



*Empowered lives.  
Resilient nations.*

**Project Title**

Support to the Zimbabwe Resilience Building Fund  
PRO POOR SUSTAINABLE GROWTH AND ECONOMIC  
DEVELOPMENT: Improved generation and utilisation of  
Data for Policy and Programme Development and  
Implementation

**UNDAF Outcome(s)<sup>1</sup>**

:

SOUND MANAGEMENT AND USE OF  
ENVIRONMENT, NATURAL RESOURCES AND  
LAND TO PROMOTE SUSTAINABLE  
DEVELOPMENT: Environment management and  
use of the environment, natural resources and land  
to promote sustainable development

**Expected CP Outcome(s):<sup>2</sup>**

*(Those linked to the project and extracted from the  
CPAP)*

Management of Land, natural resources and climate  
change contributing to Food Security

**Expected Output(s):<sup>3</sup>**

*(Those that will result from the project and extracted  
from the CPAP)*

Land, natural resources, climate change sustainably  
managed

**Implementing partner :**

Ministry of Agriculture, Mechanisation and Irrigation  
Development

**Responsible Parties:**

UNDP, Ministry of Local Government – Department  
of Civil Protection, Ministry of Public Works, Labour  
and Social Services, Food and Nutrition Council

<sup>1</sup> In January 2016 the document will be aligned to the ZUNDAF 2016-2020 under:

**FOOD AND NUTRITION SECURITY**

**OUTCOME 2:** Communities are equipped to  
cope with climate change and build resilience  
for household food and nutrition security

and **POVERTY REDUCTION AND VALUE ADDITION**

**OUTCOME 1:** Key institutions formulate and implement socio-economic policies, strategies and programmes for improved livelihoods and reduced poverty of communities

<sup>2</sup> In January 2016 the document will be aligned to the UNDP CPD for Zimbabwe 2016-2020 under outcome no 2 "Vulnerable communities are equipped to cope with climate change and build resilience for household food and nutrition security"

<sup>3</sup> In January 2016 the document will be aligned to the UNDP CPD for Zimbabwe 2016-2020 under outcome 2 **Output 1.** Scaled up action on climate change adaptation and mitigation in vulnerable districts is funded and implemented  
**Output 2.** Mechanisms in place to assess and mitigate natural and man-made risks at the subnational level



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**Expected CP Outcome(s):<sup>2</sup>**

(Those linked to the project and extracted from the CPAP)

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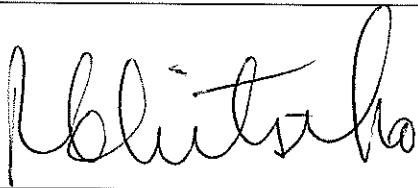
### Brief Description

The overall objective of the programme is **to contribute to increased capacities of communities to protect development gains and achieve improved well-being outcomes in the face of shocks and stresses enabling them to contribute to the economic growth of Zimbabwe**. This will be achieved through a) **creating a body of evidence** for increased application of evidence in policy making and application for resilience; b) setting up a **multi donor trust for Resilience Building in Zimbabwe** to allow for partners to come together around the Resilience Framework and principles to improve the absorptive, adaptive and transformative capacities of at-risk communities; and c) **set up a risk financing mechanism** which will provide appropriate, predictable, coordinated and timely response to risk and shocks from a resilience perspective.

Programme Period: 05/2015 to 05/2020  
Key Result Area (Strategic Plan): Poverty Reduction  
Atlas Award ID: \_\_\_\_\_  
PAC Meeting Date: 27 August 2015  
Management Arrangements: NIM

### 2015 AWP budget:

Total resources required	US\$ 50,000,000
Total allocated resources:	US\$ 7,720,000
• Regular	US\$ 1,000,000
• Other:	
o EU	US\$ 6,720,000
o Donor	_____
o Donor	_____
o Government	_____
Unfunded budget:	_____
In-kind Contributions	
Total allocated resources:	7.720.000 USD



Agreed by Government of Zimbabwe: Ministry of Agriculture, Mechanization and Irrigation Development:

Agreed by UNDP: 

## I. SITUATION ANALYSIS

Zimbabwe experienced an unprecedented economic and social crisis that resulted in an economic decline and disrupted public service delivery during the last decade. A sharp drop in Gross Domestic Product occurred in a hyper inflationary environment, marked by de-industrialization, closure of industries, drop in capacity utilization and large scale lay-off of employees. This situation has impacted the capacity of Government in a number of areas delaying the achievement of a number of Millennium Development Goals including eradication of poverty and hunger by 2015. As Zimbabwe entered 2015, the country was facing a challenging economic situation characterized by a national liquidity crisis, dwindling tax revenues, declining manufacturing and agricultural capacity utilization and high unemployment rates.

It is, however, important to highlight that the Government of Zimbabwe has, over the years, made progress toward some MDGs, and in the 1980s and 1990s, Zimbabwe was on track to attain Middle Income Status. One MDG that Zimbabwe will be unlikely to meet is the goal to eradicate extreme poverty and hunger.<sup>4</sup> With a national poverty rate of 62.6% and a rural poverty rate at 76 %<sup>5</sup> the risks of vulnerable households facing negative impact not only characterized by a food, nutrition and income deficit but an overall loss of previous development gains is high.

One of the expressions of increasing vulnerabilities in Zimbabwe has been the relatively large number of communities falling into either chronic food insecurity and/or stunting levels or who have moved in and out of food insecurity depending on marginally improved harvest or temporary employments. This trend becomes even more concerning when considering the "extreme (food) poverty" rates which in the rural area stands at 22.9 percent of the households (compared to only 4 % in the urban area). An analysis of the food insecurity situation over the past 10 years shows a fluctuation between 12% and 60% of the population being food insecure with variation of up to 200% percent between consecutive years. The spatial variation, however, as well as the links between income sources, food and nutrition security indicate that availability of food is not only a question of production or the general economic outlook but closely linked to pricing, marketing, affordability, preparation and access.<sup>6</sup>

Closely linked to the above is the unfolding of impacts of climate change in Zimbabwe recently marked by more frequent occurrence of natural disasters such as droughts and floods. Zimbabwe has been experiencing hotter days and increasingly variable rainfall, with little change in annual rainfall but with more extreme events (i.e., longer, more frequent dry spells and fewer, more intense rain days).<sup>7</sup> Studies have found that climate change has caused some regional shifts to drier agro-ecological zones,<sup>8</sup> which could impact livelihoods, especially where people have limited resources and information with which to adapt to new conditions. Small-scale farmers have already been affected by changing climate conditions over the last few decades, and these climate trends are predicted to continue.<sup>9,10</sup>

These continued shocks and stresses, in their various forms, have severely eroded the resilience capacities of most vulnerable communities. Emergency assistance has addressed the immediate shelter, food and, nutrition, Water, Sanitation and Hygiene needs of the affected populations. Without such assistance the impact of natural hazards on the well-being of the affected

<sup>4</sup> UN Zimbabwe and Government of Zimbabwe. 2012. Zimbabwe 2012: Millennium Development Goals Progress Report. Harare: Ministry of Economic Planning and Investment Promotion and UNDP Zimbabwe.

<sup>5</sup> Poverty Income Consumption and Expenditure Survey (PICES) 2011/2012

<sup>6</sup> Country Analysis Zimbabwe 2014

<sup>7</sup> Government of Zimbabwe and UNCT Zimbabwe. 2014. Zimbabwe Country Analysis: Working Document. Dated 4 November 2014.

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

<sup>10</sup> Government of Zimbabwe. N.d. Zimbabwe's National Climate Change Response Strategy.



communities would be severe. However, past experience has demonstrated that humanitarian assistance alone cannot avert a disaster nor can it address the underlying causes of the impact on the population.

There is a need to rethink development assistance for the segment of the population who is under heightened risk of vulnerabilities caused by impacts of climate change and other natural disasters and experiences weak absorptive, adaptive and transformative capacities due to a number of factors interlinked with the general shift in socio-economic structures. Their situation is more often than not characterized by food and nutrition insecurity, income deprivation, increased environmental degradation, etc, and their experience base is often gained in a time where the overall economic climate was better, as well as the overall governance capacity. The preparation and response to disaster situations is consequently not effective in the current situation and frequently carves out the absorptive capacity of the affected communities, while their adaptive and transformative capacities remain low.

