewise expected to designate a focal person who will work closely with the ICD.
48. Implementing agencies are also expected to report on their project and programme activities through the DEVPRMIS in order to enhance transparency and accountability to all stakeholders. To guarantee this, Development Partners are urged to include this requirement as an obligation in contracts with implementing agencies.

Capacity Building and Technical Assistance

49. Government requires that development cooperation interventions have a robust capacity building component aimed at sustainable strengthening of local capacity, national systems and procedures in a well-coordinated, demand-driven manner.
50. Where the capacity building component requires the use of Technical Assistance, Development Partners are required to ensure that the primary objective of the Technical Assistance is knowledge and skills transfer to Government officials and/or local Implementing Partners, to increase local participation, ownership as well as enhancing sustainability.
51. In light of the above, Cooperating Institutions and/or local Implementing Agencies must ensure the nomination and availability of key counterpart(s) to ensure maximum benefit is derived from the Technical Assistance.

Loans and External Debt

52. Government's ability to create fiscal space for achievement of national development priorities is severely constrained by a heavy external debt burden. This also impacts negatively on the ability to blend public and private sources of financing for development. Hence, strong preference is given to development cooperation offered in the form of grants. In the same vein, Government prefers Development Assistance which is not tied, as a way of promoting inclusivity and competitiveness.
53. While recognising that external resources are essential for achieving national development priorities, Government will take all necessary steps to ensure that the provision of external support is responsive and does not create dependency for the provision of key services to Zimbabweans.
54. Development cooperation in the form of loans, even if accompanied by a grant component, will only be considered subject to provisions of the Public Debt Management Act (2015).

Private Sector and Blended Finance

55. Given that the quantum of domestic resources and external assistance is not sufficient for Zimbabwe's development requirements, there is need for significant additional development finance from the Private Sector.

56. Hence, Government will put in place the necessary framework to facilitate partnerships for delivering development impact from emerging blended finance approaches that are:

- **Evidence based:** Collate evidence and lessons learnt on blended finance with a focus on targeting private finance and the use of blended finance across different regions.
- **Informed by best practices:** Develop best practices for deploying blended finance in key economic systems and sectors, such as sustainable infrastructure, and address specific issues such as climate change.
- **Backed by policy guidance:** Put in place policy guidance and principles on the use of blended finance to deliver development impact.

Government Contributions

57. While domestic resources are limited, Government often contributes in financial and non-financial ways to projects and programmes, including through provision of officials assigned to projects and programmes, and making office space available, among others.

58. Government urges Development Partners to both quantify and qualify such contributions, as this increases ownership and sustainability of interventions. This is especially important where projects and programmes may have cost implications for Government beyond the lifespan of the intervention.

Vertical Funds

59. As with other Development Partners, Government expects Vertical Funds to complement country systems and be guided by the National Development Agenda.

60. In order to achieve this, Government expects:

- Sufficient harmonisation of interventions with existing country programmes or with other global programmes, in order to reduce duplication and overlaps.
- Consolidation of parallel channels which have the tendency of attracting skilled staff away from the public sector.
- Increased use of country systems for procurement, financial management and accountability, in order to reduce transaction costs.

Inclusive Partnerships

61. A successful development agenda requires partnerships to lay the foundation for, and ensure, sustainable long-term scalable impacts.

Development Partners

62. Under this Policy, the vision of partnerships, therefore, requires that Development Partners:
 - Increase their field presence and decentralise decision-making authority;
 - Rationalise their development programmes, as project and development partner proliferation overstretches the management capacity of Government and leads to wastage of resources;
 - Harmonise their procedures with those of other partners;
 - Support other partners, such as the private sector, as they are also critical engines for growth;
 - Avoid multiple views and agendas; and
 - Apply division of labour amongst themselves, including nominating a single lead Development Partner in any sector, with other partners taking on the role of silent partners.

Government

63. On its part, Government will:
 - Increase capacity for accountable and effective public financial management;
 - Fulfil its financial commitments such as counterpart financing, including effecting timeous contributions;
 - Increase efforts to ensure an enabling environment for inclusive, multi-stakeholder partnerships, including through national and sectoral platforms for collaboration, to perform complementary roles in a transparent and accountable manner;
 - Strengthen and deepen partnerships with the private sector, civil society organisations, philanthropists, Parliament, local governments and trade unions to achieve local, national, sub-regional, regional and global development goals;

- Review and adapt instruments for partnerships to ensure that development cooperation plays a catalytic role in inclusive growth and sustainable development;
- Increase the quality, quantity and diversity of resources that will enable productive multi-stakeholder partnerships in Zimbabwe, including capacity support;
- Strengthen commitments to interact with relevant international partnerships for bringing effective development co-operation principles to the country's unique context, such as the International Dialogue on Peace-building and State-building, with its focus on the New Deal;
- Utilise Triangular Co-operation as an approach to multi-stakeholder engagement that can promote mutual benefits;
- Foster enabling policy environments for and with businesses, especially small and medium-scale domestic businesses;
- Promote public-private partnerships for decent work for women, migrants, people living with disabilities and other vulnerable groups working in the informal sector; and
- Recognise the importance of social dialogue in building trust, and its utility for informing business strategy within the overarching framework of Zimbabwe's national development priorities and the Sustainable Development Goal objectives.

