



Australian Government
AusAID

Consolidated Quality at Entry Report for Bulawayo Water and Sanitation Emergency Response

7 June 2011

Description (completed by activity manager) (no more than 300 words per cell)

<p>1. Description of the Initiative/ Activity</p>	<p>What is it? BOWSER is strongly demand-driven by the Bulawayo City Council and, at a critical time in Zimbabwe's early recovery, the project helps demonstrate the advantages of decentralised service delivery.</p> <p>AusAID has now provided \$19.4 million in Zimbabwe for the UNICEF-managed Emergency Rehabilitation and Risk Reduction (ER&RR) program which, inter alia, supports the provision of chemicals to local councils for water treatment to keep cholera at bay and prevent a recurrence of the severe epidemic of 2008-09. UNICEF is currently seeking additional donor funding (US\$7 million) for water treatment chemicals. Improving Bulawayo City's capacity to manage water and sanitation sustainably will help avert the need in future for donors to fund provision of water treatment chemicals on a recurrent basis.</p> <p>The proposed activity augments and builds on Phase 1 of the BOWSER project, which began in 2009-10 with \$4.6 million in AusAID funding. To mitigate the potential spread of cholera, BOWSER Phase 1 supported efforts to rehabilitate water supply and sanitation systems for 450,000 people. Implemented by World Vision in partnership with the Bulawayo City Council, Phase 1 sought to improve:</p> <ul style="list-style-type: none"> • water systems (through repair of leaks, and rehabilitation of pumps and waterworks); • sewerage (through repair of pump houses, pipes and meters); and • council staff response capacity (through training in system maintenance and water meters, combined with a public awareness campaign on participatory health and hygiene education). <p>The current proposal from World Vision, for an additional \$4.52 million, is to support:</p> <ul style="list-style-type: none"> • identified changes to the scope of works for water treatment systems, water pumping systems and sewerage pumping systems; and • financial sustainability as an additional (Phase 2) outcome, through activities to <ul style="list-style-type: none"> – upgrade Bulawayo City Council's billing and revenue collection system, – enhance the council's capacity for customer service, and – improve community awareness.
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2. Objectives Summary	<p><i>What are we doing?</i></p> <p>The goal of the project is that vulnerability to waterborne diseases is reduced in Bulawayo through improved sewerage and water supply systems, and improved customer care and financial sustainability of the City Council. Three outcomes are the same as Phase 1:</p> <ol style="list-style-type: none"> 1. At least 450,000 residents in Bulawayo have access to a functioning sewage system. 2. At least 450,000 residents in Bulawayo have access to a functioning sewage system. 3. The City of Bulawayo and its Council have increased hygiene awareness and means to maximise its resources. <p>The Phase 2 proposal adds a fourth outcome:</p> <ol style="list-style-type: none"> 4. The City of Bulawayo has increased financial sustainability with improved customer care.
3.	

Australian Aid – Rated Quality Criteria *(no more than 300 words per cell)*

Criteria	Assessment	Rating (1-6)	Required Actions (if needed) ‡
4. Relevance	<p><i>Why are we doing this?</i></p> <p>Australia is a lead donor in the water and sanitation sector in Zimbabwe. BOWSER is a major program in Bulawayo, and is supporting the national UNICEF-led ER&RR program – to which Australia is also the leading donor.</p> <p>The BOWSER Phase II design rightly recognises that just rehabilitating water and sanitation infrastructure will not result in sustainable improvements. By including the information technology (IT) component – including improving the Bulawayo City Council's (BCC) billing system – the BCC will have improved capacity to collect revenue. This revenue will be put towards maintaining the city's water and sanitation infrastructure.</p> <p>The program is suitably staged, recognising people will not pay for poor service, but good service cannot be maintained for long without payment.</p> <p>The trilateral cooperation commitment announced by former Foreign Minister Smith in South Africa in January 2010 is important for Australian foreign policy. The Durban City Council (DCC) is already supporting the World Vision BOWSER team in providing technical assistance and training opportunities for officials from the BCC; an expanded BOWSER project will foster and build on this relationship.</p> <p>World Vision is the appropriate Australian implementing agent for the proposed assistance:</p> <ul style="list-style-type: none"> • It has an established partnership with the Bulawayo City Council, and is already engaged in work to improve customer service delivery in water and sanitation. • No other accredited implementing partner has offices in Bulawayo. • The Bulawayo City Council has limited capacity to initiate new partnerships. 	5	

