



# EN

**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX 2**

of the Commission Decision on the financing of the Annual Action Programme 2019  
in favour of the Republic of Zimbabwe

**Action Document for Resilience Building in Zimbabwe**

<b>1. Title/basic act/ CRIS number</b>	Resilience Building in Zimbabwe CRIS number: ZW/FED/042-248 financed under the 11 <sup>th</sup> European Development Fund (EDF)			
<b>2. Zone benefiting from the action/ location</b>	Zimbabwe The action will be implemented nationwide			
<b>3. Programming document</b>	National Indicative Programme (NIP) 2014-2020 for Zimbabwe			
<b>4. Sustainable Development Goals (SDGs)</b>	Main SDGs: 1: No Poverty, 2: Zero Hunger Other significant SDGs: 5: Gender Equality, 6: Clean water and sanitation, 8: Decent work and economic growth, 13: Climate Action.			
<b>5. Sector of intervention/ thematic area</b>	Sector 2: Agriculture based economic development - SO n. 3: Enhance Resilience, food security and reduced under-nutrition in children	DEV. Assistance YES <sup>1</sup>		
<b>6. Amounts concerned</b>	Total estimated cost: EUR 15 000 000 Total amount of EDF contribution EUR 15 000 000			
<b>7. Aid modality and implementa- tion modality</b>	Project Modality Indirect management with United Nations Development Programme (UNDP)			
<b>8 a) DAC codes</b>	Main: Developmental areas: 430 Other multisector, 43010 (Multi sector assistance) 43060 (Disaster Risk Reduction), 43072 (Household Food security programme) 311 Agriculture, 31120 (Rural development)			
<b>b) Main Delivery Channel</b>	UNDP code 41114			
<b>9. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	X	<input type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	X	<input type="checkbox"/>

<sup>1</sup> Official Development Assistance is administered with the promotion of the economic development and welfare of developing countries as its main objective.

	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	X	<input type="checkbox"/>
<b>10. Global Public Goods and Challenges (GPGC) thematic flagship</b>	N/A			

#### SUMMARY

The action aims to boost the Zimbabwe Resilience Building Fund (ZRBF) through additional EU funding (EUR 15 million) to cover increasing needs. The ZRBF was established in 2015 and is implemented through the United Nations Development Programme (UNDP), Sweden and UKAID who are co-funding the ZRBF besides the EU.

Additional funding of the ZRBF is justified since the Zimbabwe's new government fiscal stabilisation programme and progressive currency reform (massive loss of purchasing power in particular for those having no access to foreign currency), combined with adverse climatic conditions (causing recurrent food security shocks) and a poor performing agriculture sector have exposed increasing number of population to vulnerability.

The ZRBF is aiming to protect development gains and prevent in particular the poor rural populations to fall into deeper destitution and asset depletion. At present the ZRBF is considered among the most pertinent and efficient response modality in place. It builds on positive experiences made with UNDP implementing the programme and a well-established coordination mechanism with other joint donors, the Zimbabwean Government and non-governmental organisations (NGOs) involved in implementing actions. The performance of the ZRBF and adaptability to changing challenges was confirmed through various reviews.

The Overall Objective of the ZRBF is to **contribute to the well-being of household and communities in vulnerable situations in the face of shocks and stresses in Zimbabwe**. This is aligned to the third Strategic Objective Sector 2 (Agriculture-based Economic Development) of the current NIP for Zimbabwe namely 'enhancing resilience, food security and reduce under-nutrition in children'.

The specific objective is that **target communities have increased resilience** to be reached through the following outputs:

- **Evidence based policies to promote resilience at local level are enhanced;**
- **Target communities' absorptive, adaptive and transformative resilience capacities are increased;**
- **Assistance to communities in crisis is timely mobilised and delivered.**

## **1 CONTEXT ANALYSIS**

### **1.1 Context Description**

The Government sworn in in September 2018 faces a very difficult financial legacy, with limited budgetary margins and an unsustainable debt level, and has embarked in a bold fiscal stabilisation programme and currency reform with harsh social consequences due to the austerity and the brutal devaluation of the local currency. Weak governance, political volatility, prevalent corruption as well as human rights violations have contributed to further deterioration of the socio-economic situation and increasing levels of poverty.

The poverty and the vulnerable situation of the population have been further aggravated by recurrent and new rapid and slow onset disasters such as El-Nino-related drought and the devastating effect of the Cyclone Idai. Disease outbreak, depleted pastures as well as an underperforming agriculture season have all contributed to the plunge of the country into a severe humanitarian crisis with 5.5 million in need of assistance according to the international multisector Humanitarian Appeal launched in 2019.

According to the 2018 Global Multidimensional Poverty Index, 72.3% of Zimbabweans are living below the income poverty line. Female and child-headed households are amongst the most vulnerable. The prevalence of chronic malnutrition (stunting) rather than acute malnutrition (wasting) remain still high, reaching 26.2%<sup>2</sup> according to the 2018 National Nutrition Survey, bringing Zimbabwe only just below the threshold of being classified as a high prevalence country<sup>3</sup>.