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## **II. STRATEGY**

### **Implementation Framework**

#### **ZIMASSET**

The Government of Zimbabwe has put in place blueprints such as the Zimbabwe Agriculture Investment Plan (2013-2017), and also the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET) in an effort to enhance agricultural productivity and attain sustainable socio-economic transformation for Zimbabweans. Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIM ASSET) seeks to create “an empowered society and a growing economy,” guided by the mission “to provide an enabling environment for sustainable economic empowerment and social transformation to the people of Zimbabwe. The ZIM ASSET which is being implemented by Government Ministries and Agencies, has four clusters which are: i. Food Security and Nutrition; ii. Social Services and Poverty Eradication; iii. Infrastructure and Utilities; iv. Value Addition and Beneficiation. The blueprint recognises the importance of enhancing livelihoods and improving the well-being of its citizenry through a multi-faceted approach, which is core to the purpose of this programme.

#### **ZUNDAF**

The 2016-2020 Zimbabwe United Nations Development Assistance Framework (ZUNDAF) is the Government of Zimbabwe and United Nations (UN) strategic programme framework to support national development priorities. ZUNDAF is informed by ZIM ASSET 2013-2018 and to advance on the achievement of the Sustainable Development Goals (SDGs) as well as other international Conventions and Treaties. The ZUNDAF has 15 outcomes under six national priority areas<sup>11</sup> and resilience has been integrated as a key cross-cutting issues together with Disaster Risk Management but is also explicitly targeted under “Food and Nutrition Security” outcome 2, thus directly aligned to the Food and Nutrition Security Cluster under the ZIM ASSET.

### **The Resilience Framework for Zimbabwe**

Recent consultations in Zimbabwe has brought together government departments and ministries, UN agencies, NGOs/CSOs, academics and donors together to develop a Strategic resilience framework for Zimbabwe. This Framework helps practitioners understand how households and communities respond to shocks and stresses, how shocks and stresses affect livelihood outcomes and household well-being, and helps in identification of the key leverage points to be used in developing a theory of change, which in turn informs programming designed to enhance resilience. It enables policy makers and practitioners to have a comprehensive understanding of the factors and processes influencing vulnerability and resilience at the household, community and higher-

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<sup>11</sup> 1. Food and Nutrition Security 2. Gender Equality 3. HIV and AIDS 4. Poverty Reduction and Value Addition 5. Public Administration and Governance 6. Social Services and Protection

level systems (e.g., government, ecosystem). It helps identify contextual factors, gaps in key livelihood assets, the functioning of structures and processes of key institutions and the livelihood strategies of vulnerable households.<sup>12</sup>

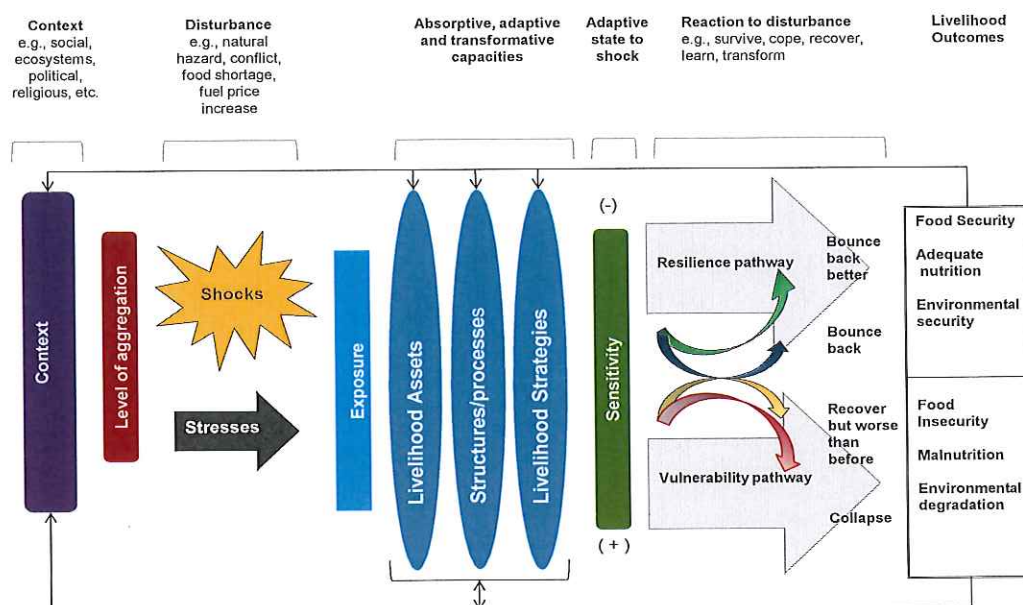


Fig. 1 Resilience Strategic Framework

The distinctiveness of resilience building approaches, as compared to the general development interventions is highlighted by the following set of five principles:<sup>13</sup>

- **Focus on shock dynamics:** Resilience is a capacity that is exercised both in preparation of and in response to a disturbance. This includes large scale disturbances such as catastrophic weather events, geologic events, pests that threaten crops, and epidemic diseases, as well as more localized or individual events. Building resilience requires detailed knowledge of shocks and stressors; and how a household, community, institution, higher-level system or process (e.g., market access by farmers groups) is able to respond to a shock. This requires not only a thorough analysis of the type of shock but also the effects of the shock. The timing of a shock or stressor with respect to a critical event (e.g., planting, growing, harvesting) is important as is the duration of the shock.
- **Resilience as a multidimensional capacity:** Resilience capacity draws on a wide array of resources including human<sup>14</sup>, social, economic, physical, programmatic (e.g., safety nets), and ecological resources. As a multidimensional capacity, building resilience requires an understanding of the optimal set of absorptive, adaptive, and transformative capacities used for a given shock at different levels of aggregation, in a given context, and for particular target populations.
- **Resilience functions:** Resilience is a capacity enacted in connection with a particular type of disturbance or configuration of disturbances that may facilitate different types of resilience, including absorptive, adaptive, and transformative capacities, to prepare for and respond to disturbances. The capacity to withstand the effect of a shock is often the only option available, and may be essential for survival.

<sup>12</sup> Building Resilience in Zimbabwe – Towards a resilience strategic framework, UNDP, March 2015

<sup>13</sup> Ibid

<sup>14</sup> Throughout this document, human resources includes health/nutrition status, skills, physical capability, spirituality, motivations, knowledge, etc.

- **Outcome-indexed capacities:** Resilience capacity should be indexed to a given well-being outcome and the specific capacities drawn upon may vary depending on the outcome of interest. The outcome of interest would typically include, for example, some dimension of well-being such as basic health, food and nutrition security, or poverty status.
- **Multi-level and systems-based:** Resilience capacity is often observed at a given level (e.g., household, community) but is understood as a multi-level construct. This means that interventions should be sensitive to nested dependencies between, for example, households and communities or communities and regions. Dependencies that involve higher level features such as macro-economic policies implemented at the national level should also be considered.

These five principles will guide the design of interventions or programmes using a resilience perspective to address the challenges of poverty, food and nutrition security, health or other well-being outcomes in Zimbabwe including interventions funded by the ZRBF.

### UNDP Country Programme

The UNDP Country Programmes 2012 to 2015 as well as the up-coming programme 2016-2020 focus on adopting a targeted and holistic approach to poverty reduction. Under the guidance of ZIMASSET, the ZUNDAFs 2012-2015&2016-2020 as well as the country programmes UNDP will, in accordance with its mandate support the Establishment of the Zimbabwe Resilience Building Fund to **to contribute to increased capacities of communities to protect development gains and achieve improved well-being outcomes in the face of shocks and stresses enabling them to contribute to the economic growth of Zimbabwe.**

Application of evidence in policymaking for increased resilience; improving the absorptive, adaptive and transformative capacities of at-risk communities; and the establishment of appropriate, coordinated and timely responses to risks and shocks will be the main focus areas of the support. UNDP will focus on areas that have a multiplier effect through a targeted build-up of capacities, policies, the creation of dialogue space, and scalable downstream interventions.<sup>15</sup> The proposed project builds up on successful implementation of the current Country Programme (2012-2015), specifically piloted livelihoods interventions reaching over 1 million people, providing start-up grants for entrepreneurship, capacity building interventions for various government ministries and climate change adaptation support. The proposed project aligns to Outcome 5 of UNDP Strategic Plan; which states that "Countries are able to reduce the likelihood of conflict, and lower the risk of natural disasters, including from climate change.

