

Zimbabwe NGO Food and Water Initiative

INDEPENDENT COMPLETION REPORT

Prepared by Donna Clay
for the African Capacity Building Foundation (ACBF)
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Aid Activity Summary

Aid Activity Name	Zimbabwe NGO Food and Water Initiative		
AidWorks initiative number	INJ189		
Commencement date	June 2010	Completion date	October 2012
Total Australian \$	5 million		
Total other \$			
Delivery organisation(s)	Caritas Australia, Plan Australia, Save the Children Australia		
Implementing Partner(s)	CRS, CAFOD, Caritas Hwange, Caritas Harare, Caritas Chinhoyi Plan Zimbabwe Save the Children Zimbabwe		
Country/Region	Zimbabwe		
Primary Sector	Food security and Water, sanitation and hygiene (WASH)		

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Executive Summary

The \$5 million dollar AusAID NGO Food and Water initiative was a Zimbabwe-specific NGO window that provided support to Australian-accredited NGOs (ANGOs) to undertake work in the water, sanitation and hygiene (WASH) and food security sectors between March 2010 and October 2012. The goal of the NGO Food and Water initiative was to improve food security and access to clean water, sanitation and hygiene in rural areas. The program was developed in response to the cholera outbreaks in Zimbabwe in 2008 and 2009 and the economic crisis during that time.

The Australian NGOs supported through the NGO Food and Water Initiative were:

- Save the Children, programming in Binga district in Matabeleland North between 9 June 2010 and 31 October 2012.
- Caritas, programming in Makonde and Sanyati districts in Mashonaland West and in Hwange district in Matabeleland North, between 24 June 2010 and 31 May 2012; and
- Plan, programming in Chiredzi district in Masvingo, between 1 July 2010 and 28 February 2012

The program had four objectives; to improve access to agricultural products and food security in rural areas, to improve access to safe water, basic sanitation and hygiene, which accords with minimum UN standards, to improve local capacity to construct, maintain and repair water and sanitation infrastructure, and to improve opportunities for women, the disabled, and those with HIV to benefit equitably from project activities and be involved in project decision-making.

The food security components of the program included short-term relief oriented activities such as unconditional and conditional cash transfers and food rations as well as approaches aimed at longer-term, more sustainable improvements in access to agricultural products and food security, and a diversification of food and income sources through gardening, improving farming and livestock production and non-agricultural livelihoods strategies such as enterprise development and savings and loans schemes.

The water, sanitation and hygiene components included the drilling of new boreholes and rehabilitation of existing boreholes, protection of wells, construction of household and institutional latrines, strengthening hygiene education in communities and at schools, and training local water management committees, pump minders, latrine builders, and hygiene promoters to support ongoing WASH outcomes.

FINDINGS

Relevance

The activities which were funded under the NGO Food and Water Initiative were highly relevant at the time of the establishment of the NGO Food and Water initiative and continued to be relevant through the duration of the program.

Effectiveness

The activities were reasonably effective in achieving AusAID program objectives, even where they may not have fully achieved their own sometimes more ambitious project objectives. Activities and outputs from the projects generally aligned with those anticipated in the project proposals, while there was more variability in the extent to which individual projects achieved anticipated outcomes. All project activities contributed to AusAID program objectives.

Efficiency

All of the projects received no-cost extensions, of different lengths. Only two of the three agencies required this no-cost extension to finish 'core' activities of their projects. One agency required two no-cost extensions, reflecting an over-ambitious project design with inadequate staffing and resources to deliver the project efficiently. A 'Value for Money' analysis has not been undertaken as part of this evaluation due to the unavailability of financial information.

Impact (or Potential Impact)

A major factor affecting the impact of this program over the longer-term will be the prevailing environment in Zimbabwe.

Sustainability

A critical factor affecting the sustainability of program outcomes will be the broader socio-economic and political context in Zimbabwe over coming years. Even anticipating socio-political and economic stability in coming years, this report finds a greater likelihood of sustainability of agricultural aspects of food security program outcomes, than for non-agricultural outcomes, or for WASH components of this program.

Gender Equality

Even though the projects under the NGO Food and Water initiative were standalone short-term projects, and advancing gender equality requires a long term effort, the projects did improve opportunities for women to benefit equitably from project activities and be involved in project decision making. However, efforts to achieve gender equality through programming can be improved by ensuring sufficient data and information to support gender analysis (including consistent disaggregation of data by gender), employing specific strategies to engage women and enable their effective participation decision-making throughout the project cycle, ensuring gendered roles are taken into consideration in the design and implementation of programs, engaging men in order to influence gender attitudes and behaviours, and through developing linkages and collaborations with specialist organisations with expertise on gender.

Cross Cutting Themes

Gender equality, disability, HIV and AIDS, child protection and environmental safeguards were addressed to an adequate standard for a short-term standalone food security and WASH program, although there is room for strengthening of the integration of cross-cutting themes across all areas.

Monitoring and Evaluation

Broadly, monitoring, evaluation, and reporting, undertaken within the NGO Food and Water Initiative was of reasonable quality. Some agencies clearly had strong monitoring and evaluation frameworks in place, had both outputs and outcome indicators and targets, and measured and communicated progress against objectives quite clearly. Areas for improvement include the inclusion of outcome targets, consideration of the inclusion of WASH service standards in indicators for WASH projects, consistent disaggregation of data and analysis of what the data means, improved discussion of challenges, complexities and failures, increased precision in reporting against indicators, and the development of program-level indicators by AusAID so the success of the program as a whole can be more clearly assessed.

Effectiveness of AusAID's management of the NGO Funding Window

AusAID's management of the NGO Food and Water Initiative, while sufficiently effective and considered positive by funded NGOs, was characterised by a lack of clarity over roles and responsibilities between AusAID staff in Canberra and at post. It also failed to capitalise on opportunities to harness NGO expertise and contributions to analysis and learning and program and policy development.

Effectiveness of partnerships with local NGO partners

Partnerships with local organisations were an effective way to expand the scale and scope of organisational 'reach', were an effective mechanism for learning, capacity and systems strengthening and collaboration, and enabled access to specific expertise.

Programmatic issues in transition from humanitarian support to a protracted transition engagement model.

Issues affecting programs within this period of transition from humanitarian programming in Zimbabwe include challenges of implementing increasingly developmental-type approaches within humanitarian timeframes, funding gaps generated by the closure of humanitarian funding windows without concomitant increases in development funding, as well as the potential impacts on NGOs and other civil society organisations of the winding down of the cluster system and reversion to coordination of programs by government Ministries.

RECOMMENDATIONS

Effectiveness

Food security

- That AusAID and NGOs consider strengthening the emphasis on facilitating market development and access in future food security and livelihoods programs, ensuring adequate time and support for this element of the programming.
- That NGOs ensure a focus on environmental appropriateness and quality issues in crop and livestock project activities.
- That NGOs ensure project activities are implemented in a conflict-sensitive manner, and ensure staff have skills in conflict prevention and reduction.
- That NGOs maintain coordination and clear communication with all stakeholders, including the establishment or participation in new (or existing) coordination structures to facilitate this.