This situation is the consequence of a two-pronged crisis caused by: a) poor climatic conditions, with late onset of the rains and long dry spells in January and February, which have caused an alarming poor 2018/2019 agriculture season; b) exacerbated socio-economic conditions which provoked a rapidly eroded purchasing power mainly due to rapid devaluation of the local currency and austerity measures, which reduced further government's capacity to provide assistance to enhance resilience of the population.

Among the most exposed to these shocks are the rural poor communities (women and girls in particular due to disproportional engagement in agriculture) who mostly rely on rain-fed farming and pastoralism and are often deprived access to basic services delivery.

Agriculture including livestock plays a pivotal role in building resilience and could perform an implicit welfare safety net and provide significant opportunities for labour-intensive economic growth and food security. 70% of the population are small holder farmers, often women, or otherwise engaged in agricultural. Therefore, putting agriculture into the centre of resilience building is more pro-poor than addressing resilience through a focus on other sectors.

### **1.2 Policy Framework (Global, EU)**

This action will reach out to the people most at risk of destitution (borderline resilient), including women and girls and other people living in vulnerable situations (e.g. living with impairments, living in remote areas). A human rights-based approach (HRBA) will be enshrined into the planned interventions, while working in close cooperation with local government (duty bearers) to meet their responsibilities for improved access to basic services delivery. Strengthening capacities of right

---

<sup>2</sup> Considering the lifelong cognitive and physical deficits as well as health problems caused by chronic under-nutrition in children, the long term consequences (i.e. lower economic productivity, affected intellectual ability, reproductive performance etc.) of stunting are therefore likely to have a considerable negative impact on the economic growth and GDP of the country.

<sup>3</sup> In accordance with the WHO classification which states that prevalence rates 30-39% are in the high category and rates  $\geq 40\%$  are very high. Recognising the precarious situation of nutrition in Zimbabwe the EU is funding with the "accelerated community action for reducing stunting in Zimbabwe" a specific project to address nutrition, while the ZRBF is a nutrition sensitive programme. Further there are other donors like UK equally addressing nutrition with specific actions.

holders to hold local authorities accountable and to ensure more transparency of service provision are part of the proposed approach.

The above confirms that the action is aligned and will contribute to the EU Policy framework for development as set out in the new European Consensus on Development<sup>4</sup> and the UN 2030 Agenda for Sustainable Development. Moreover the action will take into account or contribute to:

- The EU Communication ‘An EU policy framework to assist developing countries in addressing food security challenges’ (2010)<sup>5</sup>
- Commission Staff Working Document: Action Plan on Nutrition (2014)
- Action Plan for Resilience in Crisis Prone Countries 2013-2020
- The EU Communication ‘A budget for Europe 2020’ (COM 500/2011) to ensure proper mainstreaming of climate change (adaptation) and environment sensitive activities
- 2017 Joint Communication to the European Parliament and the Council: ‘A Strategic Approach to Resilience in the EU's external action’ accompanied by the Joint Staff working document: ‘Report on the consultation on Resilience as a strategic priority of the external action of the European Union’
- EU Gender Action Plan 2016-2020

In order to support the population and promote continuous reforms the allocation of the National Indicative Programme will increase by EUR 53 million (from EUR 234 million to EUR 287 million) and the amount of focal sector 1 "Agriculture", including resilience, by EUR 15 million (from EUR 88 million to EUR 103 million).

### **1.3 Public Policy Analysis of the partner country/region**

The action will contribute to the support of the Zimbabwean National Development Plans and Strategies, with particular reference to:

- *Transitional Stabilisation Programme (TSP) 2018-2020*, which the government launched in late 2018 in a bid to boost economic recovery. The TSP strives to operationalise Vision 2030 which seeks to transform Zimbabwe into middle-income country by 2030. The vision places economic development at its core and aims to attain an improved quality of life for all citizens (urban and rural). Improved resilience promoted through this action is an important building block in this regard.
- *Zimbabwe National Agriculture Policy Framework (ZNAPF) of 2019* aiming at promoting agricultural productivity and enhancing prosperity through backward and forward linkages with input supply and processing industries.
- *National Food and Nutrition Security Policy (NFNSP)* launched in 2013 as a framework for the multi-sector and multi-stakeholder approach for addressing nutrition challenges in Zimbabwe.
- The 2015 *Resilience National Framework for Zimbabwe* for which the action is of strategic importance.
- *National Gender Policy 2013-2017*, seeking to ‘achieve a gender just society where men and women enjoy equality and equity and participate as equal partners in the development process of the country’. The policy goal is ‘To eradicate gender discrimination and inequalities in all spheres of life and development.’

---

<sup>4</sup> OJ C 210 of 30.6.2017.

<sup>5</sup> COM(2010)127 final of 31.3.2010.

Institutional capacity for the implementation of these policies are severely constrained by lack of resources/budgets, brain drain from qualified staff and lack of adequate skills. This action is contributing directly to these national policies and integrates gender equality, environment and climate change as cross cutting issues

#### 1.4 Stakeholder analysis

During the programming of the ZRBF, various consultations took place together with relevant government ministries such as the Ministry of Agriculture, the Ministry of Health & Child Care (MoHCC) and the Food & Nutrition Council (FNC), donors (including European Humanitarian Aid and Civil Protection (ECHO) and EU members states), UN agencies (WFP, FAO, UNDP, UNICEF), NGOs, academia and research institutions. Stakeholders have agreed on a National Resilience Framework and key principles underlying resilience building in Zimbabwe.