The Private Sector

64. Government also recognises the catalytic role which the private sector plays in economic growth and development.
65. In this regard, there will be concerted efforts to foster close collaboration with the private sector in order to:
 - Bring core business competencies to sustainable development, for instance through supply chain management, customer engagement, product design and delivery;
 - Set up reporting and accountability systems on the environmental, economic and social impacts of their efforts, in particular on the generation of full and productive employment and decent work for all;
 - Collaborate with Government counterparts to innovate in areas such as service delivery, for example through the digitalisation of service delivery infrastructure and products aimed at untapped market segments; and

- Contribute to industry awareness of the commercial and societal benefits of socially inclusive and environmentally sustainable business models and practices.

Civil Society

66. Government also recognises the essential role and value of civil society partners as independent development partners in their own right, working within national policies and towards effective development co-operation, poverty reduction, tackling inequality and ensuring progress toward attainment of goals under the 2030 Agenda.
67. Government also recognises that civil society organisations are a significant means through which Zimbabweans can exercise their right to participate in national development and will, thus, strive to form strong partnerships with these actors to:
- Develop and implement priorities and approaches that promote environmental sustainability for present and future generations, including urgent responses to climate crises, with specific attention to the socio-economic, cultural and indigenous conditions for ecological integrity and justice.
 - Enhance the ways Government can leverage from civil society as development actors, integrating evidence from development practice and results, including the knowledge and wisdom of local communities, strengthening innovation and our vision for the future we would like to see.
 - Develop accessible policy space and an enabling environment for the formation and operation of civil society organisations, as agreed in the Busan Partnership and consistent with agreed international commitments, to ensure their full participation in country development processes at all levels.
68. Non-Governmental Organisations (NGOs) are encouraged to work with all levels of Government to ensure that they contribute to transparency and accountability in development cooperation and enhance development outcomes.

Philanthropists

69. Government acknowledges the essential contribution of philanthropy to development and progress towards attainment of the Sustainable Development Goals (SDGs), not only through financial support that is often innovative, agile and quick, but also through knowledge and expertise, acting as catalytic agents of resources and relations.

70. Hence, Government will continue to strengthen the effectiveness and quality of cooperation between and within philanthropy, Government and other development stakeholders, and to encourage philanthropy to use national and sectoral results frameworks, in the spirit of the 2030 Agenda.

Project Implementation Units

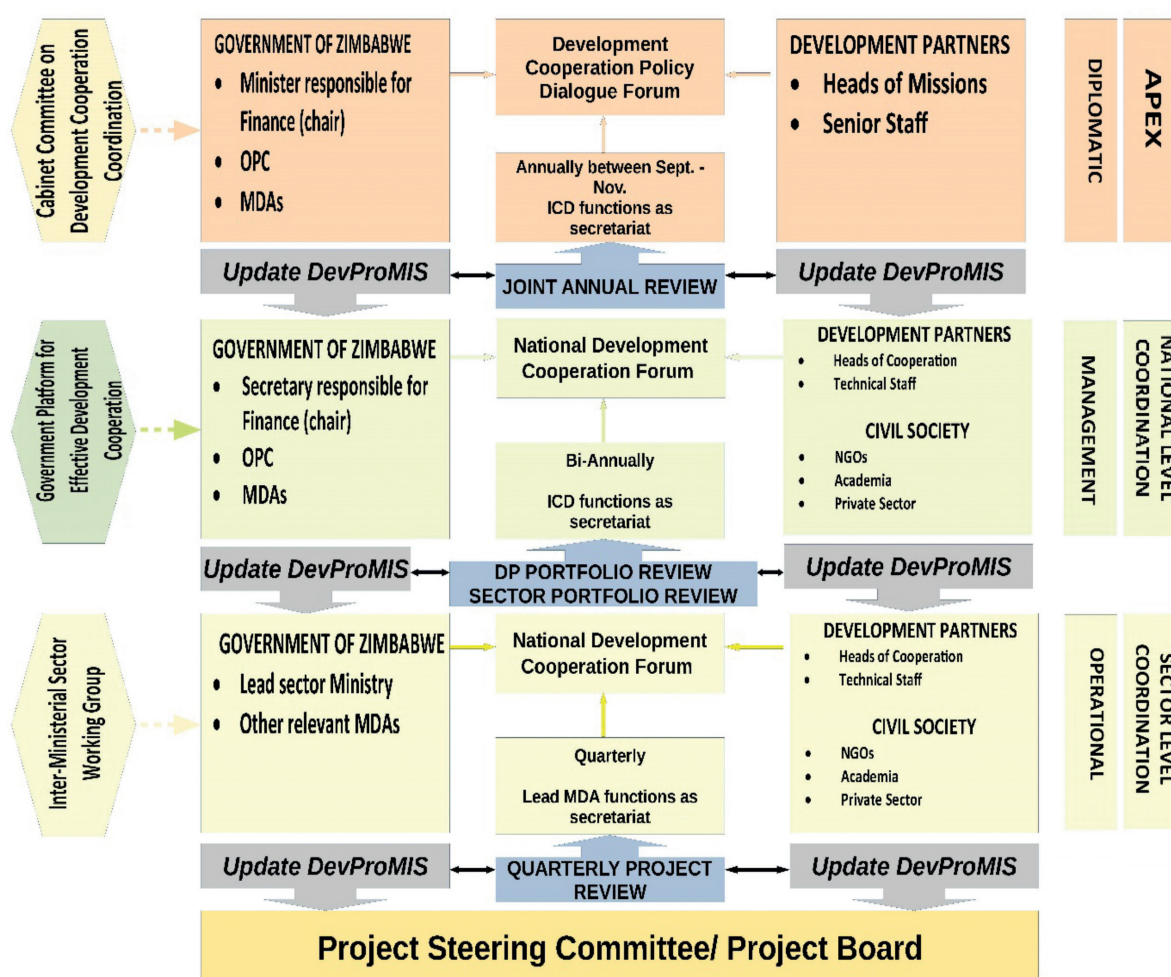
71. It has long been recognised that good project management capacity is necessary for project success. Hence, Development Partners have set up their own Project Implementation Units (PIUs) to implement their various projects and programmes in terms of governance, accountability, management, division of labour and coordination.
72. However, these PIUs have inherent deficiencies, which include the following:
- They are poorly linked to existing Government structures;
 - Capacity building within a PIU does not necessarily strengthen the Ministry where it is located, hence, upon project completion, in the absence of an exit strategy, there will be a capacity gap;
 - Selection and composition of technical assistance through PIUs tend to reflect Development Partner rather than Government preferences;
 - PIU pay scales are typically beyond Government scales, causing resentment and distorting incentives; and
 - Reporting of disbursements is inadequate.
73. In this regard, Government expects that all PIUs be harmonised and integrated into the central Government system. If need be, new PIUs will only be set up if absolutely necessary, and after thorough research and consultation with Government and Development Partners. Government together with Development Partners will ensure gradual capacity development within Government to enable MDAs to effectively manage projects in the absence of PIUs.
74. Furthermore, Government will also dedicate staff and build capacity for institutionalised management of Development Partner funded projects, in the absence of Project Implementation Units.