### Implementation modality

**The Overall Objective** of the project is: To contribute to increased capacity of communities to protect development gains in the face of Shocks and Stresses, enabling them to contribute to the economic growth of Zimbabwe with the **Specific Objective** being: Benefitting Communities will require less outside assistance to recover from the effects of recurrent hazards or adapting to adverse trends. As described in the results and resources framework the objectives will be achieved via the following three outputs:

- I. **Application of evidence in policy making for resilience increased.** This will mainly be done by Setting up an independent base of evidence for programme targeting and policy making (incl M&E) and promoting Capacity assessment and building of central and local government partners to improve application of evidence
- II. **Absorptive, adaptive and transformative capacities of at-risk communities increased and improved.** This will be pursued via the setting up of Multi Donor Fund which will allow

<sup>15</sup> The proposed project will be implemented under the climate change and resilience strategic area when the 2016-2020 Country Programme is introduced.

partners to come together around the Resilience Framework and principles to improve adaptive, absorptive and to a certain extent transformative capacities of the targeted communities.

- III. Timely and cost effective response to emergencies rolled out via existing safety net and other relevant programmes.** Which will be achieved by setting up a risk financing mechanism which will provide appropriate, predictable, coordinated and timely response to risk and shocks to benefitting communities, from a resilience perspective.

Due to the complexities of the known underlying causes of the current situation it is proposed to set up a Multi Donor Trust Fund which will provide the necessary flexibility to support activities that are multi-sectoral, multi-level, multi-partner and that can be strategically and jointly planned with the communities at risk as well as the government bodies working to support them. The ZRBF will be designed to create the necessary flexibility to develop time and location sensitive activities, inclusive of humanitarian and development partners over a medium to long term period. The ZRBF will furthermore ensure that investment are made based on recent evidence and implemented via modalities that promote partnership, comparative advantages, value for money and innovation.

Trust Funds have become an important funding mechanism in Zimbabwe to channel and leverage resources in an effective and coordinated way in support of multi-sector, multi-partner, multi-level development efforts. The increasing use of Trust Funds is a direct application of the aid effectiveness agenda and UN reform initiatives in support of nationally determined and led development programmes. The principles of national ownership and leadership are key principles of the Paris Declaration on Aid Effectiveness, reconfirmed in the Accra Agenda, and central to the UN operational activities for development

## Theory of Change

Taking the local context into consideration, there are a number of investments that could contribute to building the absorptive, adaptive and transformative capacities of individuals, households, communities and systems in the programme areas. Which of these investments would be prioritized under the ZRBF will depend on the comprehensive assessment that will take place during the first phase of the programme.

For improving absorptive capacity, interventions should focus on the ability of households, communities and systems to manage shocks and stresses in the short-term through cash savings, informal safety nets, disposal of liquid assets that are accumulated in non-shock years, disaster risk reduction strategies, hazard insurance, and reliance on bonding social capital.<sup>16</sup> People's perceptions regarding their ability to recover from shocks would also be important. For improving adaptive capacity, investments would be made to enable people and systems to proactively adapt to changing conditions through better access to information, diversifying livelihoods into different risk profiles, reliance on bridging and linking social capital,<sup>17</sup> accumulating assets, access to financial services, investment in human capital for better access to skills and improved nutrition and health status, and increased confidence to adapt. For transformative capacity, investments would be geared towards improved governance, access to formal safety nets, access to market, access to basic services, access to agricultural services, natural resource access, access to infrastructure, reliance on bridging and linking social capital, and empowering women, children, the elderly and the disabled.

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<sup>16</sup> Bonding social capital reflects the principles and norms that exist between members of a community (e.g., trust, reciprocity, cooperation) that allow them to work closely with each other to prevent, cope with and respond to shocks and stressors.

<sup>17</sup> Bridging social capital connects members of one community with those of another (e.g., across cultural, ethnic, geographic, or language groups), whereas linking social capital is reflected in the social networks that exist between individuals or groups and some form of higher authority or power in the social sphere. [see Aldrich, D. 2012. Building resilience: Social capital in post-disaster recovery. The University of Chicago Press.]



In the face of various shocks and stresses, individuals, households, communities and systems are able to use these capacities to appropriately respond in such a way that well-being indicators are not adversely affected and maintain a positive trajectory in their long term development plans.

In order to correctly target, implement and measure the activities under the ZRBF it is pivotal to develop a strong theory of change. The steps described in the below will build the basis for the development of the theory of change as well as for the actual implementation and measurement of the impact of activities.

### **Analysis and building of an evidence base for improved policy making and application for resilience**

The first step of building an evidence base for resilience work in Zimbabwe is to look at the shocks, disturbances and stresses that affects the population. The project therefor proposes to develop in close coordination with relevant government entities a profile of selected risks and hazards relevant to resilience building. This will involve mapping shocks intended to develop the hazard profile, estimate the number of people at risk to different shocks and identify areas experiencing high frequency and multiple shocks. Thorough understanding of these shocks will help further define the areas of investment for the ZRBF. Once the Risk and Hazard Profile is in place a validation workshop will be organized to assure agreement between all interested parties including Government of Zimbabwe, Donors, UN agencies, CSOs, private sector, academia and others.<sup>18</sup> This work will be accompanied by a number of assessments increasing the ability to measure the relationships represented by resilience (that is, the relationship between shocks, responses, and future states of well-being). This depends on the analysis of a number of substantive dimensions. Substantive features highlight the specific indicators considered and data collected so that insights related to resilience dynamics can be measured. The project will support and benefit from the Zimbabwe Vulnerability Assessment under the guidance of the Food and Nutrition Council as well as from data sets and analysis from a number of other relevant mandated government departments such as Department of Civil protection, Agritex, Met Department, Ministry of Health and Child Care, ZIMSTAT, ZINWA, and Veterinary Department just to mention a few.

The above mentioned assessments will feed into building the terms for selection of investments via request for proposals (upon approval by the Steering Committee). In adherence with the criteria agreed for resilience in Zimbabwe partnership, comparative advantages, value for money and innovation will be part of the criteria while multi sectorial consortia will be promoted. Entities eligible for funding under ZRBF include: local government, NGOs, UN programmes, agencies and funds, Private Sector, Academia, Faith Based Organizations and others. All implementation will take place as direct implementation by the selected grant recipients in close coordination with government. Communities of practise will be set up across different thematic areas by grant recipients to ensure cross-learning.

Finally a complex M&E system will be designed to make it possible to measure the actual impact of the initiatives funded under the Fund based on the assessments carried out at the beginning. This will make it possible to continuously test the Theory of Change and make adaptations if needed.

A capacity assessment of local government partners to plan, budget for and implement activities in support of resilience will be undertaken and opportunities for capacity building at central and local government level identified. In addition a support structure for creation and maintenance of strategic alliances for improved governance at local level will be set up.

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<sup>18</sup> Part of this work was pre-financed by UNDP from May 2015 in order to keep the momentum and the process going

## **Setting up the multi donor trust fund**

A fund management structure headed by a Steering Committee composed of Government of Zimbabwe, the EU and other participating donors as well as the UN will be set up and supported by a Resilience Fund Management Unit – which will operate as a unit within UNDP to exclusively support the ZRBF. The set up phase will require development of Terms of Reference for the different parts of the structure, as per standard practise, as well as development of Terms of reference for the expertise needed in the Resilience Fund Management Unit (RFMU). National and international recruitment processes will be launched to recruit the staff agreed to under this action, in close coordination with MAMID. Needs for specific technical capacity outside ToRs will be identified and a network of technical consultants initiated.

The RFMU in close coordination with relevant government entities will design the necessary methodologies and assessment tools to build the Theory of Change. Apart from the day to day support to the Fund Management Structure the RFMU will also organize knowledge sharing events and seminars based on experiences generated by the grant recipients. The RFMU will organize lessons learned events in the interest of informing the Steering Committee of opportunities of scaling up successful approaches. Finally it will be supervising the continued building of the evidence base from which it will present as least two reports a year to the Steering Committee for approval for further dissemination.

Based on the body of evidence developed, the RFMU will be responsible for designing funding modalities, manuals, criteria and priorities to be supported by the ZRBF. Once approved by the steering committee, the RFMU will organize, launch and manage one or several request(s) for proposal for funding via the ZRBF.