DFID (UK), SIDA (Sweden) and the EU are the key donors of the programme. Cooperation and coordination among these donors is well established and common positions are taken on key strategic and programmatic issues. The Government, at both local and central level, has demonstrated high level of commitment and leadership in the ZRBF and is the Chair of the Steering Committee.

Direct beneficiaries of the action are rural communities living in vulnerable situations, exposed to recurrent and new stresses and shocks, who tend to rely mostly on subsistence farming practices. Until now the programme benefitted around 800 000 people. The action aims to consolidate support provided and increase the number of beneficiaries further. Seven partner Consortia have been selected through competitive calls and are implementing activities and delivering services to target populations across all 18 Districts.

#### 1.5 Problem analysis/priority areas for support

Zimbabwe has enormous potential for sustained growth and poverty reduction given its endowment of natural resources, existing stock of public infrastructure and its comparative highly skilled human resource base. During the past years however, the country has experienced unique macro-economic, social, political and climatic challenges. Despite the significant potential for sustainable growth, the economic and socio-political environment has continued to deteriorate owing to several causes and related consequences:

- **Climatic Variability and Extremes:** Delayed onset of rains and a long dry spell in the past 2 farming seasons caused a significant reduction of agricultural production. Pastures have been highly degraded in the most drought stricken regions, which resulted in deteriorating livestock body condition and high prevalence of livestock death. Disease outbreaks ravaged the country with Foot and Mouth Disease (FMD) and other disease conditions including Tick Borne, Anthrax Lumpy Skin and New Castle for the poultry. These conditions had a negative impact on livestock prices and eroded household asset bases. Restrictions on cattle movement were instituted to control the spread of diseases.
- **Food Security Situation:** While agriculture performs much below its past potential it remains an important sector of the economy and for the majority of population it is the prime source of livelihood. The erratic climatic conditions prevailing over past years contributed to a further reduction of agricultural production with severe consequences for food insecurity across the country. The 2019 crop and livestock assessment report estimates that maize production is 54% below the 1 700 000 tons produced during the previous season<sup>6</sup>. As a consequence, a large number of people will require assistance until the next harvest becomes available in April-May 2020. The poor maize harvests and drought-driven livestock losses are causing pressure on

---

<sup>6</sup> The Ministry of Agriculture announced recently that the country has to import almost 800,000 tons of grain (mainly maize and wheat) to balance current national requirements.

vulnerable populations. This will be compounded by an increasing trend of adopting negative coping mechanisms and higher levels of food and nutrition insecurity.

- The problems described above are further enhanced by a Government with limited capacities and resources to ensure delivery of critical public services such as access to health care, education, water and sanitation as well as power supply. The capacity of the government to respond to crisis situations is very limited and often politically biased while the rapidly changing socio-economic and climatic conditions require higher level of adaptive management and timely response capacities. The precarious situation of agricultural production and livestock husbandry is increasingly coming under stress since basic inputs (e.g. fertilizers, seeds and veterinary drugs) are often not available or unaffordable.

The current action will contribute to address the above challenges, mainly by protecting development gains and preventing helping communities living in most vulnerable situations to not fall into further destitution and humanitarian emergency conditions. This will be achieved through improving evidence for targeted assistance for short term recovery and longer term resilience building including support to policy formulation and enacting. The resilience capacities of people living in vulnerable situations will be improved through actions aiming at improving agricultural and livestock production and adapting production more to climate stress. The action will include provisions allowing flexible response to unpredictable crisis situations.

## 2 RISKS AND ASSUMPTIONS

Risk	Level of Risk (H/M/L)	Mitigation Measures
Recurrent climatic shocks will continue to affect target populations	High	DRM (Disaster Risk Management) plans and related activities will be constantly updated and supported. Climate change adaptation measures in place.
Increase risk of pest and diseases outbreak	High	DRR (Disaster Risk Reduction) embedded into Resilience plan to propose activities mitigating impact of outbreaks
Lack of willingness to adopt new best practices (i.e. climate smart agriculture practices, engaging in new value chains)	Medium	Behaviour change is long term process. Continue support will be given to awareness building and knowledge learning processes.
Politicisation of Aid	Medium	Complain mechanism and other accountability mechanism are in place.
Crises modifier insufficient to mitigate the negative impact of shocks/stresses on progress achieved to building resilience	Medium	Ensure cross cutting and long terms approach to interventions, which can continue even in the case of disruption. CM activated and High frequency monitoring system in place to monitor shocks/stresses.
Gender discrimination is an ongoing challenge in rural areas	Medium	Based on past experience the action will apply a multi-level strategy to ensure more gender equality which includes the policy level, awareness building of local/traditional leaders as well as direct support to enhance women empowerment.
Further deterioration of socio-economic environment (i.e. local currency devaluation etc.)	High	The action cannot influence the macro-economic evolution, but mitigations measure can reduce resulting risks (i.e. support to diversification of livelihood systems and other positive coping mechanism).