WASH

- That NGOs and AusAID strengthen the focus on hygiene within water, sanitation and hygiene programming¹.
- That NGOs and AusAID explore more affordable WASH technologies being piloted for use in Zimbabwe (eg ZIMCATS and upgradeable latrines).
- That NGOs and AusAID explore other, potentially more effective approaches in hygiene promotion and creation of demand for sanitation.
- That NGOs consider how they might participate in supporting the development and strengthening of supply chains for water and sanitation materials.

Gender, Disability and HIV and AIDS

- That NGOs consider collaborations and partnerships with specialist organisations for targeted work aimed at improving opportunities for women, the disabled, and those living with HIV and AIDS to benefit equitably from WASH and food security projects, and to be involved in project decision-making.
- That NGOs ensure adequate collection of data and analysis, sufficient to inform an understanding of the needs, priorities, experiences, levels of participation and differential impacts of projects on women and men, people with disabilities and people living with HIV and AIDS.
- That NGOs facilitate specific and effective mechanisms for engagement and participation by women, people with disabilities and people living with HIV and AIDS in all stages of the project cycle.

Efficiency

- That NGOs seek to ensure project design is realistic, reflects adequate organisational capacity, with sufficient staffing and resources to deliver the project with the requisite timeframe.
- That AusAID overtly assess the question of whether the project design is realistic and achievable when appraising project proposals, as part of discussions of 'capacity to deliver'.
- That, where circumstances allow, AusAID consider a longer design or inception phase for programs, to assist in stronger engagement with stakeholders in project development, and deeper testing of project design with the reality on the ground in Zimbabwe.
- That, if AusAID require a Value for Money analysis of this program, this be done when financial information becomes available with the remaining completion report in December 2012. Any Value for Money analysis should adopt a methodology and analytical framework that acknowledges the differences in project activities and delivery mechanisms within this Initiative.

Sustainability

Food security

- That NGOs ensure adequate staffing, time and other resources are allocated to enable sufficient support and accompaniment for market-oriented livelihoods approaches.
- That NGOs maintain and strengthen a focus on quality and environmental appropriateness in crop and livestock project activities.
- That NGOs provide sufficient support and time for the development of effective governance systems for groups.
- That NGOs ensure project activities are implemented in a conflict-sensitive manner, and ensure staff have skills in conflict prevention and reduction.
- That NGOs continue to implement projects which are consistent with government district development plans, and in coordination with relevant government departments and staff, while also looking at ways in opportunities for engaging in program and policy dialogue with government at various levels.
- That NGOs maintain a focus on establishing and strengthening community based support and advice networks.

WASH

- That NGOs and AusAID explore more affordable technologies being piloted for use in Zimbabwe (eg ZIMCATS and upgradeable latrines).
- That NGOs and AusAID explore other, potentially more effective approaches in hygiene promotion and creation of demand for sanitation.
- That NGOs consider how they might participate in supporting the development and strengthening of supply chains for water and sanitation materials.
- That NGOs consider integrating livelihoods components more tightly with WASH program components to support investment in WASH infrastructure and items.

Gender, Disability and HIV and AIDS

- That NGOs consider collaborations and partnerships with specialist organisations to ensure the integration of project activities with ongoing longer-term and multi-level specialist programs.

Gender Equality

- That NGOs consistently disaggregate project data by gender.
- That NGOs ensure this data informs a gender analysis of differential circumstances, roles, needs, priorities and program impacts by gender.
- That NGOs ensure gender roles and relations are taken into consideration in the design of initiatives, to ensure substantive equality of opportunities for women (rather than formal equality).
- That NGOs apply specific strategies to engage women as well as men, hear their perspectives and understand their different needs, priorities and experiences, and enable their effective participation in consultation and decision-making throughout the project cycle, ensuring the allocation of adequate time, resources and expertise for this.
- That NGOs consider ways to engage men in order to influence attitudes and behaviours, and engage men as allies for the promotion of gender equality.
- That NGOs consider developing linkages with organisations undertaking program and advocacy work on gender where gender expertise is required.

Monitoring and Evaluation

- That NGOs more consistently include and report on outcome indicators and targets in monitoring and reporting.
- That NGOs reflect WASH service standards in indicators and targets, where relevant.
- That NGOs consistently disaggregate data by gender and other relevant axes of potential vulnerability.
- That NGOs consider the adoption of specific strategies to engage with and hear the perspectives and experiences of marginalised groups through the program cycle (including in monitoring and evaluation), and that AusAID and NGOs recognise that this may require additional time and resources.

- That AusAID consider the development of program level indicators against which the success of the program as a whole could be more clearly assessed.
- That AusAID clarify the roles, responsibilities, authorities and resources available for its monitoring and evaluation of programs, including program and financial monitoring, and information management.
- That AusAID include a learning component in future funding programs, to draw lessons from the program and to share expertise between NGOs, and between NGOs and AusAID.

AusAID Management of the NGO Food and Water Initiative

- That AusAID clarifies issues around roles, responsibilities, authorities, and resourcing for program management between posts and Canberra in future funding windows.
- That AusAID identify and take advantage of opportunities provided through program funding to collaborate with experienced NGOs and draw on their analysis and relevant expertise for policy and program development.

Programming in transitional contexts

- That AusAID consider the funding of another Zimbabwe NGO Funding Window of at least three years duration². The Zimbabwe NGO Funding Window provides unique opportunities to harness the expertise and support the enabling environment for civil society organisations in the critical next few years in Zimbabwe. While some evaluation ratings indicate less than satisfactory performance in some areas, future programs will be strengthened by application of the recommendations of this report and lessons generated through this program.
- That AusAID consider longer funding timeframes for ‘humanitarian plus’ funding windows, allowing some flexibility for changing and unpredictable contexts.

Evaluation Criteria Ratings

Evaluation Criteria	Rating (1-6)	
Relevance	5	The program was highly relevant.
Effectiveness	4.5	Good progress was made against AusAID's program objectives.
Efficiency	3.5	All projects received no-cost extensions under this funding window, although these varied in duration and purpose.
Sustainability	3.5	Sustainability challenges for this program are similar to challenges usually faced in rural WASH programs, and in humanitarian programs. The market-oriented livelihoods initiatives under this program also face impediments in terms of sustainability.
Gender Equality	4	Projects promoted the participation of women and generated benefits for women, but reflected the limits of contributions to gender equality which can be made in a relatively short-term, stand-alone project.
Monitoring & Evaluation	4	Monitoring and evaluation by NGOs was sufficient to track and adjust project implementation.
Analysis & Learning	4.5	Projects were both based on and generated useful analysis and learning.

Rating scale: 6 = very high quality; 1 = very low quality. Below 4 is less than satisfactory.

Introduction

Activity Background

The \$5 million dollar AusAID NGO Food and Water initiative was a Zimbabwe-specific NGO window that provided support to Australian-accredited NGOs (ANGOs) to undertake work in the water, sanitation and hygiene (WASH) and food security sectors between March 2010 and October 2012. The goal of the NGO Food and Water initiative was to improve food security and access to clean water, sanitation and hygiene in rural areas. The program was developed in response to the cholera outbreaks in Zimbabwe in 2008 and 2009 and the economic crisis during that time.

