

# MIDLANDS STATE UNIVERSITY



**MONITORING AND EVALUATION IN PROGRAM AND PROJECT  
MANAGEMENT IN ZIMBABWE. A CASE STUDY OF THE WOMEN'S  
DEVELOPMENT FUND IN HARARE METROPOLITAN PROVINCE 2010-2014**

**BY**

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## DEDICATION

For the love, unselfish support, example and the laying of foundations of discipline and application necessary to complete this work, I dedicate this thesis to my mother Ms Rosemary F Garande and my beloved grandmother Ms Florence R Nhekairo.

## ACRONYMS

BRAC:	Building Resources Across Communities
CEDAW:	Convention on the Elimination of Discrimination Against Women
CDO:	Community Development Officer
CBZ:	Commercial Bank of Zimbabwe
DDO:	District Development Officer
GAD:	Gender and Development
IGP:	Income Generating Project
LFA:	Logical Framework Approach
M&E:	Monitoring and Evaluation
MWAGCD:	Ministry of Women Affairs Gender and Community Development
NBS:	National Building Society
NGOs:	Non-Governmental Organizations
OPC:	Office of the President and Cabinet
PDO:	Provincial Development Officer
RBM:	Result Based Management
SADC:	Southern African Development Committee
SDG:	Sustainable Development Goal
WDC:	Ward Development Coordinator
WDF:	Women's Development Fund
WID:	Women In Development
ZWRC:	Zimbabwe Women's Resource Centre
ZIMSTAT:	Zimbabwe National Statistics Agency

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## ABSTRACT

*States are required to conform to stringent project and program reporting requirements in order to satisfy the wide range of stakeholders. Project and program monitoring and evaluation (M&E) systems, frequently a requirement for funding, are believed to inform the reporting process. The role of the state has evolved over the past years and it is readily apparent that good governance has progressively become key in the attainment of sustainable socioeconomic development. The demands of the global economy, new technology and new information is continuously challenging the state and it calls for greater democracy and participation. According to the national monitoring and evaluation policy (2015) a robust monitoring and evaluation system in Government is highly significant for successful implementation of national development policies, programmes and projects and to ensure efficient and effective service delivery. This research sought to present monitoring and evaluation in its various forms and dimensions. It highlighted its importance, contributions and efficacy in program and project management and implementation, focusing on the Women's Development Fund (WDF) in Harare metropolitan province 2010-2014.*

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# **CHAPTER ONE:**

## **INTRODUCTION**

### **1.1 Introduction**

Monitoring and evaluation is a dominant public management tool that can be used to advance the way governments and organizations attain better results in project and program implementation. In agreement with Kusek and Rist (2004) just as governments need fiscal, human resource and accountability systems it also needs good feedback systems. The demand for greater government efficiency has reached crisis proportions in the majority of the third world countries where states have failed to deliver fundamental goods and services. Monitoring and evaluation is a powerful tool that can aid legislators and decision makers in tracking progress and demonstrate the impact of a given project program or policy

According to Otieno (n.d) although monitoring and evaluation are viewed as related, they have distinct functions. He then goes on to define the two terms separately and states that monitoring is viewed as a process that provides information and ensures the use of such information by management to assess project effects, both intentional and unintentional and their impact and evaluation draws on the data and information generated by the monitoring system as a way of analysing the trends in effects and impact of the project. This research uses the WDF as a case study. The WDF was a program that was implemented by the state under Ministry of Women Affairs Gender and Community Development in adherence to the 5th Sustainable Development Goal (SDG) which is the promotion of gender equality. The following chapter introduces the research, presents its background the objectives of the study as well as the research questions among other introductory literature.

## **1.2 Background of the study**

The dawn of globalization and the resultant antagonism has brought about mounting pressures on governments and organizations around the world to react more efficiently to the increasing demands from the escalating variety of stakeholders. The growing need for good governance, accountability, transparency, greater development effectiveness and provision of concrete results has resulted in the introduction and implementation of Monitoring and Evaluation Systems within third world economies such as Zimbabwe. Against the backdrop of a citizenry that now demands quality service delivery, the Government of Zimbabwe introduced the Results Based Management (RBM) system in 2005. (National M&E policy 2015). This was followed by the publishing of the national Monitoring and Evaluation policy which highlights the guidelines through which government institutions and its stakeholders must carry out the monitoring and evaluation process of programs and projects.

The government of Zimbabwe took the initiative of creating the post of M&E officer in several more governmental ministries other than the OPC, to emphasise the need for improved M&E services within the public sector as well as to compliment the already existing monitoring and evaluation personnel in the Office of the President and Cabinet which initially was responsible for the monitoring of all programs, projects and activities carried out by the government. Officers were also placed at grassroots level on behalf of the state to carry out these activities.

According to Visvanathan and Nisonoff, (2011) as cited in Matenga (2016) women are key actors in the economic system, yet their neglect in development plans has been left untapped. According to the ZIMSTAT men and women report (2016) ‘Women constitute 56% of the Zimbabwean population. Hence the government introduced initiatives to improve the livelihoods of women through women empowerment policies and programs for example the Women’s Development Fund. There has been several studies on the wealth of economic development theories, either protecting or

repudiating their worth. In the view of Matenga (2015) there also have been numerous reports written on women's societal roles and choices made on the use of their manual labour. What has been a little more challenging to find are however studies that offer an evaluation of the usefulness of a national economic development policy in supporting women's advancement, or that critique how a women centred framework has been employed in economic development strategies.

In line with the eradication of gender inequalities in economic, political and social sectors the Zimbabwean government passed various acts such as the Legal Age of Majority Act in 1982. According to Mahlaune (1995) this act stipulated that women would no longer be considered as minors. Furthermore, the government passed the Equal Pay Act in 1982 stating that women were to be afforded equal employment opportunities as their male counterparts and have the right to an equal salary. The government went on to become a signatory to several regional and international treaties that aimed at creating an environment suitable for the fostering of equality and equity between men and women. The SADC's protocol to Gender and Development, the Beijing Declaration and Platform for Action, the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the SADC ministerial declaration of 2007 stated that women should constitute 30 % of the decision making positions by 2005 and has been revised to 50 % by 2015 (Gudhlanga, 2011).

The formation of the Ministry of Women Affairs, Gender and Community Development (MoWAGCD) was a step taken by the government of Zimbabwe in the upholding of the agreements signed. The transformation was in line with developments at global level from Women in Development (WID) to Gender and Development (GAD) (Chinyani, 2007). The civil society has complimented government efforts in advocating for gender equality in all sectors of life. According to Marxist feminist theory women empowerment can only be achieved through radical reorganisation of the capitalist economy and ensure women own the

modes of production. The government of Zimbabwe in line with this theory introduced the Women Development Fund through the MoWAGCD, to assist women entrepreneurs and women who were interested in initialising income generating projects. The Women Development Fund was established in 2011, the Ministry of Women Affairs, Gender and Community Development being the implementing agent.

In the Harare Metropolitan Province the WDF was made available to all women within the province and was disseminated to communities through Ward Development Coordinators who operate as agents of the ministry in the wards that are within the province. The Women's Development Fund would disburse collateral free loans to entrepreneurial women with the aim of empowering them economically. This was a group guarantee loan scheme where women would form groups of five and co-guarantee each other. It was also a revolving fund where women would return the money with 10% interest per annum before it could be borrowed by other groups of women. The monitoring and evaluation of this program was the responsibility of the Ward development Coordinators, Community Development Officers, the Provincial Development Officer as well as the Monitoring and Evaluation team from the Ministry's Headquarters. The disbursement of these loans has however since been halted and women have not received funding from it since the year 2014. Therefore, this study is aimed at harnessing the monitoring and evaluation process and its effectiveness on the part of the state paying attention to the WDF which may aid in realising the mistakes that may have been made and important factors that may have been overlooked and contribute to the solutions that may aid in its resumption.

### **1.3 Statement of the problem**

In the current face set up of the governmental institutions there has been vast lack of monitoring and evaluation facilities both structurally and non-structurally. Zhou and Zvoushe(2013) point out that the main challenge faced by the government is that the knowledge, skills and competence required for those aspiring and performing duties related to M&E of public programs is limited. Officials fail to understand the importance of M&E at the governmental level of various programs. The lack there of has resulted in the failure of several government projects and programs. This became evident during and post the period of the running of the WDF all around Zimbabwe unfortunately at the expense of the empowerment of small business owners in this case women who the government had the intention of empowering. The problem therefore becomes the underperformance of implemented programs and projects because of inadequate monitoring and evaluation systems within organizations and the government. Scenarios suggest that the expected delivery of various development projects and programmes has not been forthcoming. Even those programmes with the right technologies and enough funds seem to perform poorly (Zvoushe and Zhou 2013).