<b>Assumptions</b>
Relevant Ministries and agencies are cooperative and support the action
Other donors continue their engagements
Adequate level of participation and contribution from all concerned stakeholders

### 3 LESSONS LEARNT AND COMPLEMENTARITY

#### 3.1 Lessons learnt

Lessons learnt from the ZRBF include: a) ensure wider dissemination of good practices, b) strengthen knowledge sharing among agencies, c) increase level of government ownership/commitments to the resilience agenda, d) stronger focus on governance for all promoted initiatives (i.e. infrastructure), e) improve collaboration between key stakeholders (extensions staff, development partners, farmers and private sectors), f) further support the lead farmer model as a motivating factor, g) decentralise training systems to improve farmers participation, h) multiply conservation farming demonstration plots (to enhance climate smart agriculture) and promote local stock feed production. Activities that have demonstrated better and more promising results will be further replicated which include for example Village Lending and Saving Associations (VLSA), lead farmers model, support to climate smart agriculture, value chain development, off farming activities and Non Timber Forest Product (NTFP) for more diversified livelihood systems and income streams.

External dependency on aid assistance appears still strong in the mind-set of large share of the populations. However, ZRBF contributed already to more self-reliance attitude and stronger resilience capacities to recover rapidly from recurrent stresses.

A recently concluded EU-financed FAO programme in support to rehabilitation and governance of small holder farmers irrigation schemes has provided substantial lessons learnt and contributed to develop business models in the small holder farming sector, which can inspire and influence similar ZRBF initiatives.

From EU Result Oriented Monitoring reports and DFID's annual reviews some of the key lesson learnt and recommendations include the following: a) ensure improved gender mainstreaming and understanding, b) strengthen durability and sustainability of various activities such as infrastructure initiatives, c) review performance of the Crises Modifier and PMU capacity, d) improve donor coordination, e) simplify reporting system and ensure logical framework updates when required f) involve ECHO expertise in the technical design and implementation of the crises modifier. These reviews recognise the ZRBF as a successful tool to mitigate the impact of various shocks/stresses including deteriorating economic conditions, recurrent and new climate induced shocks in Zimbabwe.

To reinforce the resilience agenda, it is also important to build on the results achieved by other initiatives such as the ongoing UNICEF-FAO programme on nutrition and ensure further consolidation and reinforcement of certain activities developed (i.e. awareness and operationalisation of the Zimbabwean National Food Dietary Guidelines). Other examples are documented by initiatives implemented by UNDP ZRBF and consortia partners and as described in the EU Communication and Action Plan on Resilience<sup>7</sup>.

<sup>7</sup> 'A Strategic Approach to Resilience in the EU's external action', JOIN(2017) 21 final of 7.6.2017.

### **3.2 Complementarity, synergy and donor coordination**

The action will reinforce the ongoing ZRBF and, as such, ensure continued complementarities and synergies with other EU funded programmes:

- Improving health outcomes of the population through the Health Development Fund: at impact level, both actions aim, through different sectors of intervention, to jointly contribute to address health concerns including addressing chronic malnutrition and water borne diseases;
- Zimbabwe Agriculture Growth Programme: mitigating and preventing vulnerable households to fall into wider destitution will eventually allow these communities to graduate from poverty and subsistence farming into more productive and business oriented farming practices (main target of the agriculture growth programme);
- Accelerated community action for reducing stunting in Zimbabwe: improving nutrition governance and increased integration of nutrition agenda into agriculture and builds synergies with the planned action<sup>8</sup>.

A Joint Donor Disaster Resilience Strategy for Zimbabwe was developed in 2014, in order to bring donors together on a single approach. Through the ZRBF, joint donors support has always ensured close coordination and joint initiatives to enhance efficiency and performances of the programme.

The ZRBF Steering Committee has brought together various Government departments, UNDP and donors for a common strategic and Government led decision making platform. Government (at both central and local level) has undertaken a key level of coordination and oversight in the implementation of this programme, which will ultimately contribute to better ownership and long term sustainability.

Various other donors (USAID, Swiss Development Cooperation, EU Member States, etc.) are committed to joint programming and coordination ensuring that analysis and programme design incorporates current programmes, and vice versa. This ensures a long term perspective as current programmes which incorporate elements of resilience building are at different stages of design and implementation. The ZRBF will continue to focus and consolidate achievements on target rural areas in 18 Districts. However, poverty and destitution is also increasing in urban and peri-urban settings. Other donors and agencies have been boosting their support in these areas in an effort to ensure appropriate complementarities and coordination.

The ZRBF is currently co-financed by DFID (GBP 26 million), EU (EUR 25.3 million), SIDA (SEK 120 million) and UNDP (USD 2 million), totalling around EUR 70 million.

In addition EUR 10 million has been allocated (through ECHO) in order to respond to the current humanitarian crises. The focus will be on assisting the people most affected by food insecurity.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Overall objective, specific objective(s), expected outputs and indicative activities**

The overall objective of this action is to contribute to the well-being of household and communities in vulnerable situations in the face of shocks and stresses in Zimbabwe.