The ANGOs supported through the NGO Food and Water Initiative was:

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Evaluation Objectives and Questions

The main purpose of the evaluation is to provide an independent assessment of the performance of the three NGO projects and the extent to which the objectives of the NGO Funding Window have been achieved, and to verify information contained in the NGO Project Completion Reports.³ The full terms of reference are included as Appendix 1 to this report.

Evaluation Scope and Methods

This review involved gathering and comparison of data and information from multiple sources, including a review of key program documents, information drawn from workshops with NGO staff and partners, semi-structured interviews with AusAID and Australian NGO and their partner NGO staff, representatives of government and other agencies, and community members, focus group discussions with communities in which Australian NGOs and their partners work, and direct observation in selected sites over 15 days in Zimbabwe. A list of people consulted during this consultancy is included as Appendix 2, while a list of documents reviewed is included as Appendix 3.

One challenge in undertaking an assessment of the performance of the NGO Food and Water Initiative is that there are no overarching indicators against which the performance of the program is to be assessed. This suggests that the performance of the program as a whole is to be judged on the aggregate of the performance of individual projects, providing challenges for synthesis of the performance of different types of projects using a large number of different performance indicators.

A limitation in the preparation of this independent completion report, which was meant to provide at least in part an independent verification of the three completion reports for projects comprising the NGO Food and Water Initiative program, is that not all completion reports are available at the time of this review. Some other program documents were also not available at the evaluation planning stage, which meant that some issues which it may have been useful to explore in further detail or take into consideration in planning the field visit, could not be investigated further. Finally, translation support in the field was provided by project staff and members of the communities with whom discussions were being held, meaning communication with communities was not completely independent of individuals who have associations with the project and the community.

Evaluation Team

This evaluation was conducted by a sole consultant, Donna Clay. Translation support during field visits was generously provided by staff of Plan, Caritas and Save the Children, and community members with whom their projects have been working.

Evaluation Findings

Relevance

The activities which were funded under the Zimbabwe NGO Food and Water Initiative were highly relevant at the time of establishment of the Initiative and continued to be relevant through the course of the program.

The sectoral focus of the program in water, sanitation and hygiene and food security was relevant in the years succeeding the major cholera outbreak of 2008-09 in which there were over 4000 deaths and which spread across Southern Africa, and following a period of major economic crisis and decline. WASH infrastructure and service delivery significantly deteriorated during that period and approximately 6.9 million people in Zimbabwe required food assistance in March 2009, and approximately 2 million in March 2010.

Furthermore the activities under the program were consistent with the Government of National Unity's Medium Term Plan⁴, the approaches of the WASH cluster and agriculture clusters, and actors involved in the Economic Livelihoods, Institutional Capacity Building and Infrastructure (LICI) cluster⁵.

The Zimbabwe NGO Food and Water Initiative projects were also relevant at a district and local level. Binga district, in which Save the Children implemented its Integrated Food Security and Water project under AusAID's Zimbabwe NGO Food and Water Initiative is one of the poorest in Zimbabwe, has had food aid programs running for several years and experiences high rates of chronic malnutrition. Cholera is endemic and in 2009, the district had 1000 cases of cholera with 62 deaths (a case fatality rate of 5.5%). Prior to the project, the district had 4% sanitation coverage.

Sanyati, Makonde and Hwange, where Caritas implemented its WASH program, were all affected by the 2008-09 cholera crisis, with Sanyati experiencing a 3.49% attack rate and Sanyati a 2.78% attack rate, above the emergency threshold of 1%, reflective of poor WASH coverage and standards in the area.

Chiredzi, where Plan implemented its Food Security Project has had a high proportion of farming households receiving food assistance over a number of years; with World Food program Vulnerable Group Feeding programs extending back to 2003.

Project design and targeting was guided by district development plans, and/or with input from district government representatives. Generally, for WASH initiatives, this involved prioritising wards which had the highest caseloads during the cholera outbreak of 2008-09. Food security interventions were implemented in communities that have experienced prolonged food insecurity, and high rates of hunger and malnutrition.

The component projects clearly contributed to the objectives of the NGO Food and Water Initiative, with the objectives of AusAID in Zimbabwe to improve access to basic services, poverty reduction, and early recovery, and to "to support efforts by the inclusive Government of Zimbabwe to bring sustainable and long-term improvements to the lives of Zimbabweans". The program also supports the strategic directions of the "Looking West" policy document which was released in December 2010, after the start of the Zimbabwe NGO Food and Water Initiative, and the higher level goals of the Australian aid program in Africa, including contribution to achievement of the Millennium Development Goals.

Finally, the themes of the program are consistent with prevailing themes and priorities expressed by communities themselves in discussions held as part of this evaluation.

Effectiveness

The Zimbabwe NGO Food and Water Initiative had four overarching objectives. These were:

1. Improve access to agricultural products and food security in rural areas
2. Improve access to safe water, basic sanitation and hygiene, which accords with minimum UN standards
3. Improve local capacity to construct, maintain and repair water and sanitation infrastructure
4. Improve opportunities for women, the disabled, and those with HIV to benefit equitably from project activities and be involved in project decision-making.

The objectives of the three component ANGO projects aligned with one or more of these broader program objectives. A table identifying how ANGO project objectives compared with NGO Food and Water Initiative program objectives is included as Appendix 4.

The activities, outputs, outcomes and achievements of projects funded under the NGO Food and Water Initiative were broadly consistent with their project proposals, with a small number of deviations. This is discussed further, below, in relation to each of the program's objectives⁶.

1. Improve access to agricultural products and food security in rural areas

Overview of Activities

Activities contributing to improved access to agricultural products and food security in this program included short-term relief oriented activities such as unconditional and conditional cash transfers and food rations provided in Save the Children's project in Binga as a social protection measure meeting the immediate needs of vulnerable groups.

It also included approaches aimed at longer-term, more sustainable improvements in access to agricultural products and food security, and a diversification of food and income sources. These approaches included the promotion of and training in improved agronomic practices (Save the Children and Plan), promotion of small grain cultivation (Plan), promotion of and support for increased access to improved varieties of seed (Plan), provision of seed and/or livestock through agricultural fairs (Plan, Save the Children), contract farming (Save the Children), training and support for seed multipliers to increase access to seed (Save the Children and Plan, including Plan's focus on high quality open pollinated varieties of small grain seeds). Activities also included support for the establishment and management of vegetable gardens (Plan as part of their food security project, Caritas, taking the opportunity to add value to their water programming, and Save the Children through cash/food for assets activities). Projects supported improved husbandry practices and an increase in livestock assets, specifically provision of indigenous poultry and establishment of a 'pass-on scheme in Plan's project but also general support for livestock and some livestock-oriented income generating activities supported by Save the Children, and improved access to veterinary services; for example, through construction of dip tanks and animal management centres (Save the Children), training of para-vets (Plan), and information campaigns on poultry vaccination (Plan).

These longer-term approaches also included non-agricultural activities such as support for savings and loans groups (Save the Children and Caritas)⁷, market and supply chain analysis and support (Save the Children), and support for income generating projects (Save the Children).

Targeting

Plan's primary target group was 9952 very food insecure households that had received food aid through the World Food program's Vulnerable Group Feeding Program in 2009/10. Over 63% of these households were headed by a female. Targeted households were involved in multiple project interventions.

Save the Children primarily targeted 3000 households, with different types of interventions targeting different wealth groups. Targeted households were involved in multiple project interventions.