Sivagnanasothy, (2007) and Kusek, et al, (2004) concur that literature review generally attributes these scenarios to neglect of the management function, especially failure to appreciate the complementarities among technology, capital and management. Although in Zimbabwe it is extensively recognised that Monitoring and Evaluation Systems are crucial management tools, their smooth and actual operation has been obstructed by administration gaps. With reference to the WDF the seizing of the disbursement of funds in 2014 and the failure of women to reimburse the loans is an indication of gaps in the monitoring and evaluation criteria at the very initial stages of this program. This then also shows ambiguity in the evaluation system as their project proposals are first evaluated before the approval of funds is permitted. This research therefore seeks to identify the loopholes in the M&E

systems of the government focusing on Harare Province Monitoring and evaluation systems all the way down to ward level and recommend actions that can be taken to fill this gap and re-establish the WDF as it empowers the women of Zimbabwe in line with SDG 3.

#### **1.4 Theoretical Framework**

This study is premised on the Result Oriented Framework of monitoring and evaluation as M&E systems are rooted in the Result Based Management Approaches. According to Van Mierlo (n.d) “The emphasis on result-oriented monitoring and evaluation lies in measuring: to what degree the original project objectives and subsequent interventions have been achieved.”

The Development Assistance Committee (DAC, 2002) defines this approach as “a management strategy focusing on performance and achievement of outputs, outcomes and impacts”. The method is based on assumptions and prospects of causality and linearity: ‘If we do this in the project, then this will be the result and this or that change will take place.’ The strength of the result-oriented method lies in strategy and planning. In this light, it is distinct that monitoring and evaluation ideas draw on the Results-Based Management Approach, particularly with its focus on evident results, outputs and influences from development programmes (Zvoushe and Zhou 2013). In this tone, it should also be remembered that Monitoring and Evaluation Systems are “management toolkits” assisting decision-making in organizations as well as the public sector, and improving development effectiveness through production of tangible results.

#### **1.5 Research Objectives**

- To examine the loopholes in the M&E systems of the government in the Harare Province Monitoring and evaluation systems.
- To analyze the role and purpose of the WDF in Zimbabwe and whether the desired outcomes were achieved by 2014
- To identify which tools of M&E were used and their effectiveness in the WDF from 2010-2014
- The recommendation of solutions in M&E to resuscitate the program.

### **1.6 Research questions**

- ∞ What are the loopholes in the M&E systems of the government in the Harare Province Monitoring and evaluation systems?
- ∞ What was the role and purpose of the WDF in Zimbabwe?
- ∞ What are the recommended solutions for the resuscitation of the WDF program?
- ∞ What tools of M&E were used and were they effectiveness in the WDF from 2010-2014?

### **1.7 Significance of the study.**

Monitoring and Evaluation is still a relatively new concept in third world countries and even more so the implementation of a result oriented approach to M&E. Madhekeni (2012) alludes that the government of Zimbabwe is making an effort to climb aboard this very large ship and implement effective M&E. It is therefore vital to carry out this study for the simple reason that there is a need for the tracking of progress on the success of the M&E initiatives the government has put in place for its programs and projects. Rendering to Zhou and Zvoushe (2013) there has been an evolution in the field of monitoring and evaluation involving a



movement away from traditional implementation-based approaches towards new results-based approaches. The latter relates to the aftermath of program implementation. That is to say, the government may successfully implement programs and projects, but have they manufactured the definite intended results? Have they kept the commitments made to the stakeholders? This study therefore seeks to give answers to these questions with reference to only one of its various programs the WDF. This research will hence assist both the government and its various stakeholders in tracking their progress in terms of M&E implementation.

Monitoring and Evaluation is also a very significant aspect of development. In-order for any entity to develop there is a need to evaluate as well as monitor the intended actions and steps and ensure the effectiveness of these actions and also success. According to several scholars most stakeholders overlook this step and hence a lot of projects being implemented especially in Zimbabwe are proving to be unsustainable and some ineffective because of the skipping of this phase. Hence this thesis will also aid several stakeholders and development practitioners to acknowledge and appreciate the importance of M&E in program and project implementation.

This research also intends to benefit the Midlands State University students as well as others in the further investigation of M&E as I believe this is an under-researched area with case studies of African state projects especially that of Zimbabwe as evidenced by the limited amount of literature in this. Lastly this research is intended to benefit the researcher in understanding more on M&E as this is her personal area of interest. Hence as the research continues there is bound to be a clearer and more feasible understanding of M&E and an appreciation of the government's efforts in its implementation.

### **1.8 Limitations of the study**

This study has put the actions of the state under scrutiny in relation to state funds and their effectiveness and participants feared to be held responsible for the discrediting of a government ministry and some would withhold honest information resulting in inaccurate findings. The researcher assured the participants of the anonymity of their identities and assured them of the positivity that emanates from the identification of weakness in M&E services and managed to succeed in gathering the data required for the compilation of this research.

There were also bureaucratic challenges that the researcher faced and these slowed down the data gathering process. The need for following appropriate channels in accessing certain participants and information took a lot longer than expected. This resulted in the delay of the research process and consumed a lot of time however the researcher managed to make up for lost time and complete set targets and goals in the targeted time.

Another challenge that the researcher faced was the use of the quantitative method of research. According to Madey (1982) results are limited as they provide numeric descriptions rather than detailed narrative and generally provide less elaborate accounts of human perception. This proved a bit challenging because monitoring and evaluation is an aspect that analyses both the quantitative and qualitative aspects of a program or a project. The researcher managed to capture the needs of the research paper without having to focus on qualitative aspects with favourable results.

## **1.9 Ethical Considerations**

The researcher sought permission from the Ministry's provincial offices and presented it as given and did not alter it or falsify it in any way to suit the researcher's wants and needs. Privacy and confidentiality is of major concern in this research since it will affect the operations of the MoWAGCD and possibly the entire public sector. There was fear of

workplace victimization of the employees thus making it challenging for participants to participate freely. The researcher assured and delivered the anonymity of participants from the readers of this thesis. Their protection is ensured.

In an attempt to avoid plagiarism the researcher cited every piece of information that was used during the compilation of this research from published sources

### **1.10 Chapter Summary**

The chapter presented the background to the study focusing on how women were disadvantaged in terms of accessing resources and highlighting the origins of monitoring and evaluation in Zimbabwe. The governments has begun to institute measures to strengthen M&E systems in Zimbabwe. The chapter outlines the research objectives and questions which shed light on the pathway of the research. The chapter reveals then goes on to state the significance of the research as well as the ethical considerations during the course of the study. Shortly this chapter introduces all the other 4 chapters to follow.

# **CHAPTER TWO**

## **LITERATURE REVIEW**

### **2.0 Introduction**

This chapter critically analyses a selection of literature relevant to the study on Monitoring and evaluation in program project management with a particular focus on the Women's Development Fund. The chapter include the purpose of the review, sources of the review, the review process and finally the summary of the literature review.

### **2.1 Monitoring**

Monitoring can be defined as: A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.(IEG 2016) Thus monitoring embodies the systematic tracking of inputs, outputs, outcomes, activities and effects of development activities at the project, program, sector and national levels. This includes the monitoring of a country's progress against the sustainable development goals (SDGs), or other national measures of development success.

#### **2.1.1 Types of Monitoring**

##### **2.1.1.1 Process monitoring/ physical progress monitoring**

According to Rist (2004) in process monitoring, routine data is collected and examined in order to determine whether the project tasks and activities are leading towards the intended project results. This process authenticates the growth of the project in the direction of the intended outcomes. This kind of monitoring measures the inputs, activities and outputs.

##### **2.1.1.2 Technical monitoring**

Technical monitoring involves assessing the strategy that is being used in project implementation to establish whether it is achieving the required results. (Douvere, and Ehler 2011). It includes the technical features of the project such as the activities to be conducted.

#### **2.1.1.3 Assumption monitoring**

Any project has its working assumptions which have to be clearly drawn in the project log frame. Assumption monitoring involves calculating these factors which are external to the project. It is important to carry out assumption monitoring as it may help to explain success or failure of a project.

#### **2.1.1.4 Financial Monitoring**

Just as the name implies, financial monitoring simply refers to observing project/ program expenses and comparing them with the budgets arranged at the planning stage. The use of funds at the disposal of a program/project is crucial for ensuring there are no excesses or wastages. Financial monitoring is also important particularly for accountability and reporting purposes, as well as for measuring financial efficiency (the maximization of outputs with minimal input)

#### **2.1.1.5 Impact Monitoring**

Impact monitoring continually assesses the effect of project activities on the target population. Impacts are long term effects of a project. However, projects with a longer life line or programs there arises a need for determining impact change in order to show whether the general conditions of the intended beneficiaries are improving or otherwise. Monitoring both the positive and negative impacts, intended and un-intended impacts of the project/program becomes imperative.