---

<sup>8</sup> This action aims to build on the results achieved during the ongoing UNICEF-FAO programme on nutrition, which shall include for example activities such as operationalisation of the new National Food Dietary Guidelines (NFDG) better integration of nutrition into the agriculture agenda and nutrition governance (i.e. trainings for Food and Nutrition Councils).

## **Specific objective:**

Target communities have increased resilience.

The focus is to enhance resilience of rural women and men to better protect development gains, to cope with economic shocks and deteriorating living conditions in rural areas including increasing food insecurity.

**Output 1.1:** Building evidence to improve the policy environment and stimulate service provision to enhance households and community resilience.

**Output 1.2:** Target communities' absorptive, adaptive and transformative resilience capacities are increased.

**Output 1.3:** Assistance to communities in crisis is timely mobilised and delivered.

## **Main activities**

**Activities linked to output 1.1:** Key focus will be the support to capacity assessment of central and local government partners to improve application of evidence in policy, transparent decision making and informed programming addressing resilience. This includes, for example, hazard mapping, supporting national data collection/processing (gender sensitive and sex-disaggregated) and conducting specific studies for resilience programming. The results of these government-led surveys will contribute to the development of policies for the country. Additional support may include new ad hoc policy and/or technical papers<sup>9</sup> which can better inform both policy makers and programming exercises, while taking into account concerns about human rights (condition and position of civil society, situations of people living in vulnerable situations, etc). The selected focus sectors of interventions will be complemented by supporting disaster risk reduction/climate change adaptation initiatives and the mainstreaming of gender and environment.

**Activities linked to output 1.2:** activities include support to layering and sequencing of different capacities:

- **Absorptive capacities:** To mitigate the adoption of negative coping mechanisms in time of crises development of absorptive capacities are key for target communities. This may include short term cash savings groups (e.g. Village Saving and Lending Associations (VSLA), informal safety net (i.e. set up of social fund, grain and seeds banks including promotion of improved varieties), update of wards resilience and/or development plan integrating disaster risk reduction strategies and climate change adaptation, support access to clean water, sanitation and hygiene (to mitigate impact of water borne diseases such as diarrhoea, typhoid and cholera) for both women and men.
- **Adaptive capacities:** This level of capacities will contribute to improve production and productivity, increase income sources as well as building stronger and viable livelihood systems. Initiatives at this level may include support to: a) diversification of livelihoods (i.e. promote development of gender sensitive value chains and market linkages, off farm activities, support to non-timber forest products, livestock breed improvement, enhance local market service provisions; b) enhance development of productive assets/infrastructures, in particular water and livestock related; c) initiatives to better cope with the effects of climate change such as promotion of climate smart agriculture techniques (i.e. promotion of small grains and drought resistant seeds varieties, conservation agriculture) as well as post-harvest handling; d) investment in human capital such as vocational training and capacity building on issues such as pest management, start-up enterprises, strengthen farmer organisations and increased access to information related to alternative livelihood strategies, e) improving financial inclusion with access to transparent credit facilities; f) improve access to safe drinking water and basic sanitation, g) support to

---

<sup>9</sup> Extension policy issues paper, small grain barriers analysis and smallholder irrigation inventory are some of the example of technical analysis developed in the recent past for programming purposes.

nutrition sensitive interventions<sup>10</sup> such as gardening initiatives for diversified production and improved diet, food safety as well as increase awareness about consumption of nutrient rich traditional foods<sup>11</sup> and cooking demonstrations.

These activities will be implemented while considering the rights-based approach, assuring that capacities of right-holders and duty-bearers will be strengthened in order to implement human rights such as right to food, water, decent working conditions and to a decent environment.

- **Transformative capacities:** This level of capacities is more focused on improved governance and policy development for resilience, bridging and linking social capital and empowering groups living in most vulnerable situations (elderly, women, disabled). Activities may include: a) facilitate improved access to informal safety nets, market, agriculture and basic services, natural resources; b) set up of community disaster planning committees; c) activities to reinforce the social contacts and mutual accountability between the communities (right-holders) and service providers (duty-bearers, i.e. facilitate by law formulation, service delivery quality survey, lobby and advocacy for policy reforms).

**Activities linked to output 1.3:** The action will include availing timely, appropriate and predictable funding for communities that experience shocks, should these occur during the life of the programme. It will enable communities to recover quickly and minimise the loss of development investments and gains.

The activities will be context specific, of a short-term nature and may include interventions related to smart agriculture inputs subsidies, fodder production and preservation, rehabilitation of borehole and/or other emergency water supply or water harvesting system as well as boosting household income and food security. Actions may include cash based interventions. High frequency monitoring system will be developed at District level to provide, on a monthly basis, updates on key triggering indicators. Similarly, contingency plans will be in place and regularly updated from all implementing partners.

The release of funds will be guided by operational guidelines on modalities, trigger indicators and thresholds. The impact and needs caused by the shocks will be promptly assessed to determine the level and appropriateness of the required interventions. The activation of the response will bring about greater humanitarian aid coordination and offer value for money. This provision is mainly designed to support those communities target under the ZRBF, although opportunities may be explored to respond to small scale and localised new crises. Larger humanitarian crises will be addressed through appropriate emergency response instruments.