Caritas also reports 406 households are producing vegetables from 8 community gardens⁸, and the establishment of 13 institutional gardens⁹, established under the ER WASH project¹⁰. 414 out of a targeted 450 households also benefited from involvement in savings and lending (SILC) groups.

Progress against targets

This program has made good progress in achieving improved access to agricultural products and food security in rural areas, including for women and female-headed households.

In terms of implementation of activities and achievement of outputs, NGO self-reporting of percentage progress against output targets indicates that NGOs achieved – or mostly achieved - their output targets in all but a small number of cases. Achievement of individual project outcomes was not always to the extent anticipated in project proposals. Particularly, while the cash transfer, agricultural, garden and livestock components of the projects were relatively effective, achievements of non-agricultural components was uneven. NGO progress against output and outcome targets is discussed further in Appendix 5.

Despite this, the projects have demonstrated valuable accomplishments, and project outcomes contributing to AusAID's objective of improved access to agricultural products and food security in rural areas are included below.

In relation to the Plan project in Chiredzi, the program has resulted in:

- Improved self-reliance in the production of food sources. For example, at end of October 2011, 67% of respondents in Plan's monitoring cited their own production as the main source of cereal for their household production; up from a baseline of 41%.
- Reduction in adverse coping mechanisms such as skipping meals, reduced from 24% to 12% in December 2011.
- A very high uptake of improved agricultural practices, at around 90% across a range of practices.
- A significant uptake of small grains, including by farmers not directly targeted under the projects who were convinced by the improved yields.
- Improved yield for small grains, but with a large variation within program district, and affected by poor rains in some wards.
- Improved access to seed, and improved quality of seed in some areas.
- Improved livestock management practices, and improved veterinary services and awareness.
- Increased poultry flock sizes. Households significantly increased their chicken flock sizes, in spite of delays and difficulties in procurement. For example, by February 2012, 53% of households reported flock sizes had increased tenfold while 29% had flock size increases of at least five times.
- Households have increased their dietary diversity, with increased access to livestock and/or vegetables and eggs.
- There has been an increase in the skills, knowledge, capacities and status of government extension workers.
- The project placed resources and opportunities in the hands of women, thereby increasing their power over income and resources, or at least increasing their 'say' and negotiating power because their labour contributes to the income/benefit to the household.

Outcomes of Save the Children's work in Binga which contributed to the NGO Food and Water Initiative objective to improve agricultural products and food security in rural areas include:

- Increased income - According to community members met during the evaluation, the cash transfers immediately increased income and money within the community for people to use for essential items, such as groceries, children's education, access to

health services, items for the home or reinvestment in small enterprises and savings and loans schemes.

- Improved health - Save the Children's draft evaluation report argues that the project contributed to a reduction in illness, to 11.3% morbidity from 47.4% at baseline, which the evaluation attributes to the Save the Children project activities¹¹
- Improved access to food and dietary diversity - Survey data cited in Save the Children's draft evaluation report indicates that all targeted households were able to meet their minimum energy needs, which the draft evaluation report attributes to the project¹²
- Improved skills and knowledge, including in relation to non-agricultural livelihoods options (ISALs and IGAs), improved farming techniques and seed multiplication.
- It is likely that individuals with entrepreneurial aptitude and skills may take advantage of the opportunity provided by ISALs and IGA groups and generate income into the future.
- There has also been positive engagement with local government, supportive of policy and program dialogue at a local and district level, which could be scaled in a manner supportive of government capacity development in participatory planning and evaluation.

Outcomes of Caritas project activities in Sanyati, Makonde and Hwange include:

- Communities have improved access to food and dietary diversity from nutrition gardens.
- Communities report increased income through sale of surplus vegetables from nutrition gardens.
- Community members have used risk maps to site infrastructure and for planning and advocacy to agencies for improved infrastructure and service delivery.
- Community members have knowledge of savings and loans approaches, and groups are in place to support collaboration in income generating activities and joint savings.

Factors influencing effectiveness in achieving objective

Factors supportive of effectiveness in improving access to agricultural products and food security in rural areas include:

- Effective community engagement and community participation in identification, prioritisation and design of interventions
- Strong community leadership and initiative
- A focus on quality of livestock, seed and crops, and agronomic and husbandry practices suited to the local environment
- Strong governance mechanisms for groups, sometimes with links to individuals or institutions able to enforce rules or decisions
- Demonstration of evidence as a method for influencing behaviour change; for example, cross learning and exchange visits, and farming demonstration plots.
- Strengthening community networks and sources of support and advice (within communities, and also linking communities to government service providers)
- Effective coordination and planning structures and processes involving all stakeholders, such as government across relevant departments and community representatives.
- Entrepreneurial aptitude and social cohesion of some groups and individuals.
- Flexibility afforded by cash transfers for use according to household priorities.
- Identification and addressing of a range of factors affecting livestock herd or flock growth (eg disease and predation)
- Identification and addressing of a range of factors affecting crop yields (agronomic practices, seed availability and quality, etc)
- Support for and strengthening of government capacity and roles

Factors which undermined effectiveness include:

- Rainfall patterns and variations
- Failure and challenges of partnerships and complementarities with some other agencies and projects
- A range of issues associated with markets
- Risk management strategies of ISAL groups potentially reducing attractiveness to lenders, and therefore limiting loans as source of income
- Conflict within groups or the community, an unwillingness to collaborate and contribute to joint enterprise (workload, funds), or a preference to work alone.

- Lack of an adequate standard of skills; in trade, business development management,, literacy and numeracy
- Lack of adequate support, facilitation and accompaniment of savings and loans and IGA groups, and potentially, inadequate staffing and resources to enable this support and an over-ambitious project design.
- Use of cash grants for non-productive purposes, perhaps reflective of a degree of “dependency”.
- (Potentially) participation in project activities as a means to obtain farming inputs, start-up kits or cash, or other benefits.

Recommendations

1. That AusAID and NGOs consider strengthening the emphasis on market development and access in future food security programs, ensuring adequate time and support for this element of the programming.
2. That, where possible, AusAID consider a longer timeframe for programs in Zimbabwe, or other transitional contexts.
3. That NGOs ensure adequate staffing, time and other resources are allocated to enable sufficient support and accompaniment for market-oriented livelihoods approaches.
4. That NGOs ensure staff have sufficient skills and experience in market-oriented livelihoods approaches.
5. That NGOs continue or consider a focus on quality issues and environmental appropriateness in crop and livestock project activities.
6. That NGOs continue or consider identifying and addressing a range of factors affecting crop and livestock production in an integrated manner in their projects.
7. That NGOs continue or consider inclusion of opportunities for the gathering, demonstration and communication of evidence by various means in project activities aimed at practice or behaviour change.
8. That NGOs provide sufficient support and time for the development of effective governance systems for groups.
9. That NGOs ensure project activities are implemented in a conflict-sensitive manner, and ensure staff have skills in conflict prevention and reduction.
10. That NGOs maintain coordination and clear communication with all stakeholders, including the establishment or participation in new (or existing) coordination structures to facilitate this.
11. That NGOs maintain support for government capacity strengthening and roles.
12. That NGOs and AusAID consider cash transfers as an effective flexible measure.
13. That NGOs identify, resource and implement specific risk mitigation actions when collaborating with other agencies in the delivery of projects.