CHAPTER 3: COORDINATION MECHANISMS

Coordination Mechanism

75. The schematic below illustrates the overall development cooperation architecture that sets the coordination mechanism for this policy. The Ministry responsible for Finances' department responsible for International Cooperation will ensure establishment of the relevant forum, and will support the forum to develop detailed terms of reference for each forum. The Office of the President and Cabinet (OPC) as the Apex Office mandated to coordinate the formulation of Policy and its implementation, will be represented in all Forums.

Figure 2: Zimbabwe Development Cooperation Architecture



National Level Coordination

Development Cooperation Policy Dialogue Forum

76. The Development Cooperation Policy Dialogue Forum (DCPDF) will be the *Apex* joint forum for Government and Development Partners to interact at a policy level through reviewing the effectiveness of development cooperation in Zimbabwe and providing guidance for improvement of effectiveness.
77. The DCPDF will be convened and chaired by the Minister responsible for Finance, who will convene meetings annually in October to ensure that dialogue feeds into the annual budget cycle. The International Cooperation Department will provide Secretariat support to the Development Cooperation Policy Dialogue Forum.

Cabinet Committee on Development Cooperation

78. The Cabinet Committee on Development Cooperation (CCDC) will spearhead inter-Government coordination of development cooperation. The CCDC will be convened annually and chaired by the Minister responsible for Finance, and will provide strategic guidance to the management and coordination of development cooperation that will feed into the annual DCPDF meeting.

Development Partners' Coordination Group – Heads of Mission

79. The Development Partners' Coordination Group–Heads of Mission (DPCG-M) will provide a high-level platform for Development Partners to deliberate the strategic direction and policy issues related to effective development cooperation in Zimbabwe that will feed into the annual DCPDF meeting. Development Partners will agree on frequency of meetings, arrangements for convening meetings and the chairing thereof.

National Development Cooperation Forum

80. The National Development Cooperation Forum (NDCF), the 'working group' to the DCPDF, will meet bi-annually in May and prior to the meeting of the DCPDF in October. The NDCF will operationalise specific guidance issued by the DCPDF, review both the effectiveness of development cooperation as well as overall progress in implementation of Development Partners' portfolios at the overall (country or multi-annual) strategic level to identify and resolve issues that may negatively impact implementation.

81. The Secretary for Finance will convene and chair these meetings that will be attended by Heads of Cooperation. The International Cooperation Department will provide secretariat support to the NDCF.

Government Platform for Effective Development Cooperation

82. The Government Platform for Effective Development Cooperation (GPEDC) will meet bi-annually, chaired by the Permanent Secretary for Finance and will comprise Permanent Secretaries of other relevant Ministries, including Public Service, Foreign Affairs and Industry. The GPEDC will review implementation of Development Partners' overall portfolios and the overall effectiveness of development cooperation so as to provide the CCDC with relevant updates and recommendations which will inform high-level policy dialogue. The International Cooperation Department will provide secretariat support to the GPEDC.