## 4.2 Intervention Logic

This action will contribute to addressing the challenges and gaps of deteriorating conditions, socio-economic crises linked to poverty and increased risk of destitution, undernutrition and food insecurity. At specific objective level, the proposed results and related activities will contribute to strengthen the ability of target communities to resist and become more resilient to stresses/shocks causes by both manmade and natural hazards:

---

<sup>10</sup> ZRBF is a nutrition sensitive programme and this action will also ensure a further reinforcement of the nutrition agenda, as a key pillar in the development of a resilient community including ensuring that the different elements are well-articulated, in synergy to contribute to better nutrition outcomes (strong human beings are more economically active, less sick, it cost less to households, communities, health and education systems).

<sup>11</sup> In fact the lack of awareness on nutritional matters along with prevalent cultural traditions (i.e. diet still highly centred on maize as key staple food, high sugar intake etc.) are estimated among the causes of inadequate nutritional practices and poor nutrition intake (micronutrients). The design and implementation of awareness campaigns will aim to contribute addressing the above challenges and to progressively ensure the adoption and uptake of best nutritional practices, hence contributing to healthier and more resilient communities.

- Support to data analysis and evidence building will contribute to timely informed programming and most appropriate responses modalities.
- Increased support of resilience capacities will contribute in particular to boost communities' ability to better face and cope with recurrent stresses and shocks, hence protecting development gains and to reduce the adoption of negative coping mechanism such as selling of productive assets and migrating out of disaster areas.
- The included provision to respond to unpredicted crises will mitigate possible negative impact with the aim to help affected communities better recover and also prevent depletion of assets.

By enacting this framework, it is assumed that communities can cope better with shocks/stresses and that improved knowledge helps to introduce changes in behaviour and practices. Government entities play a key role in policy making and enacting them to benefit the target population through the provision of improved services.

Achievement of this specific objective will contribute (impact level) to enhance the overall well-being outcomes of target communities. However, there are limitations for success, which might be undermined by a further deterioration of socio-economic parameters and unexpected natural disasters exceeding the capacity of the action.

### 4.3 Mainstreaming

**Environment and climate change:** This action will sensitise communities about the importance of natural resources management, protection of forests and communal woodland, veld fire management and climate change issues. Whenever appropriate, particular attention will be given to dam catchment management and protection. This will reduce the negative impacts on the environment, prolong the lifespan of the dams, and reduce gully building and other related impacts and help prevent soil erosion and environmental degradation.

Community awareness on environmental management will be raised with a special focus on communities to sustainably manage their grazing areas (i.e. encouraging destocking of livestock during the leaner seasons). Increased adoption of Conservation Agriculture is expected to contribute towards soil and water conservation. Promotion of sound and climate smart agricultural practices including promotion of improved agro-biodiversity (i.e. locally adapted seed varieties, etc) are a cornerstone of this resilience programme, which is in particular helping local communities to better cope with climate induced crisis.

**Gender:** Particular attention will be given to gender-related issues and the situation of women due to their significant role in the agricultural sector and the fact that they are especially exposed to crisis situations. To this end, the action will influence changes in gender relations by challenging the deeply entrenched cultural practices and social norms that deprive women and girls from participating and leading both at the household and community levels. Through establishing dialogue platforms, consciousness will be raised regarding gender inequalities at community levels and the need to balance gender relations between men and women, boys and girls.

This action will capacitate and support women to become more independent as income-earners and decision-makers which are critical to build stronger livelihood systems and to address nutrition issues which fall predominantly under the responsibility of women. The action will also explore economic opportunities for young women and men, which are by tradition and culture restricted to engage in independent economic activities in rural settings.

#### **4.4 Contribution to Sustainable Development Goals (SDGs)**

This intervention is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDGs 1 No Poverty and 2: Zero Hunger, while also contributing to 5: Gender Equality, 6: clean water and sanitation, and 8: decent work and economic growth. The overall resilience agenda will contribute to address SDGs 1 and 2 while other SDGs will be mostly embedded and/or mainstreamed in the implementation framework as part of the multi sector approach to enhance resilience.

### **5 IMPLEMENTATION**

#### **5.1 Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

#### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements.

#### **5.3 Implementation of the budget support component**

N/A.

#### **5.4 Implementation modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>12</sup>.

##### *5.4.1 Indirect management with an international organisation*

This action may be implemented in indirect management with the United Nations Development Programme (UNDP).

This implementation entails the administration of the Zimbabwe Resilience Building Fund (ZRBF) as described in section 4.1 above. The Fund will provide the necessary flexibility to support actions that are multi-sector, multi-level, multi-partner and that can be strategically and jointly planned with the communities at risk as well as with government agencies.

The envisaged entity has been selected using the following criteria: UNDP has been an efficient implementing partner and shown strong capacity in managing the ZRBF multi-donor programme.

UNDP has demonstrated long experience in resilience building, preparedness and prevention actions. It draws on experiences from around the world in early recovery (Global Cluster lead) and/or climate changed focussed approaches to supporting vulnerable communities to create resilience, growth and development. UNDP has a proven track record in swift and effective project implementation and fund administration with different types of fund mechanisms both in Zimbabwe and in a number of other countries.