5. Analysis and learning	<p><i>Have well have we thought this through?</i></p> <p>The BOWSER design primarily supports a leading role for the BCC in service delivery. This practical backing for decentralisation is welcome, not only on efficiency grounds but, importantly, in the context of Zimbabwe's political development. The DSID (section 2.3) summarises lessons learned from experience in Zimbabwe, including Bulawayo, and the Phase II proposal has been informed by joint analysis by AusAID and GIZ (Germany's aid agency).</p> <p>The thrust of Phase I initiatives under BOWSER was appropriate and it appears to have been successful. However, the Phase 2 proposal could usefully show more detail on actual quantitative as well as qualitative achievements and disbursements for initiatives implemented in Phase I thus far. There appears to be no table/text showing achievement of any indicators in Phase I.</p>	5	<p>World Vision needs to better articulate the results of BOWSER Phase I and outline whether the program was on track to meet Phase I objectives. This information should be reflected in the BOWSER Phase II proposal.</p>
6. Effectiveness	<p><i>Will it work?</i></p> <p>As noted at Criteria 2, the proposal is highly relevant in current circumstances. The case for it to proceed is persuasive, and identified key partnerships are a real strength. At the same time, some aspects could be clarified to increase confidence. While the primary rationale of the program is to place the Bulawayo City Council's water and sanitation program on a sustainable (cost-recovery) footing, the DSID (section 5.5) realistically notes that achieving sustainability will be difficult. The two halves of the proposal – expansion of outcomes 1-3 and inclusion of new outcome 4 respectively – do not come across in the documentation as forming a cohesive whole.</p> <p>The indicators in the proposal, based upon which achievement can be measured, are less than clear and many would be very difficult and, at best, very time-consuming, to measure. These need to be reviewed and simplified such that they are meaningful and easily measurable.</p> <p>With regard to risks to progress, key risks have been identified and the risk management strategies proposed to address these risks, and the risk ratings, appear appropriate.</p> <p>The panel was not convinced that the project can be completed within the expected timeframe. (There are a lot of infrastructure works to be completed and the capacity building will take time.) Phase II adds a number of activities to the implementation plan with only six months more to complete all activities.</p>	4	<p>An extension to the project timeframe should be agreed with World Vision to add sufficient time for project objectives to be achieved.</p>

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7. Efficiency	<p><i>How will we do it?</i></p> <p>The context in which this program is situated provides adequate justification for the choice of delivery method. Urgent initial demand, World Vision's experience and history of engagement in the sector and region, and the absence of alternative delivery methods are outlined clearly in the DSID and the attachment. The program also aligns with partner systems (through BCC) and harmonises with efforts by Ethekeini Municipality.</p> <p>It appears from DSID Table 1 that the first two or possibly three items are for actual works/capacity building, representing about 60 per cent of the total budget. The remainder is for monitoring, travel, transport, staff salaries, logistics, procurement and field office costs. In addition there is a World Vision Australia Administration cost. This percentage of budget to actual works/goods might be considered less than efficient.</p> <p>Regarding new outcome 4, the DSID suggests that, to overcome its lack of skills and experience in the field, World Vision should implement the IT component through outsourcing to a qualified IT company.</p>	4	<p>World Vision should provide assurances that it has adequately resourced, and can manage, the IT component, including through contracting specialist expertise as required.</p> <p>The Zimbabwe team in Canberra needs to discuss the BOWSER Phase II budget with Marcus Howard to clarify if funding levels for program activities are appropriate. (This was undertaken; Marcus calculated actual works/capacity building at 80% and said that this is a reasonable allocation of funds.)</p>