Development Partners' Coordination Group–Heads of Cooperation

83. The Development Partners' Coordination Group–Heads of Cooperation (DPCG-C) will review implementation of Development Partners' overall portfolios and the overall effectiveness of development cooperation so as to provide the DPCG-M with relevant updates and recommendations to inform high-level policy dialogue. This forum will also serve as a peer-review platform in respect of Development Partners' commitments to improving the effectiveness of development cooperation, including agreements on division of labour. Development Partners will agree on frequency of meetings and arrangements for convening and chairing of meetings.

Sectoral and Project/Programme-Level Coordination

84. Government will support the use of the Sector-Wide Approach as a coordination mechanism in complex/key sectors. This will not only facilitate coordination with domestic and international Development Partners, but will also assist development, implementation and monitoring of comprehensive sector strategies.

Sector/Cluster/Geographical Technical Working Groups

85. Hence, for relevant sectors, Technical Working Groups are convened quarterly by the sector lead Ministry to provide a platform where Government and Development Partners can engage in sector policy dialogue and jointly monitor progress in the implementation of sector strategies.

86. This approach will facilitate alignment of partners' support to the sector strategy in a programme-based approach.
87. Sector Technical Working Groups (TWGs) will also conduct quarterly reviews of all support from Development Partners to identify and resolve issues that may negatively affect implementation, and designated representatives from each sector TWG will represent the sector at meetings of the NDCF.
88. The lead Ministry in the concerned sector will designate a Department within that Ministry to provide secretariat support to the TWG. Designated desk officers within the International Cooperation Department will participate in sector TWGs.

Government Working Group

89. The Government Working Group (GWG) in each sector where a Sector Wide Approach (SWAp) is used for coordination purposes will be chaired by the Permanent Secretary of the lead Ministry in the concerned sector, and will include participation of senior-level management officials of other MDAs directly relevant to the implementation of the sector strategy concerned.
90. The GWG will ensure inter-Ministerial coordination and will review implementation of the sector strategy, including any aspects of the strategy that is benefitting from development cooperation funding so as to inform the work of the sector TWG and provide the GPEDC with relevant updates and recommendations to inform policy dialogue and review of Development Partners' portfolios and overall effectiveness of development cooperation.

Development Partners' Working Group

91. Government recommends that Development Partners establish Development Partners' Working Groups (DPWGs) in those sectors where multiple Development Partners are active to provide a platform for those Development Partners who are active, but not in the lead in the concerned sector to contribute to dialogue within the sector, and will review interventions of all Development Partners active in the concerned sector to ensure alignment to the sector strategy and complementarity between different Development Partners, and ensure application of comparative advantage in the division of labour.
92. Development Partners' will agree on frequency of meetings and arrangements for convening and chairing thereof.

Programme Steering Committee/Project Board

93. A Programme Steering Committee/Project Board (PSC/PB), chaired jointly by the lead Development Partner and the lead Government Ministry will meet at least quarterly to review implementation progress, identify as well as resolve issues that may negatively affect implementation.
94. The implementing agency and/or the supervisory MDAs will provide secretariat support to the PSC/PB and designated desk officers within the International Cooperation Department will participate in PSC/PB meetings.

Project Technical Group

95. It is recommended that, in addition to the presence of a functioning SWAp and/or PSC/PB, large or complex projects establish a Project Technical Group to provide a platform where the lead Government Ministry, the Implementing Agency (if it is not the concerned Government Ministry) and the concerned Development Partner (or lead Development Partner in the event of multi-donor programmes) can review implementation progress, identify and resolve issues that may negatively affect implementation on a monthly basis (more frequently if indicated, e.g. during project start-up).
96. The implementing agency and/or the supervisory MDAs will provide secretariat support and designated desk officers within the International Cooperation Department will participate in Project Technical Group meetings.

Institutional Arrangements for Coordination

97. The ICD, within the Ministry responsible for Finance, is the custodian of this policy and as such, is not only the first point of entry for all development cooperation in Zimbabwe for domestic and international partners and for bilateral and multilateral partners, but is also a key counterpart to all Development Partners throughout the project cycle. Chapter 4 of this Policy describes the specific roles and responsibilities of different actors in the implementation of the policy.

CHAPTER 4: IMPLEMENTATION MODALITIES

Responsibilities in the Mobilisation and Management of External Resources

98. The Ministry responsible for Finance shall be the entry point for all development cooperation and will, thus, play a leading role in the mobilisation, negotiation, management and coordination of external support, including ensuring efficient allocation to priority activities in line with the National Development Agenda. This is meant to reduce ambiguity and confusion within the development cooperation framework.
99. In this regard, the Ministry responsible for Finance will facilitate and lead discussions between MDAs and Development Partners, including cases where MDAs identify potential windows or sources of development assistance.