The project proposals are principally expected to focus on supporting at risk communities in building their capacities and the systems on which they depend to ensure that stressors and shocks do not have long lasting negative effects on their development. Pending the results of the evidence base it is believed that the ZRBF amongst other things will increase the access to livelihoods assets through market based approaches to reduce vulnerability. It will also, but not exclusively aim at increasing technical knowledge, for example on climate smart agricultural productivity, sustainable harvesting of non-timber forest products and strengthening of social cohesion. This will be done for example using models of collective action to reduce vulnerability and increase coping mechanisms.

## **Development a risk financing mechanism**

In support of the resilience interventions at community level an appropriate, predictable, coordinated and timely response to risk and shocks for participating communities will be established. This will require the identification of an early warning system based on a complex set of triggers. Furthermore, response modalities will be design based on a thorough analysis of the existing situation in the participating communities combined with an analysis of existing safety net programmes, which can potentially be used for rolling out the response in a timely and cost effective manner.

## **Targeting**

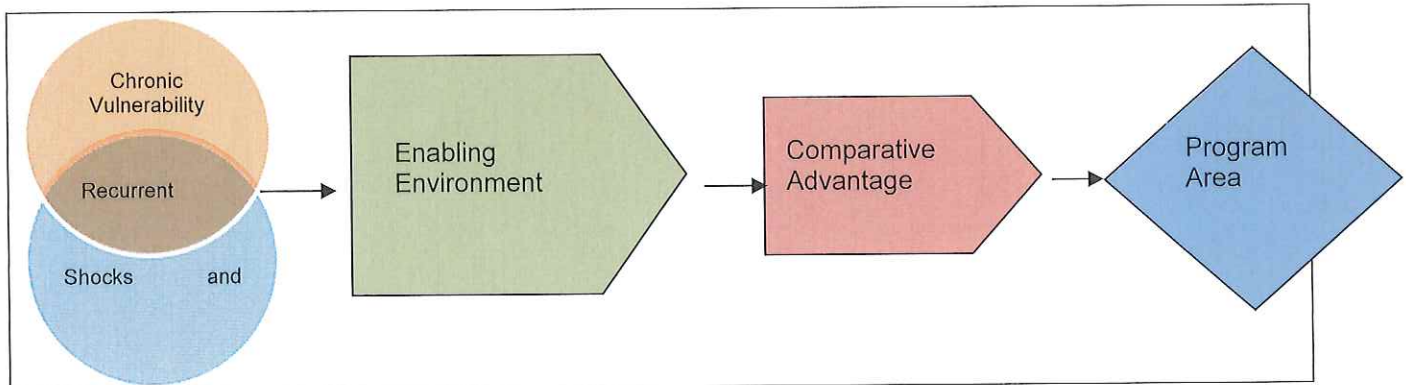
The factors underlying chronic vulnerability and the nature of shocks and stresses will vary from region to region and among different livelihood groups. The identification of potential programme areas will follow a systematic targeting process as shown in Figure 2 below.

Identifying programme areas requires bringing together information on the humanitarian situation, chronic poverty, existing capacities and resources, and development interventions across a wide range of sectors.



Based on the evidence base the project will target at risk labor endowed households in communities which are chronically food and nutrition insecure and/or which suffer from high poverty levels. An estimated 150.000 beneficiaries are expected to benefit from the fund.

**Fig 2. Targeting process for selecting programme areas.**



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Gender equality plays a critical and potentially transformative role in social and economic processes at the household and community levels in Zimbabwe. The ZRBF till support gender-sensitive programming, building evidence of the challenges and opportunities for change as perceived by men and by women independently. While impact on gender-disparity is a long-term process, any proposal funded will clearly articulate how gender inequity will be addressed.

### **The resilience principles**

In order to harmonize resilience building efforts with Zimbabwe's existing national development plans and strategies, in particular the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIM ASSET), it is important that development and humanitarian actors operate under a common set of resilience operating principles and create synergies based on their individual competitive advantages. Building on discussions from the Zimbabwe Expert Workshop on Resilience in September 2014, the following principles have been adapted from various resilience frameworks (e.g., UNDP, Mercy Corps, DFID, USAID, EU) and represent the set of core principles that will guide operationalization of the Zimbabwe Resilience Building Strategic Framework and thus the focus of the ZRBF



**Comprehensive multi-stakeholder risk analysis:** Designing interventions to improve the absorptive, adaptive and transformative capacities that underlie resilience capacity requires good programme design, which depends on a theory of change (TOC) that correctly identifies the underlying problems and appropriate leverage points needed to affect desired change.<sup>19</sup> Development of such a TOC depends on a thorough multi-hazard, multi-sector assessment of all the contextual factors that affect the system(s) under study. Analysis begins with a comprehensive understanding of risk and vulnerability – the environmental, political, social, economic, historical, demographic, religious, conflict, and policy conditions that affect, and are affected by, how households, communities, and governments prevent, cope with, and recover from shocks and stresses. A comprehensive assessment is necessary to fully understand the constantly changing relationship between risk and vulnerability on the one hand and livelihood outcomes and resilience on the other.

Comprehensive and holistic risk analysis must involve a multi-stakeholder participatory process that brings together different perspectives to identify the problems and potential solutions for dealing with shocks and stressors. Stakeholders should include members of the target population, community and local government officials, interested citizens, community-based organisations and NGOs, implementing agencies, and other entities from relevant sectors. In particular, a participatory process (e.g., Community-based Planning<sup>20</sup>) helps ensure community-level input into identifying the problem(s) from the community's perspective as well as what they perceive to be their assets, capacities and existing community approaches for addressing the underlying causes of vulnerability to shocks and stressors. Community input contributes to a sense of community ownership and increases the likelihood of success and long-term sustainability of the programme. Working with and enhancing existing local institutions will also help ensure programme continuity and facilitate exit later in the programme cycle.

**Integrated and holistic programming approaches:** Resilience building relies on integrated programming—a cross-sectoral approach with a long-term commitment to improving the three critical resilience capacities: absorptive capacity (disaster risk management), adaptive capacity (longer-term livelihood investments) and transformative capacity (improved governance and enabling conditions).<sup>21</sup> Programmes with an integrated approach ensure that partners and sectors work together to address key leverage points and adopt complementary, synergistic strategies to promote resilience. However, simply combining cross-sectoral interventions in either time or space does not necessarily result in the synergistic effects expected when interventions in one sector actually interact with—and enhance—those in another sector in order to affect desired change outcomes.<sup>22</sup> Cross-sectoral programming supports and protects a core programming focus (e.g., food and nutrition security, poverty, peace-building) through strengthened resilience at household, community or higher-system levels.

**Long-term commitment:** Building resilience is a long-term process (i.e., 10-15 years) that requires the sustained commitment of all relevant actors. International partners should align their support behind comprehensive national plans in a coordinated manner and according to their comparative advantage. Plans need to be flexible enough to react quickly to deteriorating situations and be supported by strategic and flexible financing from both humanitarian and

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<sup>19</sup> Building Resilience in Zimbabwe – Towards a resilience strategic framework, UNDP, March 2015

<sup>20</sup> CBP is enshrined in Zimbabwean law (i.e., the Provincial Council and Administration Act (1984) and allied acts and national development policies), which provides for administrative units (i.e., villages, wards, councils, provinces) to undertake routine development planning following specific protocols. This process has been led by the Rural District Councils, District Administrations, traditional leadership and government departments. Local authorities are aware of these directives and procedures, even though some may not have delivered consistently or with the desired quality. The revision of the Rural District Councils Act in 1996 indicated that Zimbabwean law not only supports participatory planning processes such as CBP, but in fact mandates it. The experience in Zimbabwe suggests that it promotes holistic programming that includes all sectors, and strengthens social capital.

<sup>21</sup> Building Resilience in Zimbabwe – Towards a resilience strategic framework, UNDP, March 2015

<sup>22</sup> UNICEF. 2014. Study on Integrated Programming in UNICEF Humanitarian Action: Final Report. New York: UNICEF.

development mechanisms. The Government of Zimbabwe's ZimAsset plan for economic growth and wealth creation supports a longer-term commitment to resilience building in Zimbabwe.