2. Improve access to safe water, basic sanitation and hygiene, which accords with minimum UN standards

Overview of Activities

Activities contributing to improved access to safe water, basic sanitation and hygiene were undertaken by Caritas and Save the Children. These included the drilling of new boreholes, rehabilitation of existing boreholes, construction of household and institutional latrines, and strengthening hygiene education in communities and at schools.¹³

The project drilled, rehabilitated or improved 123 water points across four districts, constructed somewhere in the order of 1064 latrines across four districts (369 households and 130 institutional latrines by Caritas and approximately 565 household latrines by Save the Children), and supported improved hygiene education in communities and schools as part of this project, through training of village health workers and teachers in health and hygiene education.

Targeting

- Save the Children targeted 3000 households in their project, including 750 very poor households for latrine construction, and 3000 across all wealth groups for WASH training.
- The Caritas project targeted 6500 households in wards where there was a high incidence of cholera in 2008-09 and targeted the most vulnerable households, including the elderly, and people with disabilities. Schools targeted for latrines included those which were at risk of closure due to poor sanitation standards.

Progress against targets

This program has also made reasonable progress in achieving improved access to safe water, basic sanitation and hygiene.

In terms of implementation of activities and achievement of outputs, NGO self-reporting of percentage progress against output targets indicates that NGOs achieved – or mostly achieved - their output targets in all but a small number of cases; notably Save the Children has had significant difficulties in achieving targets for the construction of latrines. In addition, achievement of program outcomes was not always to the extent anticipated in project proposals, nor did the provision of improved access water, sanitation and hygiene meet all relevant standards, although it did align with approaches and key standards of the Government of Zimbabwe and of the Joint Monitoring Program. In addition, while the outcomes of projects contributed to the AusAID program-level objectives, NGO project-level objectives were often more ambitious, seeking to, for example, “decrease vulnerabilities to water-related diseases” (Caritas) and “improve the health status of children through enhanced access and utilisation of clean water and sanitation facilities and improved hygiene practices” (Save the Children). Projects were not able to fully achieve these more ambitious objectives. This is discussed further in Appendix 6.

Despite this, the following outcomes do contribute to the AusAID objective to improve access to safe water, basic sanitation and hygiene, which accords with minimum UN standards.

Outcomes of Caritas’ work in WASH include:

- The provision of safer water sources has likely reduced vulnerabilities to water-related diseases to an extent for households able to access those water sources as a result of the project.
- The drilling and rehabilitation of boreholes has somewhat improved access to water, reduced time spent carting water and/or increased water at the household level. This has particular benefits for women and children.
- The construction of latrines, particularly targeting vulnerable households, has been appreciated by households and improved the access, dignity, comfort and convenience for older people, menstruating and pregnant women, people with disability or their carers, and people who are chronically ill.
- A small number of latrines have been specifically designed to meet the needs of people with disabilities and young women at schools.
- The capacities and knowledge of village health workers, teachers, community members and students have been improved as a result of the project.
- Training of builders by Caritas supported the subsequent construction by those builders of many more latrines under a much larger intervention by government in that ward.
- There is some evidence from field visits and information available in the end-of-project evaluation of the practice of good hygiene behaviours.

Outcomes of Save the Children’s work in WASH include:

- Improved health - Save the Children’s draft evaluation report argues that the project contributed to a reduction in illness, to 11.3% morbidity from 47.4% at baseline, which the evaluation attributes to the Save the Children project activities¹⁴
- The rehabilitation of boreholes and protection of wells has somewhat improved access to safer sources of water reduced time spent carting water and/or increased water at the household level. This has particular benefits for women and children.

- The construction of latrines, particularly targeting vulnerable households, has been appreciated by households and improved the access, dignity, comfort and convenience of householders.
- The capacities and knowledge of village health workers have been improved as a result of the project.
- There was some evidence of the adoption of good hygiene behaviours (such as use of pot racks), although little evidence of critically important others, such as hand washing and water treatment.

Factors influencing effectiveness

Factors within projects which supported effectiveness in achieving AusAID's objective to improve access to safe water, basic sanitation and hygiene, which accords with minimum UN standards, included the following:

- According to the WASH cluster coordinator, these are exactly the sort of initiatives which have accumulated in recent years to contribute to a national reduction in the incidence of cholera.
- Use of standardised technologies (BVIP latrines, bush pumps)
- Involvement of users in siting and design (girls, women, people with disabilities)
- Use of appropriate technology for challenging environments (for example, interlocking bricks for use in areas of Kalahari sands)
- Trained builders understood the public health reason for latrine design
- Use of affordable technology in some places (for example, use of pens as taps)
- The use of 'wet contracts' to ensure successful drilling
- Strengthening of existing and community based structures (eg village health workers)

Factors which undermined the effective achievement of this objective include:

- Poverty in program areas limiting investment in WASH infrastructure and items
- The unaffordability of the standard (BVIP) latrines for many households.
- History of heavily subsidised approaches by NGOs and government which may provide perverse incentives against people building their own latrines.
- Limited emergence of active demand or community mobilisation for improved sanitation and hygiene standards.
- Challenges associated with "social contracts"
- Vulnerable households with labour constraints were slower to gather local materials and undertake labour for latrine construction
- Reliance on the (sometimes limited) capacity of government to deliver on some elements of project
- Lack of, or gaps in, information for households on usage issues and their implications. A focus on the role of the householder (and information provided to the householder to support this role) was not always as strong as it might be (eg use, M&E of quality construction, design, etc)
- Lack of water, limiting hygiene behaviours and habit formation
- Lack of effective or consistent vector control
- A lack of focus on water quality, particularly at the household level
- Cultural factors impinging on usage of latrines by all members of households
- Lack of critical mass within communities for promoting hygiene and influencing behaviour change, or strategies to build that critical mass
- Limited scale and coverage of WASH facilities
- Potentially, a focus on 'hardware' or infrastructure and not such an emphasis on 'software' and hygiene promotion. While this is a component of the projects, the hygiene component does not stand out as one in which strong investment of time, energy and analysis have been made.

Recommendations

1. That NGOs and AusAID consider strengthening the focus on hygiene within water, sanitation and hygiene programming¹⁵.

2. That NGOs consider a focus on all routes of oral-faecal contamination in WASH projects.
3. That NGOs and AusAID consider further exploration of the concept of social contracts, and the manner in which such agreements are negotiated and enforced, given the challenges associated with these “social contracts” in this project.
4. That NGOs strengthen information provided to the householder on latrine construction and usage, and strengthen their role in monitoring and evaluation.
5. That NGOs and AusAID explore other, potentially more effective approaches in hygiene promotion and creation of demand for sanitation.
This could draw on lessons from other AusAID funding windows, such as the Civil Society WASH Fund, and also from pilot projects implemented in Zimbabwe, such as ZIMCATS, which is adapted from Community-Led Total Sanitation Approaches and seeks to address demand creation, scale and affordability. CLTS-like approaches generally include no, reduced or tightly targeted subsidies.
6. That NGOs and AusAID explore more affordable technologies being piloted for use in Zimbabwe (eg ZIMCATS and upgradeable latrines).
7. That NGOs consider integrating livelihoods components more tightly with WASH program components to support investment in WASH infrastructure and items.
8. That NGOs consider strengthening the focus in programming on household water quality and treatment/boiling.
9. That NGOs explore the reasons why community members are not practicing good hygiene behaviours, even when they understand the implications, including practical impediments. NGOs should use this information to design future behaviour change programs.
10. That NGOs and AusAID explore solutions for mobile and temporary communities (eg gold panners and shifting agriculturalists, which were present in project areas).
11. That NGOs include vector control messaging into hygiene promotion and programming.
12. That NGOs continue to engage the community, and specific user groups, in the identification, prioritisation, design, monitoring and evaluation of WASH initiatives to ensure WASH infrastructure and services meet community, and specific user group, needs and satisfaction.
13. That NGOs consider the use of ‘wet contracts’ for drilling of boreholes.