Manual of Development Cooperation Procedures

100. In line with this Policy, Government has developed a Manual of Development Cooperation Procedures to provide step-by-step guidance on standard operations relating to multi-annual programming, identification and formulation of projects, appraisal, implementation, reporting and accounting. This Manual is intended for Government agencies implementing externally funded programmes. The Manual is available publicly for non-Government agencies and implementing partners.
101. In addition, the Procedures Manual includes specific guidelines on programme/project monitoring and evaluation, as well as systematic reviews, in accordance with the National Monitoring and Evaluation Policy (2015). The Manual also includes specific templates for programmes'/projects' technical and financial reporting.

Commitments

102. In order to increase the effectiveness of external assistance for improved impact, this Development Cooperation Policy has been formulated in the spirit of national and international commitments and initiatives on effective development. These include the:
 - Rome Declaration on Aid Harmonisation (2003);
 - Paris Declaration on Aid Effectiveness (2005);
 - Accra Agenda for Action (2008);
 - Busan Partnership of Development Effectiveness (2011);
 - First High-Level Meeting for Global Partnership for Effective Development Co-operation Mexico (2014); and

- Second High Level Meeting for Global Partnership for Effective Development Co-operation in Nairobi (2016).
103. Government realises that successful implementation of the Development Cooperation Policy lies in its capacity and commitment to improve Development Assistance effectiveness in line with the two key principles of ownership and development of local capacities.

Government

104. Government realises that a stable political and economic environment is important for sustainable growth and inclusive development. It, therefore, provides its full commitment to fulfilling the following:
- Ensuring that the Development Effectiveness Agenda is understood at all levels;
 - Continuing to improve governance, accountability, public finance management and transparency, through strengthened institutional capacity to facilitate the use of Government systems;
 - Revive the Vote of Credit as a framework for re-integrating development assistance into the National Budget;
 - Establishing a Development Cooperation Policy Dialogue Forum (DCPDF) to keep Development Partners informed on policy and strategic developments as well as their implementation status. This body will be established at the highest-level of the Development Cooperation architecture;
 - Building the capacity needed for implementation of these policy recommendations, in collaboration with all Development Partners;
 - Nominating Focal Persons within MDAs responsible for implementation of Development Partner funded projects/programmes, to ensure effectiveness, efficiency and timely completion of projects;
 - Developing a Performance Assessment Framework for Monitoring & Evaluation of the effectiveness of the Development Cooperation Policy;
 - Providing adequate, reliable and timely information as required by Development Partners, in accordance with laid down procedures;
 - Availing resources to reduce dependency on external assistance, through building internal Government capacity to fund domestic development plans over time;
 - Ensuring that all arms of Government involved in the mobilisation, negotiation and coordination of Development Assistance do so through the Ministry responsible for Finance, that way reducing ambiguity and confusion within the Development Cooperation Management framework;

- Ensuring implementation of tax concessions contained in Agreements signed with Development Partners. Such Agreements will only be signed by the Minister responsible for Finance. The tax concessions will, however, be availed to the extent provided in the relevant tax legislation;
- Assisting Developing Partners, Implementing and executing Agencies in understanding taxation issues and the relief provisions as provided in relevant tax legislation. Assistance would include, but is not limited to, workshops and trainings, with a view to ensure that Projects are timeously concluded without technical challenges;
- Where required under Agreements, ensuring timeous payment of the Government financial and non-financial contribution and acknowledgement of Development Partners' support;
- Fully implementing National Development Plans, through committed leadership and control over the development goals and programmes;
- Drawing up an action plan for effective implementation of the policy;
- Operationalising Sector Working Groups (SWGs) as platforms for increased dialogue and collaboration amongst all stakeholders; and
- Disseminating evaluation reports on development cooperation effectiveness to all stakeholders.

Development Partners

105. Government expects Development Partners to make the following commitments and abide by them:
- Provide and input data in the DEVPROMIS quarterly, as they are the primary source of data;
 - Provide a Focal Person responsible for inputting data into the DEVPROMIS;
 - Provide adequate, timely and regular Development Assistance-related information/ reports to enable Government to improve the predictability of Development Assistance inflows and assist in financial planning over the medium term;
 - Use Government systems and institutions in Development Cooperation related to financial management, procurement and accountability in order to reduce transaction costs, avoid a multiplicity of transmission mechanisms, strengthen performance and build local resilience, rather than setting up parallel project management systems in order to circumvent 'perceived weak' Government capacity;
 - Assist with the development and implementation of national results frameworks through a transparent, participatory and multi-stakeholder process driven by Government;

- Align and harmonise development assistance to national priorities;
- Abide by development assistance disbursement schedules to enhance predictability;
- Honour international commitments on development assistance effectiveness;
- Scale up efforts to harmonise developmental support through consolidation, pooling funds and engaging in joint projects Missions to enhance key stakeholders' participation;
- Support Government in promoting inclusive development partnerships; and
- Collaborate with Government to provide core support to Civil Society Organisations, the Private Sector, Academia, and Research Institutions to enhance their role in development effectiveness.