**Strengthening social capital:** Previous research demonstrates that the extent and application of social capital is an important element in determining the nature of resilience, particularly at the community level<sup>23</sup> and initiatives to build resilience in Zimbabwe should include strengthening social capital in the design of their programmes. Project activities encourage collective action, collaboration, and self-organization, such as VSLA activities, which promote self-sufficiency, enhance decision-making, and increase asset bases, and facilitating inter-clan social relationships that broaden the networks from which communities may draw in order to cope with complex shocks.<sup>24</sup>

**Regional approach:** A regional approach may enhance the effectiveness and efficiency of resilience capacity-building programming in Zimbabwe by allowing stakeholders to align resources, build staff capacity, and address cross-country themes that require systems thinking and approaches. A regional approach may allow for better contextualization of a defined area, which is required for good problem analysis (particularly at a systems level) and programming. Because many different actors often implement similar programme initiatives within a single region, a regional approach provides significant opportunities for cross-learning and enhanced knowledge management (i.e., identifying and addressing critical knowledge gaps, making programme-based knowledge available in a timely fashion and reader-friendly format, linking information back into iterative programming). There are, however, limits to what should constitute a region, which might be constrained by physical or political boundaries, agro-ecological zones, culture, language, etc. Thus, regional approaches need to consider contextual factors unique to each region. A regional approach may also contribute to more coordinated strategic planning around resilience, which would help ensure that relevant stakeholders are on the same page in terms of understanding the risks and anticipating probable humanitarian needs.

**Iterative and flexible process that allows for real-time changes in programming:** Context is dynamic rather than static and is constantly changing based on how individuals, households or communities deal with and respond to risks and shocks. Thus, new contextual factors may need to be incorporated into resilience building approaches as circumstances change (either positively or negatively). Interventions must be designed in a way that allows for real-time changes and improvements to programming through regular feed-back and shared learning. Programme designs must include a flexible and iterative monitoring system that also allows for more timely and efficient procurement of resources (e.g., crisis modifiers) that facilitates a quick transition from development to humanitarian activities based on early warning trigger indicators.

**Build national and local capacity:** Ultimately, resilience building should be led by national governments wherever possible, particularly in providing the enabling environment (e.g., functional institutions, good governance, productive infrastructure, healthy natural resource base) necessary for improving the absorptive, adaptive, and transformative capacities of households, communities and higher-level systems. Given Zimbabwe's recent political and economic crises, resilience building must include strong programming elements for building capacity at all levels of government, but particularly at the national level, that can lead to systemic changes in the structural constraints (e.g., ecological, political, economic, social, markets, agricultural, policy) contributing to food, nutrition, and livelihood insecurity in Zimbabwe.

**Multi-track approach that combines humanitarian and development interventions:** A linear, phased approach to relief, recovery and development has had limited long-term success in preventing recurrent emergencies in regions of chronic vulnerability or in making sustained

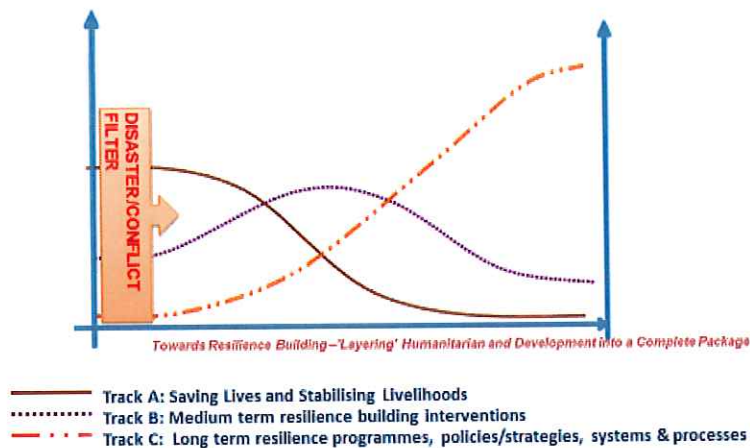
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<sup>23</sup> Aldrich, D.P. 2012. Building resilience: social capital in post-disaster recovery. Chicago: University of Chicago Press.

<sup>24</sup> Frankenberger, T., M. Constanas, S. Nelson and L. Starr. 2014. Current approaches to resilience programming among non-governmental organizations. 2020 Conference Paper 7. May 2014. Washington, D.C.: IFPRI.

improvements in protracted emergencies. A multi-track approach is needed that builds strong linkages between short-, medium-, and long-term programme interventions that span humanitarian (short-term track) as well as development responses (medium and longer-term tracks) (Figure 3). Tracks should complement each other and be coherent. They may be initiated simultaneously, sequenced over time, and/or layered, depending on need. This calls for joint or mutually-informed project designs and procurements to enable the layering, integrating or sequencing of humanitarian and development assistance.

Figure 3. Linking short-, medium- and long-term approaches to building resilience in Zimbabwe.



**Anchored in national and local actors' realities and contexts:** Building resilience is context-specific, i.e., it is defined by the type of shock or stressor experienced, as well as by the social, economic, environmental, and political context in which the shock occurred and in which household or community response decisions are made. Understanding local perceptions of the challenges and priorities, and tailoring programmes to strengthen or improve limiting contextual factors is an important component of resilience building at the individual, household and community levels.

**Build strategic partnerships and dynamic relationships that are transformative:** Building resilience requires a diverse range of actors with complementary capacities and skills. Programming initiatives should engage the most vulnerable to the most powerful stakeholders, and maintain awareness of the incentives, motivations and power dynamics that define relationships. Strategic partnerships between government entities, NGOs/CBOs, donors and others (e.g., private sector, UN agencies) can drive formulation of new ideas and solutions, support identification and promotion of shared interests, help clarify programming priorities, and capture important lessons learned from complementary sectoral interventions. Strategic partnerships are also important for joint risk analysis and multi-sectoral approaches to building resilience. By forging mutually advantageous partnerships, development and humanitarian actors can strengthen the ability of vulnerable populations to adapt to change, improve their well-being, and contribute to and benefit from social development and economic growth.

## UNDPs Strategic Role

UNDP response strategy will be anchored on the following activities:

**A) Building Evidence to improve the policy environment** This will involve mapping of hazards affecting rural livelihood in Zimbabwe, estimate the number of people at risk to different shocks and identify areas experiencing high frequency and multiple shocks. Thorough understanding of these shocks will help further define the areas in need of investment for improved resilience in Zimbabwe.

**B) Capacity building.** The project will build the stakeholders' capacity to **develop, implement, coordinate and monitor resilience-building initiatives**, which will include technical capacity trainings and workshops in the component identified as critical to building resilience in Zimbabwe. Capacity assessments of local government partners to plan, budget for and implement activities in support of resilience will be undertaken and opportunities for capacity building at central and local government level identified. A support structure for creation and maintenance of strategic alliances for improved governance at local level will be set up, building on existing coordination mechanism. This is envisaged to better inform the UNDP strategic approach to this programme.

**C) Administrative agent for the Fund and Technical Secretariat for the Steering Committee Fund.** UNDP will play the critical role of Administrative Agent for the fund and Technical Secretariat for the Steering Committee. This will include setting up a fund management structure including Government of Zimbabwe, the EU and other participating donors. This work will be supported by the Resilience Fund Management Unit – which will operate as a unit within UNDP under the guidance of UNDP management. The set up phase will require development of Terms of Reference (ToRs) for the different parts of the structure as well as development of Terms of reference for the expertise needed in the Resilience Fund Management Unit (RFMU). National and international recruitment processes will be launched to recruit the staff agreed to under this action. Needs for specific technical capacity outside of the ToRs will be identified and a network of technical consultants initiated. The RFMU in close coordination with relevant government entities will design the necessary methodologies and assessment tools to build the Theory of Change. Apart from the day to day support to the Fund Management Structure the RFMU will also organize knowledge sharing events and seminars based on experiences generated by the grant recipients. The RFMU will organize lessons learned events in the interest of informing the Steering Committee of opportunities of scaling up successful approaches. Finally it will be supervising the continued building of the evidence base from which is will present as least two reports a year to the Steering Committee for approval for further dissemination. Based on the body of evidence developed, the RFMU will be responsible for designing funding modalities, manuals, criteria and priorities to be supported by the ZRBF. Once approved by the steering committee, the RFMU will organize, launch and manage one or several request(s) for proposal for funding via the ZRBF. Finally, UNDP as the Administrative Agent and Secretariat for the Fund will spearhead the development of the **Risk Financing Mechanism**

**D) Measurement of Resilience.** The Capacity to collect and analyse data is critical to building and maintaining resilience capacity over the long term. To measure improvements in resilience in Zimbabwe, there is a need for **empirical evidence of what factors contribute to resilience, under what contexts, and for what types of shocks**. The ability to measure the relationship represented by resilience (i.e., the relationship between shocks, responses, and future states of well-being) depends on the analysis of a number of substantive dimensions and structural features.