3. Improve local capacity to construct, maintain and repair water and sanitation infrastructure.

Overview of activities

Project approaches to strengthening local capacities in constructing, maintaining and repairing water and sanitation infrastructure involved the development of community-based management structures for water points through establishment of water point management committees, as well as training and support to individuals holding or taking on key roles required for water and sanitation service delivery and improvements. These included latrine builders, village pump minders, village health workers and teachers.

It also included attempts to strengthen linkages between community members and representatives of government departments such as environmental health technicians, representatives of the District Development Fund and other relevant stakeholders.

Save the Children and Caritas established (or re-established) and trained 123 water management committees, as well as training 200 latrine builders (186 male, 14 female) and 76 village pump minders (68 male, 8 female)¹⁶, across four districts of Sanyati, Makonde, Hwange and Binga.

As mentioned above, Caritas and Save the Children also provided training and support to village health workers; for example, Caritas trained 101 village health workers in participatory health and hygiene education (PHHE), and Save the Children supported the conducting of 310 PHHE sessions (251 community sessions, and 59 school sessions). Caritas also supported the introduction of CHAST in schools in Hwange.

Progress against targets

Caritas and Save the Children achieved their output targets under this objective.

Outcomes of both Caritas and Save the Children projects which contributed to strengthening local capacity to construct, maintain and repair water and sanitation infrastructure include the following:

- Individuals in key roles have received training under the project, and have applied their improved knowledge and skills in latrine construction, pump repair, hygiene promotion, and governance and management during the project period.
- Community structures have been established with responsibility for maintenance and repair of water points.

A comparative analysis of the degree to which NGO projects supported achievement of the objective of improving local capacity to construct, maintain and repair water and sanitation infrastructure is provided in Appendix 7.

Factors influencing effectiveness

Factors supportive of effectiveness in achieving AusAID's objective to improve local capacity to construct, maintain and repair water and sanitation infrastructure include:

- Training was provided in the construction, maintenance and repair of standardised technologies and approaches, with a long history in Zimbabwe.
- The project strengthened existing structures and roles (for example, village health workers, teachers)
- The project was implemented by, and in collaboration and coordination with, government staff and structures.

Factors which undermined the effective achievement against this objective include:

- Lack of formal assessment of trainee builder or pump minder competencies to ensure adequate skills for construction and repair.
- Training approaches effectively excluded women.
- Water management committees are not always taking regular community contributions, diminishing financial capacity to maintain and repair water points.
- A lack of supply chains for parts limits capacity to maintain and repair water points.
- An absence of a critical mass of community members influencing hygiene behaviour change and generating sanitation demand, or clear processes to build such a critical mass.

Recommendations

1. That NGOs consider applying (and influencing government to adopt) a competency-based approach to trainings.
2. That NGOs adopt (and influence government to adopt) training approaches which provide substantive equality of opportunity to men and women to participate.
3. That NGOs consider how they might support the development and strengthening of supply chains for water and sanitation materials.
4. That NGOs and AusAID explore opportunities to contribute information about 'what works' and innovations to policy dialogue with government and other key stakeholders, based on lessons learned from program experience.
5. That NGOs build on opportunities provided by collaborative approaches with government at a district level to strengthen the capacities of district and local government in participatory needs assessment, planning and evaluation.
6. That NGOs and AusAID consider a tighter integration of livelihoods and WASH programs to support investment in WASH infrastructure and items.
7. That NGOs and AusAID explore higher-impact approaches to generating sanitation demand and hygiene behaviour change, as discussed above.

4. Improve opportunities for women, the disabled, and those with HIV to benefit equitably from project activities and be involved in project decision-making¹⁷

Even though the projects under the NGO Food and Water initiative were standalone short-term projects, and advancing the rights and inclusion of women, people with a disability, and people living with HIV and AIDs requires a long term effort, the projects under the Zimbabwe NGO Food and Water Initiative did contribute to improved opportunities for women, people with disabilities and people living with HIV to benefit equitably from project activities and be involved in project decision making in a number of ways:

- Through targeting of the most vulnerable households, this project did (or in some cases presumably did) include women, people with disabilities, and people living with HIV and AIDS among project beneficiaries.
- Through recognition of the roles of women. For example, Plan developed its poultry project in the knowledge that poultry rearing was the primary domain of women. Caritas involved women in the siting of boreholes in acknowledgement of the primary role of women in fetching water.
- Through promotion into leadership positions and involvement on committees. Women were the only category who were overtly promoted onto these committees and into leadership positions.
- Through consideration of the specific needs of women, people with disability and people living with HIV and AIDS. For example, Caritas involved older girls at school in the design of latrines for the 'girl child' and involved an organisation for people with disability to be involved in the design of an accessible latrine for people using wheelchairs and with mobility issues. Similarly, in a number of gardens, allocation of beds was made so that older people and people who were ill had the shortest distances between their beds and the water source to limit workload.
- Support for attitudinal change on gender and HIV and AIDS. For example, through community theatre and through health and hygiene education messaging.
- Through gender disaggregation and research aimed at understanding the needs, perspectives and experiences of particular groups. For example, Plan undertook a study on female headed households and Caritas undertook a study on Gender and WASH.

Agencies had no specific project objectives or outcome or major output targets relating to this program objective. However, outcomes of NGO projects which contribute to this objective include:

- Improved access by women to food and income for their families.
- Increased ownership of small livestock (chickens, goats).
- Increased 'say' or negotiating power within their household. Women spoken to as part of the evaluation indicate that women had greater 'say' or negotiating power within her household about how the products of her labour (such as income derived from gardening) may be spent. The project put resources in the hands of women.
- Increased privacy, comfort, convenience and dignity for women through access to latrines, and for people who are chronically ill.
- Improved health through dietary diversity, with particularly benefits for people living with HIV and AIDS.
- Reduced time spent and distance travelled in fetching water.
- Reduced caring workload, given the proximity of latrines, and access to safer sources of water in some cases.
- Construction of latrine facilities in schools which meet the needs of girls and people with disabilities.
- Strong participation and leadership by women in many project groups, committees and initiatives.
- A number of women were trained in non-traditional roles and enterprises, such as latrine building, pump minding, carpentry, leatherwork and so on.
- Some Implementing NGOs improved their understanding of gender issues through specific studies during the course of this program.

A comparative analysis of NGO approaches and performance against this objective is included as Appendix 8.