## **2.2 Evaluation**

Packendorff, (1995) defines project evaluation as “Project evaluation is a systematic and objective assessment of an ongoing or completed project. The aim is to determine the relevance and level of achievement of project objectives, development effectiveness, efficiency, impact and sustainability.”

Program evaluation however according to Fitzpatrick, etal (2004) is a systematic method for collecting, analysing, and using information to answer questions about projects, policies and programs, particularly about their effectiveness and efficiency. He goes further and explains that in both the public and private sectors, stakeholders often want to know whether the programs they are funding, implementing, voting for, receiving or objecting to are producing the intended effect. The difference therefore becomes that mere evaluation is for the benefit of the project and is for the identification of shortcomings that should be fixed in order to correct them and ensure the viability of the project or program. The aspect of project evaluation however is for the benefit of the stakeholders and relevant authorities that are as well involved the implementation of the project in light of the comparison of the two definitions given above.

### **2.2.1 Types of Evaluation**

#### **2.2.1.1 Formative evaluation**

Formative evaluation takes place in the lead up to the project, as well as during the project in order to improve the project design as it is being implemented (continual improvement). Formative evaluation often lends itself to qualitative methods of inquiry. (Owen and Rogers 1999)

#### **2.2.1.2 Summative evaluation**

Several studies have indicated that summative evaluation looks at the impact of an intervention on the marked group. According to Owen and Rogers (1999) this type of evaluation is arguably what is considered most often as 'evaluation' by project staff and funding bodies- that is, finding out what the project achieved. The government body usually responsible for carrying out this type of evaluation is the Office of the President and Cabinet.

## **2.3 Result Based Management**

Madhekeni (2012) notes that monitoring and evaluation experts explained that, the introduction of Results Based Management enhanced the structure of monitoring and evaluation which is now being done in a systematic and logical manner. She also goes on to explain that the idea of decentralization is of prime importance since results can be monitored and evaluated closer to the actual scene of action (field). This is to show that the government of Zimbabwe is working on the improvement and enhancement of M&E systems within the country and its efforts are improvement of M&E at grassroots level which ensures a thorough execution of Monitoring and Evaluation from lower levels of operation to the very top ones. This improves on transparency of the state on a decentralised level and ensures the ultimate satisfaction of the stakeholders involved in the implementation of state programs and projects. Madhekeni also goes on to outline the challenges encountered in the implementation of the RBM and these include resource constraints, politics of administration and many others and also included the lessons learnt from the experience.

## **2.4 The Women's Development Fund**

### **2.4.1 Commitment to Funding Women Projects**

Several studies have revealed that the women make up the majority of the poor. For example, Khan and Noreen (2012), state that, about 70% of women in the world are living in poverty. Women constitute almost half of the world's population but are discriminated in various

spheres of life. In Zimbabwe women constitute 56 percent of the population and in light of the demographic patterns, the civil society has implored government to ensure that the needs of women were effectively factored in national fiscal policy and budget formulations.

According to the national budget statement (2015), the Ministry of Women Affairs, Gender and Community Development was allocated \$10,129,000. This figure was a summative allocation to cater for the needs of all women in Zimbabwe. According to several scholars and economic experts this was hardly enough to cater for the needs of women. It would not significantly make much of a difference in reducing poverty among women in Zimbabwe.

#### **2.4.2 The Ministry of Women Affairs, Gender and Community Development**

One of the ministries created by government is the Woman Affairs, Gender and Community Development. The Ministry of Women Affairs, Gender and Community Development was established in 2005. The Ministry has five departments, two of which are service departments namely: Finance and Administration and Human Resources. It also has the Audit, Public Awareness and Legal Units. The remaining three technical departments are Women Affairs, Gender and Community Development. They are also referred to as the line departments, because they directly execute the mandate, goals and objectives of the Ministry.

#### **2.4.3 Women Affairs Department**

One of the Ministry's mandates is to spearhead women empowerment. In order to achieve this mission the Department of Women Affairs is mandated to empower women economically, politically and socially. To this end the government has created the Women Development Fund. The objective of the fund is to empower and capacitate disadvantaged women by providing collateral free loans. The provision of such credit schemes by the government of Zimbabwe is in line with the global practice. There are many examples of



micro credit finance globally, however the most prominent ones include; Grameen Bank, BRAC, BancoSol, ASA and Bandhan. Injection of micro loans to address poverty and gender inequality has become a common solution globally. Micro credit schemes come as a reaction strategy to the failure by many development intervention strategies to include women in planning and implementation. The aim of this approach is to enable women to earn direct income, thereby giving them a voice in the community and enabling them to participate in the public sphere and in decision making. Discussion of micro credit schemes borrows much from the success of Grameen Bank in Bangladesh. This model has been replicated not only in Bangladesh but in many countries across the globe including Zimbabwe.

Nationwide \$3 014 734.68 has been disbursed to 2145 women’s groups. The major challenge has been low repayment rates. The balance yet to be paid stands at \$1 483 371, 29. The 2013, 2014 and 2015 disbursements were made from the repayments and accumulated interest. The amount disbursable in 2015 was \$355, 077.94. The table below shows amount allocated by treasury, amount received from treasury, amount disbursed, and outstanding amounts from loan repayments and number of groups funded.

**Table 1: Amounts allocated by treasury**

Year	Amount Allocated By Treasury In A Budget Year	Amount Received From Treasury	Amount Disbursed	Outstanding Amounts From Loan Repayments	No Of Groups Funded
2010	1 000 000.00	\$1 000 000 .00	\$815 000.00	\$328 360.76	492
2011	2 000 000.00	No Release	No Release		N/A
2012	3 000 000.00	\$1 350 000 .00	\$1 101 770.00	\$252 900.20	432
2013	2 500 000.00	No Release	\$778600.00 (From The Revolving Money)	\$382 016.57	493
2014	2 000 000.00	No Release	\$560 541.00 (From The Revolving Money)	\$399 977.39	437
2015	350 000.00	No Release	\$355 077.94. (From The Revolving Money)	\$120 116.37	287
Total	14 000 000 .00	\$2 350 000.00	\$3 213 597.94	\$1 483 371,29	2145

**Source: MWAGCD Harare Province annual report 2016**

According to the Zimbabwe Women Resource Centre ZWRCN (2014), government must improve access to credit through the establishment of micro-finance programmes and the

facilitation of adequate educational training for women. ZWRCN notes that women are confronted with a number of challenges, among them lack of capital to start income-generating projects (IGPs) at various levels. Gender activists and researchers have argued that gender differences have not been considered in economic behaviour and also biases arise from resource allocations based on different roles, needs, responsibilities and relations of women and men to support the above information even at the inception of WDF in 2010 very few women accessed the loans.

Budgetary allocations have however improved over the years although not very significantly. There has arisen a set of institutions over the past years that have been aiding the state in providing access to financial capital to women in order to improve their economic well-being. These institutions are as listed in the table below.

**Table 2: Institutions that aid the government in the provision of loans to women in harare metropolitan province.**

<b>INSTITUTIONS</b>	<b>NAME OF INSTITUTION</b>	<b>TERMS &amp; CONDITIONS</b>
<b>NGOs</b>	Women Excel,	No collateral, No interest
<b>PARASTATALS LENDING</b>		Collateral security, 15% interest rate, business plan
<b>CREDIT UNIONS</b>	FMC, KCI, Mob Money, etc	High interest rates average of 25%
<b>COMMERCIAL BANKS</b>	Agribank, NBS, CBZ, Women's Bank	Collateral security, formally employed, 20-30% interest rates, project proposal

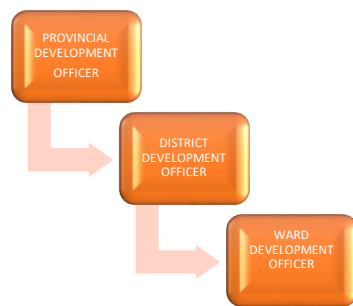
Statistics provided by Chikanyambidze (2015)

## **2.5 M&E of the WDF**

The WDF like any other government program is monitored by the government itself, the office of the President and Cabinet in particular. This process however is carried out from the bottom of the ladder going upwards. At the very bottom of the ladder are the Ward Development Coordinators followed by the District Development Coordinators. These

officers report their findings to the Provincial Development Officer who eventually reports the findings to the Permanent Secretary at the Ministry's Headquarters. The ministerial structure of M&E according to the MoWAGCD's annual report 2016 is as stated below:

**FIG 1: PROVINCIAL MONITORING AND EVALUATION PATHWAY**



Ibid (2014) alludes that monitoring and evaluation begins at the planning phase and this first stage involves deciding the benefit of the M&E programs, establishing the guiding principles, choose which programmes/projects you want to assess, who to involve in the different stages of your M&E and arrange the key issues and questions you need to investigate. The author goes on to state that the clarify your aims, objective and change pathway (impact chain) and the identification of information you need to collect, the method of collection for your information, how you will assess your contribution or influence as well as how to analyse and use the information. Finally decide how to communicate the information.