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8. Monitoring & Evaluation	<p><i>How will we know?</i></p> <p>The M&E system related to the links between the program activities and the first three outcomes is unproblematic and straightforward. But it will be far more difficult to determine the success of the program in meeting its objective through the approach taken to outcome four.</p> <p>There is a crucial level of outcomes missing from the program logic connecting outcome four with the program objective. Increased financial sustainability and better customer care does not necessarily lead to decreased vulnerability to waterborne disease. They lead to a more sustainable and responsive service. The missing outcome here is how customers respond to these changes and what BCC does with the increased revenues. The associated assumption is that people are able and willing to pay and that the resulting revenues are sufficient and timely enough to influence vulnerability. Even if we find that revenues are increasing rapidly our M&E system will not allow us to determine whether this has any influence on vulnerability. We could reasonably expect to reduce vulnerability based on outcomes one to three with no contribution from outcome four.</p> <p>There does not appear to be gender disaggregated data where it would be most valuable and environmental effects of waste treatment is not addressed by the M&E framework.</p> <p>The DSID recommends that project goal indicators in World Vision's updated log-frame be reviewed and rewritten.</p>	4	<p>World Vision needs to work with Harare post and Africa Branch's Quality and Performance Section to clarify program objectives, simplify the log-frame and improve the M&E framework. Harare post will also consider contracting M&E expertise, to help with its broader program. Such expertise could be used to help monitor the BOWSER project, including issues around environmental sustainability.</p> <p>Gender-specific indicators should be included in the M&E framework</p>

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9. Sustainability	<p><i>Will benefits last?</i></p> <p>A concern with the ER&RR program and complementary initiatives like BOWSER has been the question of sustainability and what happens after donor support ceases. A major initiative of BOWSER Phase 2 seeks to address the very issue of sustainability. The additional component to improve the BCC's financial position and its customer relations together with the capacity building efforts supported by the DCC (Ethekekwini Water Services) plus training carried out under the ER&RR program should all help to better ensure sustainability.</p> <p>Although the project will not improve all of the environmental problems created by the economic crisis and its effect on water and sanitation services, all of the interventions will improve environmental conditions generally and particularly of those living in low income housing areas with insufficient water of good quality and where sewers and sewage pumping stations overflow into streets and drains.</p> <p>An environmental assessment will be conducted as part of the baseline and there is a community consultation process in place. A serious environmental concern raised by the DSID is that waste treatment facilities are inadequate and will require BCC to negotiate exemptions from these requirements. At a minimum, this program should monitor waste discharge for future programming decisions. The environmental assessment should also determine risk of downstream waterborne disease from ineffective waste treatment.</p>	5	Harare post will consider contracting M&E expertise, to help with its broader program. Such expertise could be used to help monitor the BOWSER project, including issues around environmental sustainability.

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10. Gender Equality	<p>How will we achieve gender equality?</p> <p>The design mentions how women will benefit from improved access to clean water and sanitation and that they will be encouraged to participate in committees. It could go further to consider what barriers exist to women participating in committees and how they will be included in a real and meaningful way.</p> <p>The BOWSER project, like similar emergency initiatives, will have a positive effect on achievement of gender equality. Women and children suffer most from poor water supply and sanitation which are the very areas that the project is addressing. Apart from the physical improvements to water and sanitation facilities the hygiene behaviour initiatives which are part of the project will continue and also endeavour to involve men who have been under represented in such initiatives to date while suffering most among cholera affected populations.</p> <p>The improvement to piped water supply of adequate quality and to sewerage systems will lessen the problems faced by the disabled, elderly and disadvantaged.</p>	5	World Vision will need to include gender-specific indicators in the M&E framework.

* **Rating:** Provide ratings for each of the quality principles using the questions on the next page to assist you, and the following rating scale:

Satisfactory rating (4, 5 and 6)

- 6 Very high quality; needs ongoing management & monitoring only
 5 Good quality; needs minor work to improve in some areas
 4 Adequate quality; needs some work to improve

Less than satisfactory rating (1, 2 and 3)

- 3 Less than adequate quality; needs to be improved in core areas
 2 Poor quality; needs major work to improve
 1 Very poor quality; needs major overhaul

‡ **Required actions (if needed):** These boxes should be used wherever the rating is less than 5, to identify actions needed to raise the rating to the next level, and to fully satisfactory (5). The text can note recommended or ongoing actions.

Safeguards and Commitments *(completed by peer reviewer/appraiser) (new!)*

Answer the following questions relevant to potential impacts of the activity:		
11. Environment	Have the environmental marker questions been answered and adequately addressed by the design document in line with legal requirements under the Environmental Protection and Biodiversity Conservation Act?	Yes
12. Child Protection	Does the design meet the requirements of AusAID's Child Protection Policy? <i>The design suggests compliance will not be an issue, in light of World Vision's own strong child protection standards. This will be confirmed in the contract.</i>	Yes
13. Imprest Accounts	Does the business case and risk assessment support the use of an imprest account as the most efficient, effective and ethical use of Commonwealth funds in accordance with the Commonwealth Financial Framework and AusAID policy?	No