Factors supporting effectiveness in improving opportunities for women, the disabled, and those with HIV and AIDS to benefit equitably from project activities and be involved in project decision-making include:

- Active targeting of particular categories of people within the community (including through collaboration with specialist organisations)
- Data and analysis supporting understanding of situations, roles and priorities
- Participation by women, people with disabilities and people living with HIV and AIDS across the project cycle
- Collaboration with specialist organisations with expertise in specific areas; gender/women, disability or HIV and AIDS.

Factors undermining effectiveness in achieving this objective include:

- Lack of data or lack of analysis of data
- Lack of specific strategies for engagement with marginalised groups within the community; for example, to hear the views and perspectives of women, people with disability or people living with HIV and AIDS.
- Concern among NGOs about stigmatising community members, leading to a lack of overtly targeted action in this area.

Recommendations

1. That NGO program initiatives addressing gender equality, and supporting the participation, inclusion and equitable benefit for people with disability and people living with HIV and AIDS be maintained and strengthened.
2. That NGOs and AusAID share examples of good practice and lessons learned from the Zimbabwe NGO Food and Water Initiative on these issues.
3. That NGOs ensure adequate collection of data and analysis, sufficient to inform an understanding of the needs, priorities, experiences, levels of participation and impacts of projects on women and men, people with disabilities and people living with HIV and AIDS.
4. That NGOs facilitate specific and effective mechanisms for engagement and participation by women, people with disabilities and people living with HIV and AIDS in all stages across the project cycle.
5. That approaches aimed at supporting equality of opportunity to participate and benefit from project activities support substantive, rather than formal, equality of opportunities. That is, they should more fully accommodate the needs, roles and constraints faced by categories of people and specific individuals. For example, the training of latrine builders, which effectively excluded women in terms of its duration coupled with its location, distance from home and requirement to camp out, should be redesigned to address women's concerns in these areas, if more women are to participate.
6. That initiatives aimed at enhancing participation and benefits of projects for marginalised groups take into account the interplay of various aspects of marginalisation, including gender, age, class or wealth status, ethnicity, and so on.
7. That NGOs and AusAID consider further research and analysis, including consultation and collaboration with specialist organisations working in gender, disability and HIV and AIDS, to explore appropriate mechanisms for more effective support for participation in decision-making and equitable allocation of program benefits.
8. That NGOs consider collaborations and partnerships with specialist organisations for targeted work aimed at improving opportunities for women, the disabled, and those with HIV to benefit equitably from WASH and food security projects, and to be involved in project decision-making.

Efficiency

All Australian NGOs involved in this program received no-cost extensions. While for Plan, this was primarily to allow post-project monitoring and report preparation, for Caritas and Save the Children it was to allow for the completion of 'core' project activities.

For Caritas, the no-cost extension allowed for latrine construction and borehole rehabilitation in Hwange to be completed. Caritas had difficulties with a borehole drilling company which required the cancelling of one contract and starting again with a new company, creating delays. For Save the Children, too, it related to delays in project implementation, primarily in latrine construction. The delays in construction of latrines were also the primary reason for a second no-cost extension being awarded to Save the Children. Delays in latrine construction were generated by difficulties with builders who were prioritising paid work over voluntary labour, and delays in beneficiary households gathering local materials together for use in construction, because targeted households were labour constrained.

For both Caritas and Save the Children, this reflected difficulties with the implementation and enforcement of “social contracts”, and for Save the Children it also reflected that arrangements put in place, whereby local government environmental health technicians would monitor latrine construction during a no-cost extension period, were unrealistic and insufficient, given knowledge of government’s limited capacity (including limited mobility).

Save the Children, particularly, had certainly been over-ambitious in their project design, and over-estimated their capacity to deliver, with a relatively small staff team delivering a large and diverse set of activities, often in collaboration with other agencies. This was the most highly integrated project, with many different interlinked components, a number of which relied on other agencies, which ultimately created challenges when these agencies had delays, where complementarities and collaborations did not eventuate, or did not happen as planned.

One of the Caritas consortium experienced temporary suspensions during the project period, although there is no suggestion this affected their capacity to deliver the project. All agencies required a significant investment of time in engagement with local government, both as collaborating partners in implementation, but also as a relationship building and risks mitigation approach.

A ‘value for money’ analysis has not been undertaken as part of this review because not all financial reports are available to the consultant, and of those in the possession of the consultant, the Caritas consortium’s financial report reports on “block grants” to partners, which are difficult to analyse in terms of their use/allocation. Given that the projects involved are quite different, have quite a different number of interventions undertaken with each beneficiary household (therefore affecting any cost per beneficiary analysis), were undertaken in different contexts and in different sectors with different approaches (affecting a cost per output), any partial analysis is likely to skew the program picture, undermining any usefulness of the exercise.

Recommendations

1. That NGOs seek to ensure project design is realistic and accurately reflects organisational capacity, and that projects have adequate staffing and resources for delivery within the requisite timeframe.
2. That, where projects are highly interlinked and reliant on other agencies for components, NGOs identify and implement very specific actions to manage and mitigate risks associated with collaboration.
3. That AusAID overtly assess the question of whether the project design is realistic and achievable when appraising project proposals, as part of discussions of ‘capacity to deliver’. While this appears to have been raised as an issue in passing in discussions on proposals, explicit discussion and examination of this issue does not appear to have taken place.
4. That, where possible, AusAID consider allowing longer periods of time for ‘humanitarian plus’ programs, given that many agencies will be seeking to implement more developmental approaches in their programs.
5. That AusAID continue to apply flexibility and be willing to engage in dialogue with NGOs on program challenges, acknowledging that AusAID has demonstrated considerable understanding relating to the operating context in Zimbabwe and resources it often requires to manage risk to ongoing operations.

6. That, where circumstances allow, AusAID consider a longer design or inception phase for programs, to assist in addressing some issues relating to engagement with communities, with government and other stakeholders with whom agencies collaborate, and to allow further and deeper testing of project design with the reality on the ground in Zimbabwe.
7. Further examination by NGOs or AusAID of the approach or approaches encapsulated in the somewhat unclear term, "social contract" would be worthwhile, given its usage within this program, and difficulties associated with its application.
8. That, if AusAID require a Value for Money analysis of this program, this be done when the remaining financial completion report becomes available in December 2012. Any Value for Money analysis should adopt a methodology and analytical framework that acknowledges the differences in project activities and delivery mechanisms within this initiative.

Sustainability

NGOs sought to ensure sustainability of project outcomes in a number of ways through project design and implementation. A range of elements within projects supportive of sustainability, and a range of factors limiting sustainability of project outcomes are outlined in Appendix 9.

One overarching factor affecting sustainability of program outcomes is the prevailing environment in Zimbabwe and in project areas in coming years. Where governments are stable and have access to adequate resources, and where communities are able to plan their lives with some predictability, then they may be able to maintain and build on key outcomes of these projects, and take advantage of the capacity building achieved under this program. By comparison, conflict, or socio-political and economic volatility could potentially undermine sustainability of outcomes.

Food security

In relation to agricultural and livestock livelihoods initiatives, where progress toward project outcomes is within the control of community members (for example, where it is reliant on farmers' knowledge and motivation and supported by advice and support from other farmers and community members) then it is likely that the outcomes of this project will sustain, especially where there is community-based access to necessary inputs (such as seed).