Implementing Agencies

106. Government realises that implementation of the Development Cooperation Policy will not be without challenges. However, strong leadership and political will from all partners will ensure success. Furthermore, crucial to implementation of this policy is the establishment of a strong institutional framework and a robust monitoring framework.
107. After signature of a programme/project agreement, the beneficiary/recipient/ implementing agency is responsible for the day-to-day implementation of activities in accordance with the relevant programme/project agreement. The implementing agency should, therefore, execute the following:
- Develop operational management mechanisms, procedures and processes in line with this policy and procedures manual and other relevant provisions;
 - Articulate specific implementation strategies;
 - Ensure alignment of activities to the relevant national or sector strategy;
 - Request disbursements in accordance with the specific procedures foreseen in the programme/project agreement;
 - Ensure, on a day-to-day basis, the implementation, including use of resources, in accordance with the specific programme/project agreement;
 - Liaise closely with the designated desk officer in the International Cooperation Department to ensure integration of programme/project activities into the broader development cooperation framework;
 - Develop and implement adequate monitoring measures to cover inputs, including technical assistance, and outputs;

- Exercise stringent financial oversight;
- Update regularly, project data on the development cooperation information management system; and
- Provide technical and financial reports in accordance with the relevant agreement, or as may be requested from time-to-time by the International Cooperation Department.

CHAPTER 5: MONITORING AND EVALUATION FRAMEWORK

Development Cooperation Effectiveness and Key Development Outcomes

108. Government and Development Partners will jointly develop a Development Cooperation Performance Assessment Framework (DCPAF) that will form the basis of Joint Annual Reviews (JAR) aimed at strengthening mutual accountability in respect of effective development cooperation.
109. The DCPAF will include both Government and Development Partners' commitments in respect of improving the effectiveness of Development Cooperation.
110. Indicators for the monitoring matrix will be drawn from established country and global indicators contained in international and national agreements on the quality and volume of development cooperation to Zimbabwe.
111. The baseline for this matrix will be drawn from the results of the 2016 Global Partnership for Effective Development Cooperation Monitoring Round.
112. The DCPAF will also contain selected key national development indicators drawn from the National Development Agenda to establish parallels in the effectiveness of development cooperation and development outcomes in Zimbabwe.
113. The JAR will use these reviews to inform policy dialogue in key development sectors during the annual DCPDF, and to agree on relevant targets for each subsequent year.

Systematic Portfolio Reviews

114. The schematic of Zimbabwe's development cooperation architecture (Figure 2) informs arrangements for continuous monitoring and evaluation. These include:

Quarterly Project Reviews

115. The Ministry responsible for Finance, together with MDAs, Development Partners and Implementing Agencies will conduct quarterly project reviews which will inform discussions/deliberations at PSC/PB and/or sector Technical Working Groups.

Annual Sector Reviews

116. Joint reviews of all programmes/projects within a given sector will be carried out annually to inform the annual October meeting of the NDCF. Where a Technical Working Group is functional, Annual Sector Reviews will be carried out as part of the meeting of this Group in the 3rd quarter of the fiscal year. For sectors with no functional TWG, the Ministry responsible for Finance will convene Sector Portfolio Reviews annually.
117. Annual Sector Reviews will follow the format of the JAR meetings, reviewing both the effectiveness of development cooperation in the sector as well as sector-specific key development outcomes drawn from the relevant sector strategy. The reviews should foster a stakeholder participatory approach by including the beneficiaries of the projects.

Bilateral and Multilateral Portfolio Reviews

118. Ministry responsible for Finance (International Cooperation Department) will compile annual reviews specific to each Bilateral and Multilateral Development Agency, which will be discussed with each Development Partner prior to the October session of the NDCF, and will inform discussions at the NDCF.

External Evaluations

119. In order to reduce transaction costs and to strengthen local capacity for monitoring and evaluation, Development Partners are encouraged to draw on the systematic portfolio reviews outlined in this Policy rather than commission external evaluations.
120. In this regard, Government, together with Development Partners, will undertake regular joint Monitoring and Evaluation assessments, to assess implementation progress of Development Partner funded projects.
121. Government recognises that commissioning of external evaluations is the prerogative of Development Partners. Where external evaluations are commissioned, it must in all instances be done in full consultation with the Ministry responsible for Finance (International Cooperation Department) who will co-opt the relevant MDAs/Implementing Partners. No external evaluations will be carried out between October and January so as not to distract Government's focus on budget processes during this period.

End

ANNEXURES

Key Definitions

Accra Agenda for Action: An inter-governmental, joint ministerial statement by developed and developing countries, released following the 3rd High-level Forum on Aid Effectiveness in Accra, Ghana, during September 2008. The document re-affirmed all parties' commitment to the Paris Declaration (2005) and introduced an emphasis on three specific aspects of aid effectiveness: country ownership, building more effective and inclusive partnerships, and achieving development results—and openly accounting for them. The document is freely available at <http://www.oecd.org/dac/effectiveness/34428351.pdf>

Development Cooperation Coordination: The established mechanisms and arrangements that country governments and their development partners have agreed on in order to maximise the effectiveness of external assistance for development at national or sector levels. It is a subset of development cooperation.