---

<sup>12</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

UNDP is a trusted partner of relevant ministries and government offices and it has demonstrated a particular dynamism in adapting to an environment rapidly changing from a humanitarian into a development context. It has also been selected due to its comparative advantage of its experience in managing and administering similar types of fund mechanisms and its experience and reputation in implementing resilience programmes. UNDP strategies towards gender mainstreaming and human right-based approaches are well known. Most activities of this action are implemented through consortia (different local and international agencies) or other service provider selected through competitive calls.

### 5.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

### 5.6 Indicative budget

Specific Objectives	EU contribution (in EUR)
5.4.1 Indirect management with UNDP	14 800 000
5.9 Evaluation and 5.10 Audit	200 0000
5.11 Communication and visibility	Already covered under phase I of the programme
<b>Totals</b>	<b>15 000 000</b>

### 5.7 Organisational set-up and responsibilities

1. The Steering Committee (SC) is the highest body governing the Zimbabwe Resilience Building Fund. The SC is co-chaired by the Government and a funding partner. The funding partners will select annually a co-chair amongst themselves. UNDP will serve as the secretariat. The composition of the SC includes other funding partners, members from relevant government institutions (FNC, Department of Civil Protection (DCP), Ministry of Agriculture, Mechanisation and Irrigation Development (MoAMID), etc) as well as representative from the UN agencies and the NGO community. The Steering Committee composition ensures the principles of national ownership; inclusiveness and gender balanced representation, as well as the need to have a manageable size for effective decision-making.

2. UNDP will manage the Zimbabwe Resilience Fund under the oversight of the Steering Committee. UNDP is responsible for ensuring overall financial management and attainment of programme results across all components of the programme. UNDP's role includes legal responsibility for the appropriate use of the funds as well as the performance of implementing partners. In areas where it has a comparative advantage as determined by the Steering Committee, UNDP may implement some specific actions.

### 5.8 Performance and Results monitoring and reporting

UNDP has developed and rolled out a common Monitoring, Evaluation & Learning (MEL) framework with roles and responsibilities allocated among the ZRBF stakeholders. The logframe

Performance Indicators Reference Guide (PIRG) was developed and rolled out with the objective of creating clarity in indicator definition, methodology, and data collection and analysis responsibilities. Monitoring initiatives include internal and biannual joint Steering Committee field monitoring visits. Monitoring will be done through gender sensitive indicators.

Learning workshops focusing on MEL are also conducted with all Consortia and Government stakeholders. Reviewing processes currently includes various donors initiatives such as the ROM (Result Oriented Monitoring Missions) and DFID Annual review. Both exercises aim to provide progress against key performance of the programme and key recommendation for follow up actions and learning purposes. UNDP also conduct internal portfolio review to determine whether ZRBF-supported projects are leading to results outlined in the ZRBF/consortia partners theory of change & logframe.

UNDP has also contracted Oxford Policy Management to undertake an evaluation of programme impact; the core focus of the evaluation was to determine the effectiveness of the programme in delivering against its expected impact and outcome indicators by the end of the programme

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall maintain and eventually improve a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports, integrating progress measurement on gender and human rights. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality).

Monitoring progress of indicators, as outlined in section 4.4 (SDGs), will be embedded in the MEL framework and are mostly integrated in the current Logical framework, which has been agreed among all donors and key partners.

Reports shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## **5.9 Evaluation**

Having regard to the importance and nature of the action, a final and/or ex post evaluation(s) will be carried out for this action or its components via independent consultants, and/or joint donor mission, contracted by the Commission or via an implementing partner. The evaluation mission will be incorporating gender and human rights expertise.

The evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the innovative, multi sector and complex nature of the programme.

In case an evaluation is to be contracted by the Commission, the Commission shall inform the implementing partner at least 3 months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract.

#### **5.10 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

It is foreseen that audit services may be contracted under a framework contract.

#### **5.11 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

UNDP has elaborated and is regularly implementing a Communication and Visibility plan under ZRBF. The plan is subject to regular updates and reviews.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and contribution agreements.

The Communication and Visibility Manual for European Union External Action shall be used to update the existing Communication and Visibility Plan of the Action and the appropriate contractual obligations.

This action shall contain communication and visibility measures based on the existing Communication and Visibility Plan developed by UNDP for the ZRBF.