The following phase of the process is the execution of monitoring and evaluation. Initially the use of internal records is of utmost importance in M&E. Using internal records to track project activities, processes and output indicators such as numbers and demography of project members, supporters and participants. Another way in which M&E can be carried out I through group workshops or focus groups. This is in order to explore perceptions and opinions about specific questions, issues or change and/or to get feedback on research findings. Short surveys given to all informants to track changes in outcome indicators, impact

indicators and/or assess attitudes, knowledge, behaviours intentions. Most surveys involve a list of closed questions. Automated tools, models or conversion ratios are a method used to estimate outcomes and impacts, such as carbon emissions or health benefits. This may involve an online survey which people can fill in individually, an excel programme which a project worker helps people fill in or a community modelling tool where an academic or expert collects relevant data and enters it into the model. Semi structured interviews can be done to explore perceptions and experiences of changes and/or explanations of change. Core questions are identified before the interview but can be modified.

In line with several other sources such as Madhekeni (2012) and DAC (2002) concur that the steps provided above form the basis of M&E in basically all institutions. Zvoushe and Zhou (2013) noted that “Zimbabwe is yet to install a comprehensive M&E systems. Its systems are at the formulation phase. The critical specialist personnel for the monitoring and evaluation function are yet to be recruited and those already in office properly trained. Clear-cut baseline and performance indicators are also to be established. There is also low note systematic use of evaluation findings from previous programmes while its evaluation approaches have a disturbing skew towards the quantitative.” This shows that the state still has a very big part to play particularly in the erecting of proper Monitoring and Evaluation systems of projects and programs that the implement.

## **2.6 CHAPTER SUMMARY**

The above chapter highlights the work of the state in M&E as well as their role in women empowerment. It reveals the work of other relevant scholars in both these variables. Gaps in knowledge were highlighted by the researcher. The monitoring and evaluation pathway was revealed at the provincial level was also shown in the chapter.

## **CHAPTER 3:**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter focuses on an overview of procedure and techniques used in completing the study. To begin with, the philosophy and moulds underpinning the research are deliberated. Then the research design is explained based on the research question. This includes the discussion of the strategy, research tools developed and applied, the validation of the choice of research methods utilised. Information on the analysis and clarification of research data is explained. Finally, the handling of confidentiality and risk is also discussed. To place the methodology and design of this research in context, the research question and objectives are recaptured. Ethical considerations and limitations of the study are also included in this chapter.

#### **3.2 Research Paradigm and Philosophy**

The quantitative research design was employed to shed light on the monitoring and evaluation process within the state with a special focus on the operations of the Women's Development Fund 2010-2014 which was run under the Ministry of Women Affairs Gender and Community Development. The quantitative method was specifically chosen as the method of research because according to Kaplan (2004) "Numerical quantitative data may be viewed as more credible and reliable, especially to policy makers, decision makers, and administrators." Dervin (1992) defines quantitative research methods as "methods that are used to examine the relationship between variables with the primary goal being to analyse and represent that relationship mathematically through statistical analysis."

Kaplan (2004) outlines other advantages of employing this method of research and these include: the data collected is numeric, allowing for collection of data from a large sample size, statistical analysis allows for greater objectivity when reviewing results and therefore, results are independent of the researcher and results can be generalized if the data are based on random samples and the sample size was sufficient and data collection methods can be relatively quick, depending on the type of data being collected. Quantitative data gave the researcher the opportunity to analyse data in less time and use numerical results displayed in graphs, charts, tables and other format enabled better interpretation.

Weaknesses however were found during the research and as noted by Choy (2014) comprise of ideas that there is often no information on background factors to help understand the results or to clarify variations in behaviour between households with comparable demographic and financial characteristics. He goes on to state that the organisation of a structured questionnaire creates an unnatural circumstance that may separate respondents, reduction of data to numbers results in the loss information and the relationships established (e.g., between costs and benefits, gender, and access to services or benefits) may mask underlying causes or realities and lastly that unverified variables may account for program impacts.

### **3.3 Resign Design and Rationale**

A case study of the Women's Development Fund with a special focus on the Harare Metropolitan Province was used. A descriptive research design was used to enable the explanation of the different scenarios of monitoring and evaluation of state projects and programs as well as the experience of the beneficiaries. It explores the rapport between variables through statistical analyses. Labaree (2009) alludes that "however, one may not be able to run descriptives for all variables in the dataset." The Researcher chose the descriptive

design because in line with Cohen et al (2013) ‘...descriptive research opens up a great deal of further research to other scholars.’ Also in agreement with Lodico et al (2010) the researcher used this design because when researchers initiate the investigation of a phenomenon or relationship for the first time, descriptive research provides a favourable position. This sums up the research design chosen and justification forthwith.

### **3.4 Population and sampling**

Onyiuke (2005) defines population research as “a well-known collection of individuals or objects known to have similar characteristic and all individuals or objects within a certain populations usually have a common or binding characteristic” In this study, the target population was made up of women within the Harare Metropolitan Province, who were beneficiaries of the Women’s Development Fund. The population also comprises of the officers of the Ministry are responsible for the Monitoring and evaluation of the program in the wards and districts within the province. Hence in line with the definition, the commonality between the two groups of people is the Women’s Development Program. The WDF in the Harare Metro Province has benefited a total of 232 local groups with a sub total of 970 women. In the beginning and during the four phases of this program the province has had a total of 89 officers that were responsible for the monitoring and evaluation as whole. The province had in each district during the running of the WDF 8 Ward Development Coordinators, 2 Community Development Coordinators and a District Development Officer. All of the above reported to the Provincial Development Officer. The total population therefore becomes 1050 individuals. Owing to the fact that the population size was too large to gather data from. Hence the researcher used the following method as a way in which to determine sample size.

According to Zorn (1994) when working with a finite population and if the population size is known, the Yamane formula for determining the sample size is given by:

$$n = \frac{N}{1 + Ne^2}$$

Where

$n$  = corrected sample size,  $N$  = population size, and  $e$  = Margin of error (MoE),  $e = 0.05$  based on the research condition. The researcher used the Yamane method of calculating sample size to determine population size and determined that the population size to be used in this research would be a total of 210 individuals. The researcher used this method of calculating sample size because it applies to a finite population and in this research the employees of the Ministry of Women Affairs as a case study. The beneficiaries of the WDF are also a finite population. Hence this was an appropriate method of calculating sample size.

### **3.5 Sampling Method**

According to Best and Khan (2007) ‘The primary goal of sampling is to get a representative sample, or a small collection of units or cases from a much larger collection or population, such that the researcher can study the smaller group and produce accurate generalizations about the larger group.’ Due to the fact that the researcher has two different groups that data is needed to be gathered from, the researcher used what is known as stratified sampling. Teddlie and Yu (2007) denote that stratified sampling is ‘a probability sampling technique in which the researcher divides the population into different subgroups or strata, then randomly selects the final subjects proportionally from different strata.’ The researcher has therefore divided the population into two groups. These two groups are namely the beneficiaries and the employees of the ministry. This is because in relation to the research question, the beneficiaries of the WDF are the ones on the receiving end of the M&E service while the officers are on the serving side. According to McKay et al (1979) “the advantage of using



stratified sampling is that it captures the key population characteristics in sample.” Kothari (2004) also supports that “...the greater the differences in strata, the greater the gain in precision.”

### **3.6 Data Collection**

According to Labaree (2009) Data collection is quite simply the description of methods used in the acquiring of data used during the research. Firstly the researcher used analysed existing information on the Women’s Development Fund as a method of data collection. The information as permitted by the Ministry was made accessible to the researcher through an annual report that was presented to the headquarters in 2016. The existing data provided information relevant to this study. The researcher used this method of data collection because Cheng and Phillips (2014) stipulate that ‘the secondary analysis of existing data has become widely popular in research fields nowadays.’ The advantage of the use of this method of data collection is that it is a cost efficient way to make full use of data that has already been collected to address potentially important research. (Grady n.d) This method however has its limitations. Peersman (2014) highlights that ‘the secondary analysis of existing data is that the researcher has little or no control over what data has been collected.’

The researcher also carried out a survey within the Ministry’s provincial office as well as amongst the beneficiaries of the WDF. The two surveys were in the form of structured questionnaires that were provided for both targeted groups. Information from these surveys were also analysed to produce the required information. Kelley (2003) asserts that ‘surveys are a snapshot of how thing are at a certain time.’ The scholar goes on to note that this is done usually by the use of questionnaires and interviews. Advantages of a structured survey is that it is cost efficient and relatively easy. Its limitations however include that there are bound to

be differences in understanding and interpretation and there is a lack of conscientious responses. Nevertheless the researcher carried out these surveys.