Aid Information Management System: AIMS are management information systems designed to assist governments in managing and coordinating the flow of external resources for development in a country to improve processes of identification of national priorities and resource allocation. Zimbabwe will install the Development Projects Management Information System for this purpose.

Aid Modality: Development cooperation modality, or development cooperation instrument, describes the process for managing and disbursing funds contributed by a development partner. The development cooperation modality has implications for different criteria of effective development cooperation.

Alignment: Development partners progressively base their support on Government's national development agenda, institutions and procedures, including the use of country systems as the default option for programmes managed by the public sector. In return, Government commits to improving the quality and transparency of its public financial management systems. A lack of alignment leads to unsustainable outcomes, as well as undermining national institutions and processes.

Busan Partnership of Development Effectiveness: An agreement that sets out principles, commitments and actions that offer a foundation for effective co-operation in support of international development that was finalised during the 4th High Level Forum on Aid Effectiveness in Busan, South Korea, in 2011. It highlights a set of common principles for all development actors that are key to making development co-operation effective: Ownership of development

priorities by developing countries; A focus on results; Partnerships for development; and principles of Transparency and shared responsibility. The document is freely available at <http://www.oecd.org/dac/effectiveness/49650173.pdf>

Civil Society Organisations (CSOs): CSOs include all non-market and non-state organisations outside of the family in which people organise themselves to pursue shared interests in the public domain. It collectively includes community-based organisations and village associations, special interest groups (e.g. environment, gender, farmers, etc.), faith-based organisations, labour unions, co-operatives, professional associations, chambers of commerce, independent research or academic institutes and the not-for-profit media. The term 'Non-governmental Organisation' (NGO) has been subsumed within this broader category of 'civil society organisations'.

Conditionality: Conditionality refers to conditions attached to the provision of loans, debt relief or development cooperation, by the provider whereby the recipient government is required to adhere to or conform to conditions ranging from purely economic issues to broader issues such as reducing corruption and human rights or other politically-motivated conditions. The provider of the funds may also require that the funds be allocated toward a specific project or targeted outcomes rather than usage being left to the discretion of the recipient.

Country Ownership: Ownership, a core principle of the Paris Declaration, Accra Agenda for Action and the Busan Partnership agreement, means that the developing country concerned takes the lead over their development policies and strategies; development partners align their co-operation programmes to these policies and strategies and focus their efforts on producing results that meet the specific national priorities.

Development Cooperation: The concept of development cooperation includes a wide variety of potential non-government sources of development financing, including external finance, South-South and triangular co-operation, climate finance, co-operation among governments co-operation with - and among civil society and the private sector.

Development Effectiveness: Development assistance, and using development assistance effectively do not necessarily lead to improved development outcomes. Hence the concept of development effectiveness, while including principles of aid effectiveness as defined in the Paris Declaration and Accra Agenda for Action, also ties development outcomes to improved policies and institutions in developing countries, and supportive policies in developed countries (policy coherence for development).

Direct Budget Support: Budget Support is a development cooperation modality (development cooperation instrument) that provides a method of financing a partner country's budget

through a transfer of resources from a development agency to the partner government's national treasury account, conditional on the achievement of agreed macro-level policy and institutional reform aimed at promoting growth and achieving sustainable reductions in poverty. The funds thus transferred are managed in accordance with the recipient's budgetary procedures and becomes fungible with other sources of revenue within the national budget. Within this modality, two sub-modalities exist:

- **General Budget Support:** financing received from a development agency supports achievement of budget outcomes at the national level.
- **Sector/Policy/Targeted Budget Support:** financing received from a development agency is specifically earmarked to support achievement of budget outcomes of an agreed sector policy or strategy.

Full Alignment: Full alignment is when development cooperation interventions are fully aligned to the recipient Government's policies and programmes, with assistance being channelled through national systems, including direct budget support.

Full Bypass: Full bypass occurs when development partners do not use Government systems at all, and instead rely on project support for their interventions. These interventions are typically not aligned to national development priorities.

Harmonisation: Development partners coordinate among different development agencies to simplify procedures and share information to avoid duplication. This includes harmonisation of mission for analytic work and division of labour on the basis of comparative advantage.

Humanitarian Assistance: Humanitarian Assistance is material and logistic assistance to persons who face life-threatening conditions, usually in the aftermath of a disaster or crises occurrence. Humanitarian aims to bring short term relief to victims until long term relief can be provided by the government and other institutions.

Inclusivity: The core principle of inclusivity includes both the process as well as the outcome of development and is a central theme throughout the SDGs. This concept embodies the pursuit of policy coherence and integration in development, including both substantive areas such as human development as well as blending free market actors with proactive government-led development action to advance sustainable development. In respect of development outcomes, Inclusivity focuses on the needs of every individual and ensuring the right conditions are in place for each person to achieve his or her full potential and in so doing, reduce the corrosive effects of deep inequalities. In respect of development process, Inclusivity in governance promotes collective action among all concerned stakeholders in a way that promotes peace and national stability that lays the foundation for sustainable development.