In light of recurring shocks and crises, governments must have not only the political will but also the capacity to respond quickly and effectively to early warning systems, which must in turn be based on quality data collected at community, sub-national and national levels. The hazard profiles will be updated continuously, informed by various data sources from participating stakeholders, so as to inform the implementation processes of the partners. UNDP together with the Ministry of Agriculture, Mechanisation and Irrigation Development will take the lead in measuring resilience thresholds, in light of the ongoing hazard profiles and programme outputs, which will be defined in the calls for proposals.

The measurement of resilience will be an ongoing process which will extend beyond the programme lifecycle, so as to be able to adequately measure the impact the the programme interventions.

**E) Monitoring and Evaluation of the fund.** The ZRBF has a results-based Monitoring and Evaluation framework, which forms the core of M&E processes in the measurement of resilience



and is the strategic basis of all UNDP interventions mentioned in this document. UNDP will use multiple methods in the collection of data, which will include quantitative, qualitative, objective and subjective data. The M&E system will make it possible to measure the actual impact of the initiatives funded under the Fund based on the assessments carried out at the beginning.

### III. RESULTS AND RESOURCES FRAMEWORK

<b>Intended Outcome as stated in the Country Programme Results and Resource Framework:</b> Enhanced economic management and pro-poor development policies and strategies; sounds management and use of environment, natural resources and land to promote sustainable development; universal access to HIV prevention, treatment, care and support.				
<b>Applicable Key Result Area (from 2014-2017 Strategic Plan):</b> Countries are able to reduce the likelihood of conflict and lower the risk of natural disasters, including from climate change				
<b>Project title and ID (ATLAS Award ID):</b>				
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<b>Output 1</b> Application of evidence in policy making for resilience increased  <b>Baseline:</b> no evidence base for policy making for resilience <b>Indicators:</b>  # of Relevant risk and vulnerability information disseminated to stakeholders # capacity assessments of government # of capacity building opportunities with partners identified	Targets (year 1) 4 disseminations 2 capacity assessments  Targets (year 2) 4 disseminations 2 capacity assessments	1 <b>Activity Result:</b> an evidence base for resilience built ■ Action: Prepare and seek endorsement for a mapping of hazards affecting rural livelihoods in Zimbabwe ■ Action: Select and prepare briefs on risk and vulnerability in relation to shocks and stresses for dissemination  2 <b>Activity Result:</b> increased application of evidence based in planning for resilience ■ Action: Identify opportunities for capacity building of central and local government partners ■ Action: setting up a support structure for creation of strategic alliances for improved governance ■ Action: Identify opportunities for formation of strategic alliances between Government, UN, Civil society, Academia and Private Sector ■ Action: Identify opportunities for capacity building of strategic partners for	ZRBF Management Unit (UNDP)	3,323,180 USD

	building resilience			
<p><b>Output 2</b></p> <p>Absorptive, Adaptive and transformative capacities of at-risk communities increased and improved via ZRBF investments</p> <p>Baseline: unknown (baseline will be done as part of the project)</p> <p>Indicators:</p> <ul style="list-style-type: none"> <li>% HH with improved coping strategies</li> <li>% of communities utilizing DRM plans in response</li> <li>% of communities implementing appropriate natural resource management plans</li> <li>% of communities implementing informal safety nets</li> <li>% of communities with appropriate collective action responses to shocks and stresses</li> <li>% of HHs with access to improved safe drinking water and safe sanitation facilities</li> <li>% of communities with effective management of public goods</li> <li>Markets functioning in the face of stresses</li> </ul>	<p>Targets (year 1)</p> <p>ZRBF established</p> <p>Baselines for investment areas established in relation to indicators</p> <p>High frequency monitoring system for shocks developed</p> <p>Request for proposals for increasing of absorptive, adaptive and transformative capacities developed</p>	<p><b>Activity Result 1:</b> ZRBF management unit fully functioning</p> <ul style="list-style-type: none"> <li>Action: Recruiting a team of well qualified international and national practitioners</li> <li>Action: Design ZRBF funding modalities</li> <li>Action: Develop ToRs for Steering Committee</li> <li>Action: identify and organize office spaces</li> <li>Action: procure office equipment including vehicles</li> </ul> <p><b>Activity result 2:</b> Grants allocated</p> <ul style="list-style-type: none"> <li>Action: Based on output 1 design priorities and criteria for funding</li> <li>Action: Develop RfP for 1<sup>st</sup> call</li> <li>Action: Orientation workshop for potential applicants</li> <li>Action: Technical review of proposals and recommendations on funding priorities to the Steering Committee</li> <li>Action: Continued development of the M&amp;E system</li> <li>Action: Development and implementation of the baseline and end line assessment tools and modalities</li> <li>Action: Development of high frequency monitoring tools and implementation modalities</li> <li>Action: Develop RfP for 2<sup>nd</sup> call</li> <li>Action: Orientation workshop for potential applicants</li> </ul>	<p>UNDP</p> <p>ZRBF Management Unit</p> <p>ZRBF Management Unit</p> <p>ZRBF Steering Committee</p>	<p>8,405,792 USD</p> <p>35,000,000 USD</p>

		<ul style="list-style-type: none"> <li>▪ Action: Technical review of proposals and recommendations on funding priorities to the Steering Committee for 2<sup>nd</sup> call</li> </ul>		
<b>Output 3:</b> Timely and cost effective response to emergencies rolled out via existing safety net and other relevant programmes	Risk Financing Mechanism activated in a timely and appropriate manner	<b>Activity result 1:</b> Setting up of risk financing mechanism <ul style="list-style-type: none"> <li>▪ Action: Advocate with donors for support to risk financing mechanism</li> <li>▪ Action 2: Develop mechanisms to identify triggers and improve preparedness</li> <li>▪ Action 3: Develop an overview and understanding of potential mechanisms for risk financing via existing structures</li> </ul>	ZRBF management Unit  Ministry of Agriculture	TBA as a percentage of above
Indirect costs (max 7%)			UNDP	3.271.028 USD
Total cost			Donors, UNDP, MAMID	50.000.000 USD



#### IV. ANNUAL WORK PLAN

Year: 2015

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET	
		Q1	Q2	Q3	Q4		Funding Source	Amount
Output 1: Application of evidence in policy making for and application for resilience increased  Baseline: Zero Indicators: # of relevant risk and vulnerability analysis disseminated to stakeholders	1. Activity Result: an evidence base for resilience built -Activity action: Prepare and seek endorsement for a national risk and hazard profile for resilience building -Activity action: Select and prepare briefs on risks and vulnerabilities in relation to shocks and stresses -Activity action: Develop M&E system - Activity action: Build consensus around ToC		X <sup>25</sup>	X	X	UNDP, ZRBF MU, DCP	EU	56.000 USD  11.500 USD
	2. Activity Result: Increase application of evidence in planning for resilience -Activity action: identify opportunities for capacity building of central and local government partners -Activity action: setting up support structure for creation of strategic alliances for improved governance -Activity action: Identify opportunities for formation of strategic alliances between government, UN, civil society, academia and private sector			X	X	ZRBF MU, MAMID, DCP, FNC	EU	5.800 USD  2.300 USD
				X	X			

<sup>25</sup> Part of this work was pre-financed by UNDP in the interest of keeping the processes moving forward in a timely manner

Output 2: Absorptive, adaptive and transformative capacities of at-risk communities increased and improved  Baseline: Zero (will be done as part of the project)  Indicators:  %HH with improved coping strategies  %communities utilizing DRM plans in response  %communities implementing appropriate natural resource management plans  %communities implementing informal safety nets  %communities with appropriate collective action responses to shocks and stresses  % communities with effective management of public goods  Markets functioning in the face of stresses	1. Activity Result: ZRBF management unit fully functioning -Activity action: recruiting team -Activity action: designing funding modalities Activity action: Develop ToRs for Steering Committee Activity action: Identify and organize office spaces Activity action: Procure office equipment including vehicles			X X X														Human resources  Local office  Equipment and Supplies	325.000 USD  28.000 USD  225.000 USD
	2. Activity Result: Grants allocated -Activity action: Design criteria and priorities for funding -Activity action: Develop first RfP																		
Output 3: Timely and cost effective response to emergencies rolled out via existing safety net and other relevant programmes  Baseline: doesn't exist  Indicators  Risk financing mechanism activated in a timely and appropriate manner	1. Activity Result: Setting up of risk financing mechanism -Activity action: Advocate with donors for support to risk financing mechanism -Activity action: Develop mechanisms to identify triggers and improve preparedness - Activity action: Develop an overview and understanding of potential mechanisms for risk financing via existing structures			X  X  X															
TOTAL																		655.850 USD	

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## **V. MANAGEMENT ARRANGEMENTS**

The Project will be implemented by the MAMID with donor resources managed through UNDP.