### **3.7 data Presentation and Analysis**

“Data analysis consists of examining, categorizing, tabulating, or otherwise recombining the evidence to address the initial propositions of a study” (Yin, 2003). The researcher adopted the descriptive method of data analysis. This refers to calculations that are used to describe the dataset. These include the mean, the mode, the median and the minimum and maximum. There was the use of data tabulation as a means of presentation. Charts, bar graphs, and others were used in presenting the data. This is because according to Peersman (2014) “This process will give you comprehensive picture of what your data looks like and assists in identifying patterns.”

The findings were deliberated in relation to the research question and deductions were made. There was also the use of the Statistical Package for Social Sciences as a method of data analysis. Recommendations for improving the monitoring and evaluation system within state programs as well as those for future research were made based on the issues emerging from this study.

### **3.8 Ethical Considerations**

The following ethical considerations were made:

- The purpose and objectives were explained to the prospective participants before conducting research.
- The respect of the participant’s privacy and anonymity was upheld in relation to the information they gave.
- Participants were given the choice to participate or withdraw voluntarily during the course of the research.

- Verbal permission to conduct the research study was obtained from the Ministry of Women affairs, Gender and Community Development, Head Office as well as at the Provincial office after the presentation of the letter of request from the University.
- The analysis and presentation of accurate data findings was employed during the course of the research.

### **3.9 Limitations of the Study**

The study could not collect all needed information from expected informants especially Ward Development Coordinators who are always out of their offices and in the field carrying out their duties despite several attempts by the researcher. To mitigate this the researcher managed to meet most of these officers at the provincial weekly meeting and requested for their participation after this meeting to which they gladly consented. The researcher also faced challenges to do with the lack of understanding and interpretation of the survey questionnaire. This however was solved by explaining to the participants were to respond to the survey and explaining some of the stated questions in vernacular. This made it possible and easier to handle.

### **3.9 Chapter Summary**

This chapter discussed the guiding philosophy to the study it's the justification thereof. The methodology used as well as the design were carefully stated. Relevant authorities were cited in support of the use of these methods. It highlighted the population sample and the sampling technique that was used to select them was provided. Data collection methods, data analysis and presentation, ethical considerations and the ways of achieving were also stated along with their various justifications and substantiations.

## **CHAPTER FOUR**

### **DATA PRESENTATION AND ANALYSIS**

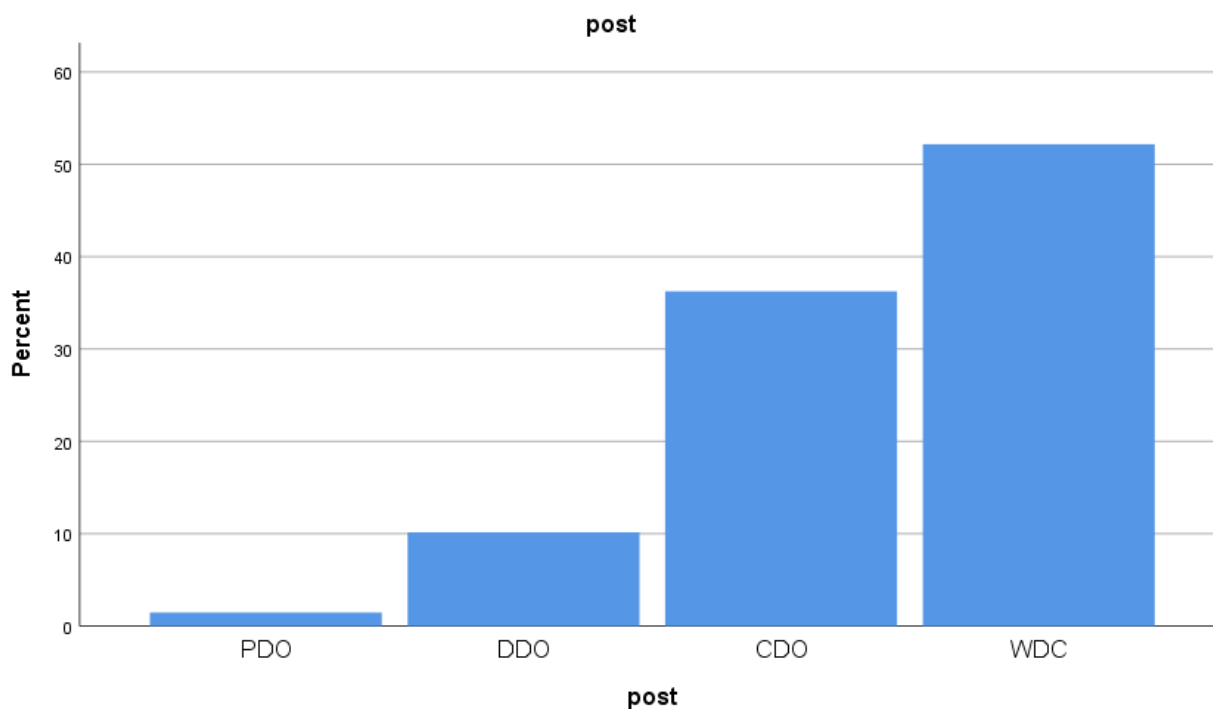
#### **4.1 INTRODUCTION**

This chapter focuses on the data presentation, analysis, interpretation and discussion of the results from the study which were guided by the research questions and objectives. The chapter highlights the loopholes in the M&E systems of the government particularly the Ministry of women affairs in the Harare Metropolitan Province, it sheds light on the role and purpose of the WDF in Zimbabwe and whether the desired outcomes were achieved by 2014 and it identifies which tools of M&E were used and their effectiveness in the WDF from 2010-2014.

The researcher carried out a survey and distributed a total of 210 questionnaires in district offices within the province as well as some at a meeting within the provincial offices. The researcher managed to distribute the questionnaires on two separate occasions. Firstly during a WDF annual meeting at the provincial offices in Harare. A total of 385 women representing their various groups were in attendance and the researcher distributed a total of 150 structured questionnaires. After collection the researcher had a total 74 respondents from the beneficiaries.

The researcher also went on to carry out a survey among the employees of the ministry to determine the officers' general knowledge on M&E in relation to the WDF program. The questionnaires were dropped off at the provincial office. The respondents then went back to collect the questionnaires after a week and got a total of 72 respondents. Hence the data that is being analysed is from the response of 146 participants inclusive of both employees and beneficiaries. Below is a chart showing the number of employee respondents and their relative posts.

**FIG 2: Employee respondents**



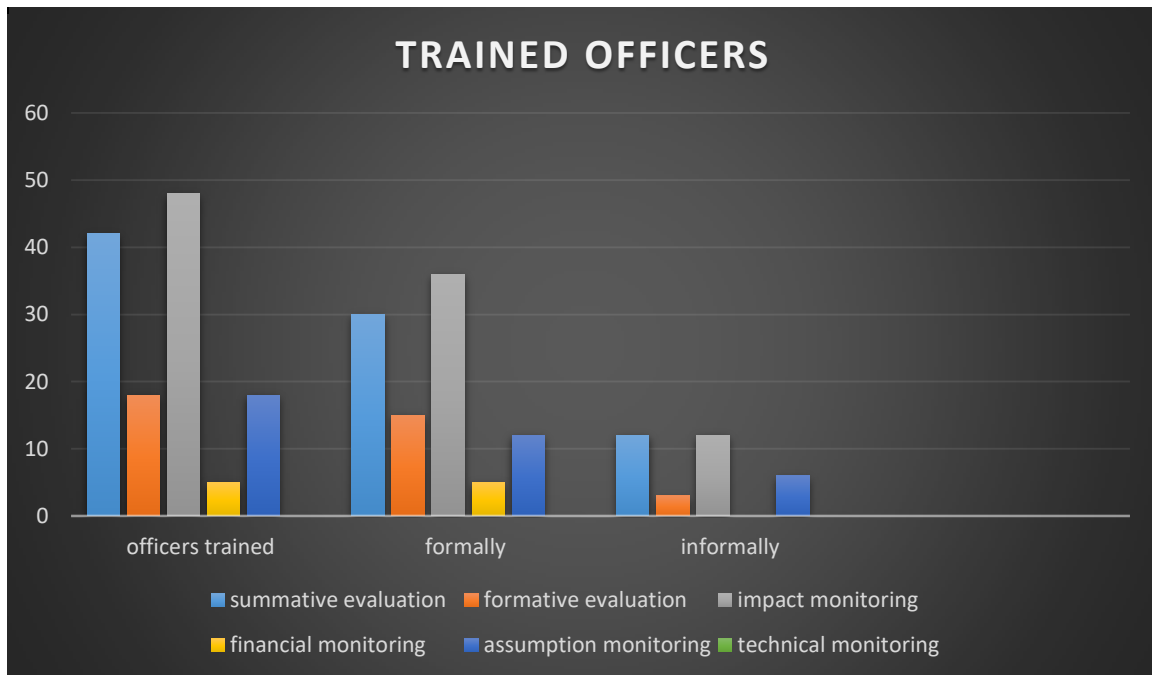
Arkkelin, (2014) recommends the use of the SPSS software to analyse data as it makes data analysis easier and more accurate. Hence the researcher went on to use the software to analyse data collected from the above mentioned parties. The results are therefore presented in accordance with the objectives highlighted at the beginning of this chapter.