**APPENDIX 1 - INDICATIVE LOG FRAME MATRIX (ALL PROPOSED INDICATORS ARE FROM EXTRACTED FROM THE UPDATED ZRBF LF)**

	<b>Intervention logic</b>	<b>Indicators</b>	<b>Baselines (incl. reference year)</b>	<b>Targets (incl. reference year)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Overall objective: Impact</b>	To improve wellbeing of households in vulnerable situations in the face of stresses and shocks	1 Proportion of population living below the poverty line (w/m, rural, urban) 2 Prevalence of households with moderate or severe hunger (HHS-Households Hunger Scale) 3 Multidimensional Poverty Index	1 Baseline 2011-2012: 62.6% 2 Baseline: 31% (2016 ZIMVAC) 3 Baseline 2018: 50% level	12021: 58.6% 2 2021: reduced prevalence of HHS to 20% 3 2021: 40%	1. ZIMVAC 2. PIECES (Poverty, income, Consumption, Expenditure survey) 3. ZIMSTAT Nutrition survey 4. FEWSNET	
<b>Specific Objectives</b>	SO 1: Target communities have increased resilience	1.1 Number of women and men whose resilience has been improved as a result of ZRBF support 1.2 Proportion of households adopting climate smart agricultural production technologies 1.3 Average Food based Coping Strategy Index score for households in targeted communities* 1.4 Average Livelihoods and Assets based Coping Strategy Index score for households in targeted communities* 1.5 Proportion of ZRBF beneficiary households with acceptable Household Dietary Diversity Score (HDDS)*	1.1. Baseline 2018: 373 000 (M: 178,950), F: 194,051) 1.2 Baseline 2019:75% 1.3 Baseline 2016: 38% 1.4 Baseline 2016: 13 1.5 Baseline 2016: 63%	1.1 2021: 830 000 1.2 Baseline 2021:85% 1.3 2021: 50% 1.4 2021:4 1.5 2021: 80%	1.1 ZIMVAC  1.2 Crop and Livestock assessments  1.3 Baseline/ Endline Outcome and Monitoring survey	- Government and partners continue to focus on policies for resilience building and interventions are not undermined by short term in-kind assistance. - The ZRBF is funded sustainably. - Political stability such that access to communities is not significantly affected.

	Intervention logic	Indicators	Baselines	Targets	Sources and means of verification	Assumptions
Outputs	<b>Output 0.1:</b> Building evidence to improve the policy environment and stimulate service provision to enhance households and community resilience	<p>1.1.1 Number of risk assessment conducted, taking into account differentiated impact on women and men</p> <p>1.1.2 Number of multi-hazard mappings developed and/or updated at subnational levels</p> <p>1.1.3 Number of national and sub-national resilience or development plans developed, informed by risk assessments and other evidence generated by ZRBF and taking into account gender-differentiated risk analysis</p> <p>1.1.4 Status of a monitoring, evaluation &amp; Learning strategic framework</p>	<p>1.1.1 Baseline:0</p> <p>1.1.2 Baseline 2017: 21</p> <p>1.1.3 Baseline 2016: 0</p> <p>1.1.4 Baseline 2016: ZRBF Monitoring, evaluation &amp; Learning strategic framework is developed and signed off</p>	<p>1.1.1 2021: 23</p> <p>1.2.1 2021: 160</p> <p>1.1.3 2021: 5</p> <p>1.1.4 2021: Successful implementation of MEL related annual/quarterly work plans deliverables that have been approved by SC</p>	<p>1.1.1 Programme monitoring mechanism and reporting</p>	<ul style="list-style-type: none"> <li>- Government has interest in resilience building and engages with partners on capacity building and development of evidence.</li> <li>- Improved knowledge and capacity leads to changes in practice and action.</li> <li>- Government and partners are willing to use and apply the knowledge generated from the analytical tools in its policy making decisions.</li> </ul>

	<p><b>Output 0.2:</b> Target communities' absorptive, adaptive and transformative resilience capacities are increased</p>	<p>1.2.1 Number of people supported by ZRBF to cope with the effects of climate change (women/men)</p> <p>1.2.2 Number of wards with an up-to-date resilience or development plan that integrates DRR and adaptation</p> <p>1.2.3 Number of households with access to safe drinking water and basic sanitation supported by ZRBF</p>	<p>1.2.1 Baseline 2016:0</p> <p>1.2.2 Baseline 2017: 21</p> <p>1.2.3 Baseline 2016: 0</p>	<p>1.2.1 2021: 830 000</p> <p>1.2.2 2021: 160</p> <p>1.2.3 2021: 35 000</p>	<p>1.2.1 Programme monitoring mechanism and reporting</p>	<p>- Occurring shocks and hazards don't set back completely any progress made.</p> <p>- The operating environment is supportive enough to allow these interventions to impact on local capacity</p> <p>- Improvements in absorptive, adaptive &amp; transformative capacities lead to better developmental outcomes</p> <p>- The vulnerable people and districts identified are able to incorporate climate change adaptation and DRR into their decision making</p>
	<p><b>Output 0.3:</b> Assistance to communities in crisis is timely mobilised and delivered</p>	<p>Crisis modifier designed, updated and operationalised into the ZRBF programme</p>	<p>1.3.1 Baseline 2017: Crisis modifiers Mechanism SOP and HFMS developed and rolled out</p>	<p>1.3.1 Baseline 2021: Successful implementation of CMM related annual/quarterly work plans deliverables that have been approved by SC</p>	<p>1.3.1 Programme monitoring mechanism and reporting</p>	<p>Improving timely access to early warning signals is key to inform early actions for protecting development gains</p>

**APPENDIX 2 Indicative timetable**

<b>Thematic areas</b>	<b>Implementing partners</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>
<b>Output 1.1:</b> Evidence based policies to promote resilience at local level are enacted	UNDP	X	X		
<b>Output 1.2:</b> Target communities' absorptive, adaptive and transformative resilience capacities are increased	UNDP	X	X	X	
<b>Output 1.3:</b> Assistance to communities in crisis is timely mobilised and delivered	UNDP	X	X	X	
<b>Evaluation</b>	External consultant and /or joint donor				X