### **Steering Committee**

The Steering Committee will be the highest body governing the Zimbabwe Resilience Fund. The Steering Committee should be co-chaired between the MAMID and the EU. Potentially in the future on a rotational basis between participating government agencies and donors. The Steering Committee may include members from relevant government institutions (such as FNC, DCP, MoPSLSW, Ministry of Environment) as well as UN agencies and contributing donors. The Steering Committee composition should ensure the principles of national ownership, inclusiveness and balanced representation, as well as the need to have a manageable size for effective decision-making.

ToRs for the Steering Committee will be proposed by the RFMU during the first Steering Committee meeting but shall include the following:

- Set the priorities for the project;
- Receive and approve annual and quarterly work plans and progress reports;
- Identify key constituency to contact for input during planning process;
- Provide nominations of technical experts for the Technical Boards;
- Help mobilise financial and other support for the project;
- Encourage widespread dissemination and use of data generated with support from the project
- Review progress and outcomes of the project
- Make policy decisions relating to the project, for example, the scope, extension, expansion or continuation of the project.
- Provide oversight and accountability over the project.

### **Administrative Agent**

UNDP Zimbabwe will be the Administrative Agent of the ZRBF. In order to perform this responsibility UNDP will operate under the existing Memorandum of Understanding (MoU) with Government of Zimbabwe and also sign the Funding Arrangements with Donors.

### **Resilience Fund Management Unit**

UNDP as Administrative Agent of the ZRBF will establish a dedicated Technical Unit to support the management of the fund. The Unit shall support the Steering Committee and potential ad hoc Technical Panels, which shall have the primary responsibility for coordinating the overall operations of the ZRBF.

The Resilience Fund Management Unit (RFMU) will tentatively be set up as indicated below in figure 4<sup>26</sup>, and will operate under the overall guidance of the UNDP senior management as well as UNDP rules and regulations. Additional support staff for processing of HR procedures, procurement and logistic aspects of the implementation of the fund will be assigned by UNDP.

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<sup>26</sup> The positions filled in blue are funded until end 2017, whereas the positions filled in green are expected to be funded as per January 2016

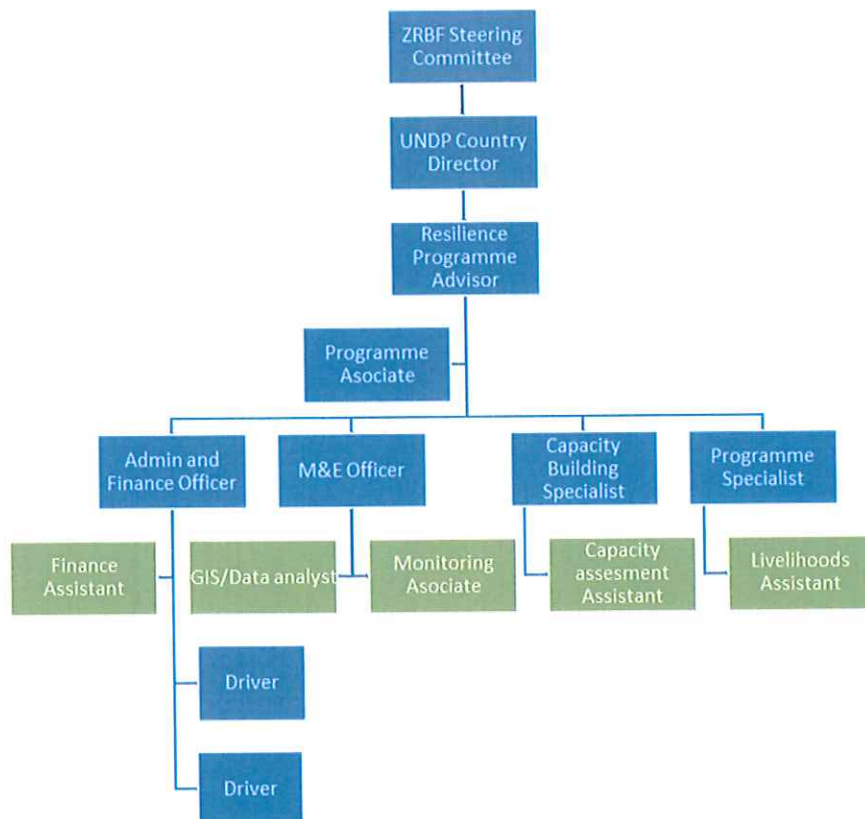


Fig 4 Organigram for the Resilience Fund Management Unit

Short-term expertise may be brought on board on a consultancy basis to support the technical work under the supervision of the Steering Committee and RFMU, should the need occur. In addition to Human Resource the RFMU will require rental and equipment of office spaces as well as purchasing of office equipment such as desks, chairs, laptops, printers, telecom equipment etc.

### Grant recipients

Partners eligible to implement activities under the ZRBF will be legal entities including local government agencies and departments, CSOs, faith based organizations, private sector, academia, think tanks and UN agencies. The grants will be issued further to a request for proposals launched by the UNDP upon approval from the Steering Committee. Consortia of grant recipients across sectors and legal entities will be strongly encouraged. For that purpose, the project concept notes and prodocs shall include a plan for cooperation amongst agencies, explaining explicitly the comparative advantage of each partner, the strategic nature of the relationship and the implementation plan and budget for each partner. All partners will be required to implement directly.

### Reporting

Reporting for the Zimbabwe Resilience Building Fund shall take place at three levels: the Administrative Agent, Grant recipients, and the RFMU on behalf of the Steering Committee.

The Administrative Agent shall submit periodic consolidated progress reports to the Steering Committee, through the RFMU. Other ad hoc reports and information at the formal request of the Steering Committee including cash flow forecast may be provided.

The Grant recipients shall provide the RFMU with periodic reports, as outlined in the Funding Agreement signed between the parties. Reports shall include outcomes of any assessments, reviews and evaluations and speak to the overall M&E framework.



## VI. MONITORING FRAMEWORK AND EVALUATION

The Programme will be monitored in accordance with the programming policies and procedures outlined in the UNDP User Guide. Additionally the the performance and results measurement for the ZRBF is conceived to be at four levels (See Figure 4) as follows:

- 1) Operation of the resilience fund. This level will focus on the efficiency and effectiveness of the management of the disbursement of funds and the accountability mechanisms. This will include the timeliness and quality of the review process of proposals and alignment of the disbursement of the fund to the problem analysis.<sup>27</sup>
- 2) Annual performance monitoring: This level asks the question did any change happen? This level will elicit partner performance and some initial capacities being created by the fund. The monitoring will be done by partners as well as by an independent assessor. UNDP as Administrative Agent and will provide compendium of minimum set of indicators from the agreed theory of change and protocols used to measure, analyze and report the indicators. Some capacity building will be needed to orientate partners on the monitoring and reporting requirements.<sup>28</sup>
- 3) Recurrent high-frequency monitoring. This is a real time “light monitoring” which is triggered when selected shocks reach their threshold according to the early warning system in use. A sub-sample of the baseline households will be monitored to see how they are coping and responding to shocks. In addition focus group discussion will be held to see how the community is coping and check for external assistance from other sources. The attainment of the threshold will also be a trigger for a crisis modifier/risk financing and the release of a small designated amount of fund to protect household assets and livelihoods. The real time monitoring will be continued to assess whether the crisis modifier is continued and when to stop it. If the collective shock is too large for the modifier then it should trigger other appeal processes to protect the households from further increase in vulnerability so as not to draw-down on the resilience fund.