#### **4.2 Loopholes in Monitoring and Evaluation Systems within the Government.**

Zhou and Zvoushe(2013) point out that the main challenge faced by the government is that the knowledge, skills and competence required for those aspiring and performing duties related to M&E of public programs is limited. The survey conducted by the researcher also showed a vast lack of training amongst the officers that carry out monitoring and evaluation of the program at the grassroots level. The following is a table which shows the number of officers who formally received training in different aspects of training. The first set of bars in

the chart shows the total number of officers trained within the provincial office in monitoring. The second set of bars shows those trained formally and then those trained informally respectively.

**FIG 3: Trained officers**



According to Westhead, and Storey (1996) “Informal training is a pervasive ongoing phenomenon of learning via participation or learning via knowledge creation.” Monitoring enables directors to track advance of tasks, projects or approaches opposite the arranged objectives. Particularly when new methodologies are utilized, for example, inventive early discovery programs, it is indispensable to nearly screen both proposed and unintended outcomes and to test and re-examine the suspicions on which the intervention is based (Estrella and Gaventa 1998) Officials fail to understand the importance of M&E at the governmental level of various programs because the government invests very little in the training of officers in extensive monitoring skills. (Zhou and Zvoushe 2012). This hence affects monitoring and evaluation severely because when one is not formally trained to

monitor a project let alone a program it becomes very difficult to carry out the monitoring process.

According to the chart above, the larger number of formally trained officers have knowledge of summative evaluation and progress monitoring. These two aspects according to Lewis et al (2002) require very little training. There are however types of monitoring and evaluation such as formative evaluation, impact monitoring and financial monitoring that are vital to the life of a project. Madhekeni 2012 notes that officers within the state offices do not have enough training to carry out these important types of monitoring and evaluation. It therefore is a possibility that there will be important steps that are omitted during the monitoring and evaluation of the WDF and hence this compromises its value and credibility. It also results in a lack of transparency in the running of the program. Below are the statistics that describe the statistics of trained personnel within the ministry's provincial office. It also shows the number of officers trained and their respective posts. The statistical data presented below was calculated using the SPSS.

**Table 3: Frequencies**

		Statistics		
		b1	Post	other_post
N	Valid	72	69	72
	Missing	0	3	0
Mean		1.7500	3.3913	
Std. Error of Mean		.05139	.08812	
Median		2.0000	4.0000	
Mode		2.00	4.00	
Std. Deviation		.43605	.73199	
Variance		.190	.536	
Range		1.00	3.00	
Minimum		1.00	1.00	
Maximum		2.00	4.00	
Sum		126.00	234.00	

Above are calculations derived from the SPSS software. It describes the statistical value of the officers within the provincial office and their relevant posts as well as their access to training. According to Scandura and Williams, (2000). Coding was used in data analysis as it was vital in the quick retrieving of information from questionnaires. Neuman (2014) describes coding as “the transformation of data for computer software.” Kothari (2004) encourages that “one code should apply to only one category and categories should be comprehensive. There should be clear guidelines for coders (individual who do the coding) so that code is consistent.” Coding was used in this chapter to present and interpret statistical data after software analysis.

Statistical analysis proved that 79% of the officers in the provincial office have not had access to formal training on project and program monitoring and evaluation. According to software analysis of questionnaire respondents only 25% of the officers that work within the provincial office have received some form of formal/informal training in monitoring and evaluation. This re affirms the challenge highlighted above and substantiated by (Zhou and Zvoushe 2012). It is recommended by experts that a program be implemented after verifying that the workforce on the ground have adequate skills and knowledge of the program or project to initialise and implement the program successfully. In this case the WDF was implanted and the majority of the officers were not equipped to aid in its running. This may possibly have been a contributory factor that contributed to the ceasing of this program.

Another flaw in the monitoring and evaluation systems according to (Zhou and Zvoushe 2012) is that there are numerous technical challenges in the application and institutionalization of Monitoring and Evaluation Systems. This is to imply that the number of personnel capable of handling the technicalities of monitoring an evaluation systems is



limited and hence nobody is particularly responsible for the running of these programs. According to the Harare Province annual report 2016 the WDF was implemented in 2010 and of the five years that funds were disbursed one can easily note that in 2010 \$1 million dollars was allocated to this fund and \$1 million dollars was received from treasury. According to records only \$825 thousand dollars was allocated during the course of this fund. However only \$328 thousand dollars was repaid by those that were given loans by 2016.

Comprehensive monitoring and evaluation systems will have revealed that the repayment rate was not meeting the assumptions as it was a mere 32.8%. This was not taken into consideration because the next year there was an allocation of the same amount of money and in the year 2012, there was an even higher allocation was disbursed. In 2012 according to the report \$3 million was allocated by treasury towards the WDF and the repayment rate in this year was even lower than in 2010. The return rate for 2012 was only \$252 900.20 which calculates to only 8.4%. If there had been adequate monitoring and evaluation services the program should have been redressed during this time. Zvoushe and Zhou 2012) state that another factor that contributes to challenges in M&E is the lack of political will towards the functioning and improvement of monitoring and evaluation systems in Zimbabwe. This is substantiated by the fact that the year 2013 was the year that there were election and was also the year that the most money was disbursed. This analysis is also evidence of a flawed monitoring and evaluation systems.

Lack of commitment by officers is yet another important challenge that is crippling the monitoring and evaluation systems in Zimbabwe. This is in accordance with the survey conducted. The following graphs will explain present the data collected:

**Table 4: Beneficiaries' response**

**Statistics**

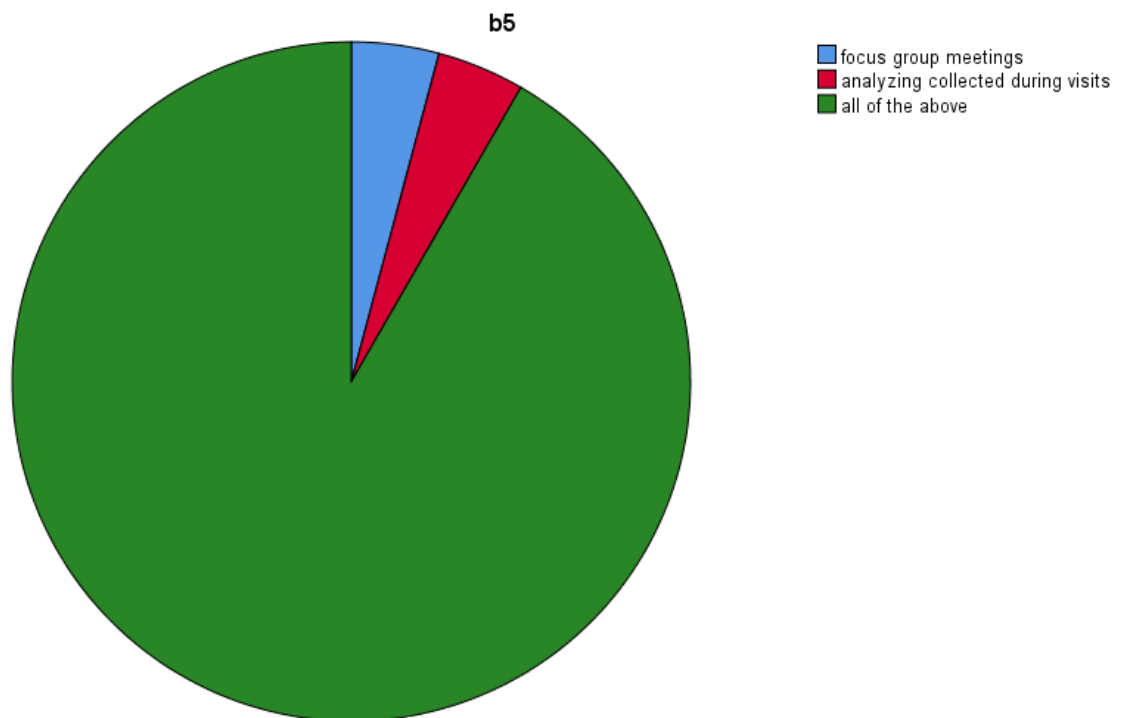
WDFB\_3

N	Valid	74
	Missing	0

**WDFB\_3**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	YES	31	41.9	41.9	41.9
	NO	43	58.1	58.1	100.0
	Total	74	100.0	100.0	

**Fig 4: Employees' response**



The above analysis shows the response from two different angles. The first analysis coded WDFB 3 represents beneficiaries of the WDF who were asked whether the presiding officers would visit their project sites and whether they would request for their project documentation in order to monitor the progress of the project and whether it was meeting the stated goals and achievements. Their response is as recorded above and it shows that 58% of the beneficiaries responded that the officers were not doing their respective duties and were not carrying out relevant and basic monitoring and evaluation procedures. This is however in contradiction with the response of the officers who claim they are carrying out 100% of their monitoring duties. This is the analysis of the second diagram B5 shows that all respondents are carrying out monitoring activities with 91.7% of these officers carrying out all monitoring activities and 8.9% carrying out only one of each. The beneficiaries however responded significantly differently and this means they are not receiving the service the officers are claiming to provide.