National Development Agenda: A hierarchical set of defined macro-level policy framework that identifies a government's expenditure priorities over the medium-term aimed at achieving economic growth and inclusive development. It is based on a sound assessment of the impact of current policies and the identification of growth and development needs through a consultative process. The Plan is framed within the context of a medium-term expenditure framework (MTEF) to guide annual budget allocations in accordance with identified national development priorities.

The New Deal: The New Deal is a key agreement between States experiencing fragility or at risk of fragility as a result of crisis or conflict, development partners, and civil society to improve the current development policy and practice in such States, either in the context of continuing crisis or violence, or transitioning out of situations of crisis. Through the New Deal, development partners committed to supporting nationally-owned and led development plans and greater development cooperation effectiveness in situations of conflict or transition out of crisis (the TRUST principles), and governments committed to inclusive planning processes, grounded in context (the FOCUS principles). Both parties committed to pursuing the five Peacebuilding and State-building Goals (PSGs): legitimate politics, justice, security, revenue and services and economic foundations.

Nairobi Outcome Document: The Global Partnership for Effective Development Cooperation (GPEDC) was established following the Busan meeting in 2011. The 1st High-level Meeting of the GPEDC took place in Mexico in 2014. The 2nd High-level Meeting of the GPEDC, held in Nairobi in 2016, redefined commitments on effective development cooperation in terms of the Sustainable Development Goals (SDGs), with the Nairobi Outcome Document stating that the *"universality of the 2030 Agenda for Sustainable Development means that the donor-recipient relationships of the past have been replaced by approaches that view all as equal and inter-dependent partners in development. The Global Partnership champions this approach, and seeks to maximise the effectiveness and impact of all forms of cooperation for development."*

Official Development Assistance: Official development assistance (ODA) constitutes multilateral and bilateral assistance to Government designed to promote the economic development and welfare of Zimbabwe. ODA includes grants, "soft" loans (where the grant element is at least 25% of the total) and the provision of technical assistance.

Paris Declaration: Following the 2nd High-level Forum on Aid Effectiveness in Paris, 2005, some 100 countries (developed and developing), endorsed a declaration that went much further than previous agreements about how to make aid more effective. More than a statement of general principles, the Paris Declaration on Aid Effectiveness laid out a practical, action-orientated roadmap to improve the quality of aid and its impact on development. It also put in place a series of specific measures for implementation and performance

indicators that assess progress. The document is freely available at <http://www.oecd.org/dac/effectiveness/34428351.pdf>

Project Support: Individual development interventions designed to achieve specific objectives within specified resources and timeframes, with project management arrangements frequently constituting parallel systems to government systems/institutions. Project support can be done in the context of a sector strategy or as an ad-hoc intervention.

Project Implementing Unit: Project Implementation Unit (PIU) refers to all special staffing and “ring-fencing” arrangements made to manage and implement projects. PIUs may be parallel structures, i.e. autonomous units with systems designed specifically for the unit, or they may be embedded, i.e. the unit is staffed mostly by government officials and mostly uses government systems.

Programme-Based Approach (PBA): Programme-Based Approaches (PBAs) provide development support based on the principles of co-ordinated support for a locally owned programme of development, such as a national development strategy, a sector programme, a thematic programme or a programme of a specific organisation. PBAs incorporate a number of principles of effective development cooperation and are government-led.

Programming Cycle: The programming cycle (project cycle) is an operational model for planning, delivering, assessing, and adapting development programming generally consisting of multiple phases including (i) multi-annual programming, (ii) project identification and formulation, (iii) project financing and implementation, and (iv) evaluation (and audit).

Rome Declaration on Aid Harmonisation: The 1st High-level Forum on Aid Effectiveness took place in Rome in 2003, culminating in commitments by donor agencies to harmonise their operational policies, procedures and practices that were elaborated in the Rome Declaration on Harmonisation. The document is freely available at <http://www.oecd.org/dac/effectiveness/31451637.pdf>

Sector Working Group: A Sector Working Groups (SWG) is a technical platform for engagement between Government and relevant stakeholders to discuss sector and cross-sector planning and prioritisation/resource allocation according to strategic plans and development programmes. A SWG may be operational within the context of a Sector-wide Approach (SWAp), or it may operate purely as a mechanism to facilitate coordination of development cooperation.

South-South Cooperation: Is a broad framework for collaboration among countries of the South in the political, economic, social, cultural, environmental and technical domains. It

involves two or more developing countries, and can take place on a bilateral, regional, sub regional or inter-regional basis.

Triangular Cooperation: Is Southern driven partnerships between two or more Developing Countries supported by a developed country(ies) or multilateral organisations to implement Development Cooperation programmes and projects.

Vertical Funds: Vertical funds are bilateral or multilateral issue-specific initiatives, mostly with a top down approach. Vertical funds are generally found in the health sector (e.g. GAVI for vaccines and immunisation, Global Fund for Education, etc.), targeting resources at specific health problems to deliver direct and measurable results. Vertical funds, in contrast to horizontal funds, are not aimed at developing and sustaining comprehensive government systems, but instead focus on single-issue problems.