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<sup>27</sup> Within the UNDP project cycle this will include:

- On a quarterly basis, a quality assessment will record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log will be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted, a risk log will be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) will be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- A project lessons learned log will be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- A monitoring Schedule Plan will be activated in Atlas and updated to track key management actions/events.

<sup>28</sup>According to the UNDP user guidelines this will include:

- Annual Review Report. An Annual Review Report will be prepared by the RFMU and shared with the Steering Committee. As minimum requirement, the Annual Review Report will consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- Annual Project Review. Based on the above report, an annual project review will be conducted to assess the performance of the project and appraise the Annual Work Plan for the following year. In the last year, this review will be a final assessment. This review is driven by the Steering Committee and may involve other stakeholders as required. It will focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

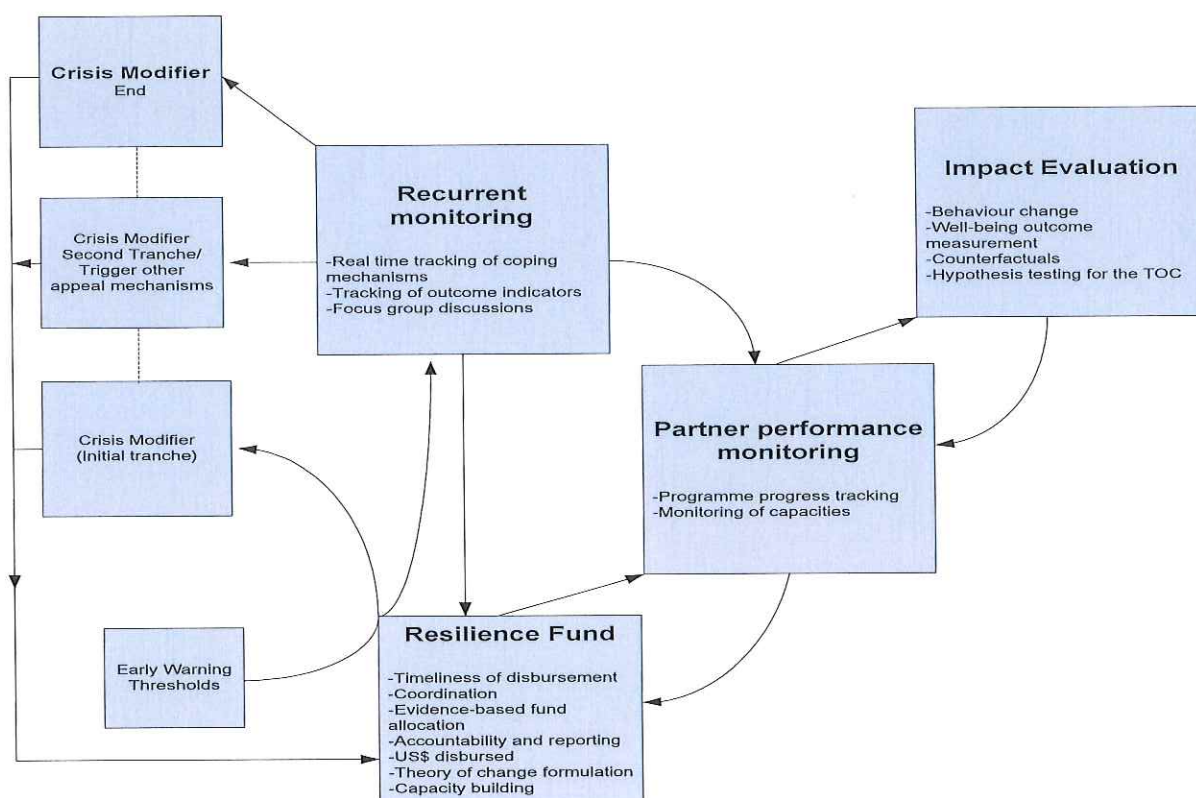


Figure 5: M&E system for the ZRBF

4) The impact evaluation: The impact evaluation will be built on key research questions/hypotheses formulated from the theory of change. The evaluation will involve a baseline and an end line measurement of indicators with a clear strategy to compare the resilience of participants and non-participants. A counterfactual analysis<sup>29</sup> will also be considered to compare what actually happened and what would have happened in the absence of the intervention. Oversampling based on attrition rates would be to ensure there sufficient overlap in the panel of data collected for the baseline and end line.

UNDP will be responsible for planning and organising the independent terminal evaluation to be conducted by an external assessment/evaluation team as well as preparation of quarterly and annual work plans, budget and reports and technical backstopping in work plan and budget. As part of the evaluation process, the Government and the participating organisations will undertake an independent evaluation with the cost covered by the project.

### Visibility

During the first six months of the programme a detailed visibility plan for the Fund will be designed in consultation with MAMID and the donors. Once developed visibility activities will be included in the action plan and yearly work plans.

### Audit

The project shall be subject to the internal and external auditing procedures laid down in the Financial Regulations, Rules and directives of UNDP.

<sup>29</sup> This is achieved through quasi-experimental design that controls for differences in the intensity and timing of the programme.

## **Risk Analysis**

A full risk analysis will be completed as part of the fund management structure, however, initial risks as well as mitigation measures include:

Funding sustainability of donor funds. Delivery targets and number of districts for implementation would only be as broad as the funds coming into the ZRBF. A base of potential co-donors is being build and identification of private sector resource mobilisation is on-going.

Given the large step change to resilience building there is a risk of limited capacity of grant recipients to respond. Clear selection criteria will be set and a robust sensitisation of potential partners will take place prior to call for proposal.

Government and/or other donor assistance programmes undermine the development aspects of the programme, by providing free hand outs. EU member states are expected to be signatory to the EU/DFID resilience strategy (pending) and thus discouraging such assistance. Government will be a strong partner via close cooperation with Ministry of Agriculture, Department of Civil Protection and the Food and Nutrition Council.

The Programme will build evidence for how to reduce risk and transfer risk to the private sector and through a risk response facility. This evidence will be used, through a coalition of progressive and influential actors, to influence the long term approach to managing the consequences of risks and hazards in Zimbabwe by building resilience in communities that have, for years, become increasingly vulnerable to climate shocks due to eroded capacities to absorb and adapt to shocks.

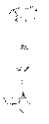
## **Assumption**

The project will be implemented based on the main assumption that both government of Zimbabwe and donors maintain a keen interest in implementing resilience activities based on a solid evidence base. It is assumed that sufficient donors will join the fund to make the impact significant. Furthermore it is assumed that stakeholders will be willing to participate in the process as well as to receive capacity building. Finally it is assumed that adequate human resources are available in the country and will be applied to the implementation of the action.

## **Sustainability**

When talking about resilience building it is estimated that results can be achieved in terms of improved absorptive and adaptive capacities to withstand shocks in a 3-5 year period. However, positive changes in transformative capacities will take longer. Experts estimate 15-20 years. Seeing that this project primarily focuses on absorptive and adaptive capacities, it does include work on transformative capacities by linking to other systems approach initiatives, such as the Health Transition Fund, the WASH fund, the Education development funds to mention a few. The project will also actively support transformational capacities by engaging in a constant dialogue with government at all levels; from central government ministries, over provincial government systems to district and ward level structures. It will furthermore actively seek to bring together these entities across sectors in order to create a solid platform for resilience work in the future. The action will build on existing structures and platforms such as Civil Protection Units and Food and Nutrition Security Councils at local level and will involve key players such as Ministry of Agriculture, Ministry of Local Government (Department of Civil protection) and Food and Nutrition Council and Zim Stat. During the implementation time of the project, a longer term institutional arrangement within the group of participating ministries will be sought for continuations of the analytical work beyond the life of the project.

In terms of the implementation of projects to increase absorptive and adaptive capacities, these will be based on a thorough targeting process and design with sustainability in mind, together with the benefitting communities, as an integral factor of resilience building. The projects will encourage high levels of environmental sustainability, as again this is one of the core principles of resilience



building. All initiatives funded under ZRBF will be screened in accordance with UNDP's project-level Social and Environmental Procedures. No negative environmental impact is expected of any of the projects.