According to Rowlands (1995). “Monitoring is the repetitive collection and analysis of information to track progress against set plans and check defiance to established standards. It helps identify trends and patterns, adapt strategies and inform decisions for project/programme management.” No progress or improvements can be made therefore if there is such a lack in commitment in issues to do with monitoring and evaluation. Therefore it becomes too difficult to trace why a program is not succeeding.

### **4.3 The Role and Purpose of the WDF In Zimbabwe.**

The establishment and title of the fund according to the WDF constitution (2009) is as follows “A fund to be called the Women’s Development Fund (herein referred to as the Fund ) is hereby established in terms of section 30 of the Audit and Exchequer Act ( Chapter 22:03).” The role and purpose of this fund is outlined in its objectives and these are as

follows: To provide interest bearing loans to women groups, for developmental projects, secondly to provide investment funds to women’s projects, to provide financial, technical, and managerial assistance for the development of women projects , the provision and maintenance of facilities and equipment in aid of the activities being undertaken, to provide financial, technical and managerial assistance of the training of trainers and other activities associated with women empowerment and lastly to provide financial, technical, managerial and any form of assistance to individuals or groups intending to undertake income generating or economically viable projects. (WDF Constitution 2009). During the course of the research only three objectives which sum up all five were analysed and these are as follows:

#### **4.3.1 Provision of interest bearing loans to women groups.**

**Table 5: Distribution of loans.**

<b>Phase</b>	<b>Total no of groups funded</b>	<b>Total no of beneficiaries</b>	<b>Total amount disbursed in \$us</b>	<b>Total amount repaid in \$us</b>	<b>Balance</b>	<b>Repayment rates</b>
<b>Phase 1</b>	116	478	218 547.00	136 759.44	81 787.56	62.5%
<b>Phase 2</b>	39	159	103 677.00	91 942.27	14 562.88	88.6%
<b>Phase 3</b>	38	177	87 500.00	53 480.80	34 019.2	61%
<b>Phase 4</b>	39	156	67 261.00	44 892.00	22 369.00	66.7%
<b>TOTAL</b>	<b>232</b>	<b>970</b>	<b>476 985.00</b>	<b>207 423.41</b>	<b>152 738.64</b>	

**Source: Matenga (2015)**

The table above clearly outlines the number of women who had access to loans since the start of the fund. This shows that the fund managed to cater for women’s needs through empowerment and contributed to poverty alleviation within the province. This table clearly shows that the first objective of the constitution has been met. The table above substantiates this.

**4.3.2 Provision of investment funds to women’s projects, to provide financial, technical, and managerial assistance for the development of women projects.**

**Table 6: trained personnel in program evaluation**

		b2			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	process monitoring/physical/progress monitoring	68	94.4	94.4	94.4
	technical monitoring	1	1.4	1.4	95.8
	financial monitoring	2	2.8	2.8	98.6
	impact monitoring	1	1.4	1.4	100.0
	Total	72	100.0	100.0	

The frequency table above shows the number officers who have been trained or who are able to execute the above mentioned types of evaluation. The table above shows that 94.4% of the presiding officers only have knowledge of process monitoring and a mere 5.6% have knowledge of the rest of the types of management. It then suffices that the objective of providing investment for financial, technical and financial assistance is not achieved. The lack of knowledge of officers means they are not capable of addressing this service to beneficiaries of the WDF. This then shows that the second objective has not been met and this was supposed to have been revealed through what is known as formative evaluation. Fitzpatrick notes that “formative evaluation complements summative evaluation and is essential for trying to understand why a program works or doesn’t, and what other factors (internal and external) are at work during a project’s life.” Henceforth the WDF did not serve its purpose by not meeting its objective.

**4.3.3 To provide financial, technical and managerial assistance of the training of trainers and other activities associated with women empowerment**

Frequencies highlighted that the number of officers that have received training in any one of the types of monitoring and evaluation. According to the SPSS software 75% of the officers that are according to be responsible for the training of the beneficiaries are not trained themselves in the relevant fields of expertise. It then is of no use that the officers train the women to manage their businesses as they themselves have not received training. Hence this becomes clear that this is yet another objective that the state has not been able to meet in relation to the goals of this program in particular within the Harare Metropolitan Province. This is yet another role that this program has failed to play in the implementation of this program.

#### **4.4 Tools of M&E used and their effectiveness in the WDF from 2010-2014?**

Estrella and Gaventa (1998) outline the common M&E tools used in the process of monitoring and evaluation of a state program. These tools include:

##### **4.4.1. Performance indicators.**

According to Fortuin (1988) “These measure inputs, processes, outputs, outcomes and impacts of development interventions. They are used for setting targets and measuring progress towards them” based on the survey carried out. This tool may have been used because according to statistics support visits were conducted and financial records were requested by presiding officers though it was to a very small extent considering the results of the survey. However there was absolutely no response from all respondents on the question to do with performance indicators. The researcher thus concluded that there was no knowledge of these among all the operating officers that were involved in the WDF.

##### **4.4.2 The logical framework (LogFrame) approach.**

This identifies objectives and expected causative links and risks on the results chain. It is a vehicle for participating partners and may facilitate improve programme design. (Jensen,

(2010). This approach was used in the monitoring of this program. This can be evidenced by the results obtained during the survey. According to this survey only three people had the knowledge of the LFA. Out of a total number of 72 respondents. The data is presented below. The participants were asked to state whether they had knowledge of the LFA and 95.9% responded negatively and the positive respondents only amounted to 4.1% and this shows the underutilization of this tool which cripples the viability of the program. Below is evidence of statistical findings.

**Table 7: Descriptive statistics**

WDFB_9		
N	Valid	74
	Missing	0
Mean		1.9595
Median		2.0000
Mode		2.00
Std. Deviation		.19857
Sum		145.00

**Table 8; logical framework approach**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	YES	3	4.1	4.1	4.1
	NO	71	95.9	95.9	100.0
	Total	74	100.0	100.0	

#### **4.4.3. Theory-based evaluation.**

Weiss (1997) notes that “Similar to the LogFrame approach, this provides a deeper understanding of the workings of a complex intervention.” It assists in the planning and

management by recognizing critical success factors. During the course of the survey there was no record of the use of this tool before, during and after the lifespan of this program.

#### **4.4.4 Formal surveys.**

These are used to collect standardised information from a sample of people or households. Morris et al (2006) goes on to allude that ‘They are useful for understanding actual conditions and changes over time.’ These were employed on a large scale as they are relatively easier to carry out. According to the research findings surveys were carried out and were carried out at quite a workable rate and may be the most commonly used method of monitoring and evaluation during the course of the program. The software calculated that a total of 73% of the respondents had knowledge of and had used formal surveys as a tool of M&E.

#### **4.4.5. Participatory methods.**

These enable stakeholders to be actively involved in decision-making. They generate a sense of ownership of M&E results and recommendations, and build native capability. (De Koning and Martin eds, (1996). This tool was also widely used by the officers during the course of the running of the program. Also according to the Ministry’s annual report 2016, some officers still participate in the beneficiaries projects and aid them in several ways and hence are able to monitor them while participating. The description below substantiate this. The beneficiaries were asked to respond to the question have the presiding officers been visiting your project sites and aiding in important decision making. 54% of the respondents answered yes and therefore this shows that this tool was also used in the running of the WDF program.

#### **4.4.6. Cost-benefit and cost-effectiveness analysis.**

‘These tools assess whether the cost of an activity is justified by its impact. Cost-benefit measures inputs and outputs in monetary terms, whereas cost-effectiveness looks at outputs in non-monetary terms.’ ( Loisel et al 2002). This tool was used in the WDF because



according to section 1.4 of the WDF constitution, all women were to submit a business proposal to their presiding WDCs it is forwarded on to the CDO then the DDO and finally to the PDO for consideration before going up to the Headquarters. These officers in play all supposedly carry out a cost benefit analysis and the final approval is carried out by the accounting officer of the province. Cost effectiveness analysis is carried out by the admin officers who also then report to the PDO.

#### **4.4.7. Impact evaluation.**

Mohr (1995) states that “This is the systematic identification of the effects of an intervention on households, institutions and the environment, using some of the above methods. It can be used to gauge the effectiveness of activities in reaching the poor.” Impact evaluation was also among the few tools utilised by the ministry officials as it was evidenced by the response from the survey. Analysis proved that 98.6% of the officers were of the view that Monitoring and evaluation was beneficial to the program and had a positive impact on the running of projects within the program. This can be used to conclude that the officers will have made an assessment and drew to that conclusion. The accuracy of the assessment may come into question due to the frequencies of the knowledge on M&E of the majority of the officers, however their responses can be used to assess that impact assessment was also used during the course and after the WDF.

The table above serves as evidence to prove that impact assessment was being used as a tool for monitoring and evaluation within the WDF.

### **4.5 Chapter Summary**

The chapter presented the data findings of the researcher and their presentation. Charts graphs and descriptive statistics were used in this chapter to clearly state and analyse the objectives of the research. This provided a clear pathway to the direction of the research.



# **CHAPTER FIVE:**

## **SUMMARY CONCLUSION AND RECCOMENDATIONS**

### **5.1 Summary**

This research aimed at analysing monitoring and evaluation in project and project evaluation. It focused on the WDF and major tools of monitoring and evaluation that were used in the monitoring and evaluation of this program. It also looked at the loopholes in the monitoring and evaluation system within the state in Zimbabwe. In this major weaknesses of the M&E system were highlighted and statistics were provided to substantiate the claims. The researcher also moved on to point out the role and purpose of the WDF according to its constitutional requirements. An assessment of these two factors were analysed and the conclusion forthwith was presented with relevant evidence. Through the citation of various authors, the researcher analysed the contribution of other schools of thoughts on the subject. Contributions of the researcher were also highlighted.

Quantitative research was used and the descriptive research design was employed during the course of this research. The research instruments used were structured surveys and the analysis of primary data provided for by relevant authorities. Two structured surveys were conducted. The first among the officers of the Ministry of Women and Youth Affairs who were involved in the implementation and running of the WDF program. The second survey was carried out among the beneficiaries of the program and how satisfied they were with the M&E services being provided by the state. A sample size of 146 participants was used for the research and it was composed of 72 officers within the province and 74 beneficiaries of the WDF. The secondary analysis of primary data was provided for by documents within ministerial reports and WDF documents.

The research found out that poor Monitoring and Evaluation services may be the main cause of poor program and project implementation patterns within the Zimbabwean state. Also reviewed in the research is that the main cause of inadequate M&E services is the lack of skills training among the officers of the province that carry out M&E services at grassroots level. A general ignorance and lack of appreciation of M&E was a challenge that was also highlighted during the course of the study. This was also substantiated within the literature review of this study.

## **5.2 CONCLUSIONS**

### **5.2.1 Loopholes in Monitoring and Evaluation Systems within the Government**

According to the structured survey carried out by the researcher, it was realised that the majority of the officers that were responsible for carrying out M&E services were lacking and adequate knowledge and skills to carry out these activities. Statistics showed that only 21% of officers on the round have had access to formal training in M&E and the analysis of the constitution of the constitution of the WDF has revealed that these officers are the ones responsible for the initial or primary phases of M&E at grassroots level in program implementation. The conclusion therefore is that if the primary and initial stages of M&E cannot be carried out adequately this results in a flawed M&E process all the way to the top because all other processes depend on the analysis of data provided at the primary stages. This then shows that a major loopholes in the M&E system of the state is the lack of skills training within the officers.

Another challenge highlighted during this research is a lack of commitment to duty by the officers which is compromising the quality of the impact of the program. This is evidenced by the beneficiaries' response in the survey carried out, which stated that only 41, 9% of the officers report to their supposed support visits. This was in contradiction with the responses

of the officers themselves. A total of 91.7% of them responded claiming they perform their visits and on time. This shows that there is a lack of commitment by these officers and hence a gap in the monitoring and evaluation system. It becomes difficult to carry out comprehensive M&E of the program because information presented may be inaccurate or completely non-existent.

Other challenges presented above include the lack of personnel capable of handling the technicalities of monitoring and evaluation systems is limited and hence nobody is particularly responsible for the running of these programs. There is also a lack of comprehensiveness in the M&E services carried out by the state in its programs as they would not miss some vital information that would drive a program.

### **5.2.2 The Role and Purpose of the WDF in Zimbabwe**

The second objective of this research was to clearly outline the role and the purpose of the WDF. Firstly, the WDF's role was to provide financial, technical and managerial assistance of the training of trainers and other activities associated with women empowerment as well as the provision of investment funds to women's projects. Another role is to provide financial, technical, and managerial assistance for the development of women projects. Several other objectives of the program have been highlighted and it can be concluded that the program did not manage to meet its mandate to a greater extent. This is because of factors that include the ceasing of the fund in 2014, the fact that shows that 94.4% of the presiding officers only have knowledge of process monitoring and a mere 5.6% have knowledge of the rest of the types of management. There was however the empowerment of women through the provision of funds to start their businesses and hence the program served the purpose of empowering the woman within the province. It then suffices that the objective of providing investment for financial,

technical and financial assistance is not achieved. The conclusion therefore is that the WDF did not largely meet its required objectives although some were met but to a lesser extent.

### **5.2.3 Tools of M&E used and were their Effectiveness in the WDF (2010-2014)**

Performance indicators, the logical framework (LogFrame) approach, Theory-based evaluation, formal surveys, participatory methods, cost-benefit and cost-effectiveness analysis as well as impact evaluation are the tools of M&E that were discussed above. Of all the 8 tools the survey produced results that the presiding officers have knowledge of only three of the tools mentioned above. These tools are formal surveys, impact evaluation as well as participatory methods, outside of these three tools the officers had no idea how to put the rest of the tools to use. Hence this implies that the issue of inadequate training is hence resulting in the lack of knowledge on how to carry out M&E activities in projects and state programs. The conclusion therefore shows that the tools of M&E are not being employed effectively because of several reasons.

### **5.3 Recommendations**

The researcher recommends that the state provide extensive monitoring and evaluation training for its employees before the initiation of programs. This ensures accurate results from M&E findings. It also motivates officers to execute their duties efficiently as it is easier to execute your duties when one is completely sure of what they are doing. According to Mackay (2009) “Monitoring and Evaluation (M&E) are important for you to assess that your project is achieving set targets.” Therefore it is vital for operational officers to have adequate knowledge and skills to execute monitoring and evaluation activities.

More so, adequate supervision should be offered at grassroots level of program implementation. Supervision should be intensified so as to ensure the execution of duties by officers and avoid falsified information. This may result in the continuation of a program or a

project that is no longer vitally functional. Funds and resources must be channelled towards a program that is sustainable and fully functional as well as achieving its set goals. Vies versa would simply be a waste of resources. Hence in order to ensure accuracy of information, supervision from grassroots level is yet another step that would improve the M&E services in state programs in the country.

The state should as well introduce comprehensive monitoring and evaluation systems before project implementation. This is important because Imbens and Wooldridge (2009) highlight that “formative assessment is encouraged because it helps in finding out why a program doesn't work.” This saves the state a vast amount of resources and ensures that programs and projects that have a high likelihood of failing are not implemented.

Government should also ensure that officers are also trained to provide M&E trainings. In the case of the WDF women were funded to run their own projects to foster independence. The rate of the success of these projects may have been successful if these women were trained to monitor and evaluate their projects and ensure their sustainability. The training of these women would ensure the success of these projects and possibly foster the success of the program.

The government should also carry out a comprehensive summative evaluation of the WDF and identify the loopholes that severed the program so as to make an effort to resuscitate the program because it had initiative of empowering women and women empowerment has a positive impact on development.

The engagement of stakeholders is also another initiative that the government is required to make. The engagement off stakeholders improves the quality of M&E services offered as these will be other ideas and strategies from stakeholders such as NGOs.

The researcher encourages other researchers to carry out more comprehensive research on M&E especially locally so as to aid the state on pointers on how to carry effective and efficient M&E of state programs and projects. This has a very high chance of improving the state's M&E systems and foster the sustainability of projects and programs thereby improving the development of Zimbabwe through poverty reduction and contribution to the per capita income of the country.



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