Where project outcomes rely in part on government capacity for service delivery (such as vaccinations of livestock or continuing advice and inputs from other government departments), then the full sustainability of those elements of the project remains less certain, and is subject to change.

In relation to non-agricultural livelihoods, it would seem that the sustainability of successful project outcomes may be limited due to inadequate maturity of savings and loans and IGA groups at the end of the project, and limited trade skills, enterprise management skills and/or market access of community members.

WASH

The infrastructure developed under the project is broadly sound and durable, community based water management structures have been established and community members have been trained in key roles in an attempt to ensure the ongoing sustainability of water, sanitation and hygiene outcomes.

However, the limited scale of the interventions under this program, the limited demand generated for improved sanitation, the failure of many water management committees to collect contributions and difficulties with supply chains for spare parts and continuing capacity constraints of government for WASH service delivery, along with the lack of critical mass of actors promoting, campaigning and influencing hygiene behaviour change are critical factors undermining the sustainability of achievements in WASH.

Gender, Disability and HIV and AIDS

While some of the practical benefits afforded by the project to women, people with disabilities and people living with HIV and AIDS by improved infrastructure and food security may sustain into the future, the long-term sustainability of participation in decision-making and broader social inclusion relies on shifts in attitudes, values and behaviours within communities and institutions which require long-term multi-level efforts which are beyond the scope of a standalone food security and WASH initiative.

Recommendations

Food security

1. That, where possible, AusAID consider a longer timeframe for programs in Zimbabwe, or other transitional contexts.
2. That NGOs ensure adequate staffing, time and other resources are allocated to enable sufficient support and accompaniment for market-oriented livelihoods activities.
3. That NGOs maintain and strengthen a focus on quality and environmental appropriateness in crop and livestock project activities.
4. That NGOs provide sufficient support and time for the development of effective governance systems for groups.
5. That NGOs ensure project activities are implemented in a conflict-sensitive manner, and ensure staff have adequate skills in conflict prevention and reduction.
6. That NGOs continue to implement projects which are consistent with government district development plans, and in coordination with relevant government departments and staff, while also looking at ways in opportunities for engaging in program and policy dialogue with government at various levels about 'what works' in food security and WASH.
7. That NGOs maintain a focus on establishing and strengthening community based support and advice networks.

WASH

8. That NGOs and AusAID consider strengthening the focus on hygiene within water, sanitation and hygiene programming.
9. That NGOs and AusAID explore more affordable technologies being piloted for use in Zimbabwe (eg ZIMCATS and upgradeable latrines).
10. That NGOs consider integrating livelihoods components more tightly with WASH program components to support investment in WASH infrastructure and items.
11. That NGOs and AusAID explore other, potentially more effective approaches in hygiene promotion and creation of demand for sanitation.
12. That NGOs consider applying (or influencing government to adopt) a competency-based approach to trainings.
13. That NGOs consider how they might support the development and strengthening of supply chains for water and sanitation materials.
14. That NGOs build on opportunities provided by collaborative approaches with government at a district level to strengthen the capacities of district and local governments in participatory needs assessment, planning and evaluation.

Gender, Disability and HIV and AIDS

15. That NGOs consider collaborations and partnerships with specialist organisations to ensure the integration of project activities with ongoing longer-term and multi-level specialist programs.

Impact

The long term effects produced by the Zimbabwe NGO Food and Water Initiative will be in many ways dependent on the prevailing environment in Zimbabwe in coming years. The outcomes of the project have been listed within previous sections of this report. The ability to sustain those short to medium-term behavioural, institutional and social changes and long-term impact is difficult to predict in what remains a relatively unpredictable context. This is especially so in light of significant events in the short to medium term, such as a constitutional referendum and national election anticipated for 2013. Accordingly, what can be listed here are potential impacts, predicated on a continuing conducive context.

Overarching impacts and potential impacts

- There has been positive engagement with local government, supportive of policy and program dialogue at a local and district level, with a potential impact on participatory governance, and working relationships with civil society.
- The positive and collaborative relationships built or strengthened between government staff and communities could assist in rebuilding confidence in government over the longer-term, complementing efforts at a national level.
- Stronger networks built or strengthened through this program could strengthen social capital, as well as supporting long-term impacts in WASH and food security.

Food security

- Improved knowledge and agronomic practices, access to environmentally appropriate agricultural inputs, and sowing of more environmentally appropriate crops, can contribute to improved food security and improved resilience in rural communities in Zimbabwe over the longer-term.
- Improved knowledge and livestock husbandry practices, coupled with keeping of environmentally adapted livestock and improved veterinary services and care, can contribute to improved food security and improved resilience in rural communities in Zimbabwe over the longer-term.
- Diversification of livelihoods strategies, across various agricultural pursuits, and integrating livestock and non-agricultural approaches, can contribute to improved health and resilience in rural communities in Zimbabwe over the longer-term.
- The project placed resources and opportunities in the hands of women, thereby increasing their power over income and resources, or at least increasing their 'say' and negotiating power because their labour contributes to the income/benefit to the household. Women were also promoted into leadership positions and given opportunities to participate in non-traditional roles. This may have some impact on gender relations within households and communities over the longer-term.
- A reduction in morbidity and improved health during project period can contribute to increased productivity and well-being of households and communities over the longer-term.

Water, sanitation and hygiene

- A reduction in time spent on household tasks such as fetching water may allow women and children to engage in other productive activities, or strengthen social relationships and well-being.
- The construction of accessible latrines at schools may allow more people with disabilities to achieve an education, particularly if the pilot initiative supported by the Caritas project is scaled to other schools as well. The provision of inclusive educational facilities may reduce the stigma of disability through improved inclusion of people with disabilities and participation in the community.
- The construction of latrines specifically designed to meet the needs of girls at schools may enable girls to continue with their education. However, this is not the only factor affecting the early finishing of school by young girls, so may not be sufficient on its own to achieve this impact.
- The avoidance of closure of schools through the provision of sanitation facilities under this project may mean more children can continue with their education, with long term impacts on the economic and social well-being of those individuals, their families and communities.
- Hygiene education may impact the behaviour of some individuals resulting in improved health and productivity of those individuals, their households and communities.

Gender Equality

The degree to which activities under the Zimbabwe NGO Food and Water Initiative improved opportunities for women to benefit equitably from project activities and be involved in project decision-making, including women's access to project benefits, women's involvement in decision-making, promotion of women's rights, and capacity building of women, is discussed under the section on 'Effectiveness', above.

Recommendations

1. That NGOs consistently disaggregate project data by gender.
2. That NGOs ensure disaggregated data informs a gender analysis of differential circumstances, roles, needs, priorities and program impacts by gender.
3. That NGOs ensure gender roles and relations are taken into consideration in the design of initiatives, to ensure substantive equality of opportunities for women (rather than formal equality).
4. That NGOs apply specific strategies to engage women, hear their perspectives and understand their needs, priorities and experiences, and enable their effective participation in consultation and decision-making throughout the project cycle, ensuring the allocation of adequate time, resources and expertise for this.
5. That NGOs consider ways to engage men in gender programming, in order to influence attitudes and behaviours, and engage men as allies for the promotion of gender equality.
6. That NGOs monitor protection risks, challenges and support needs of women in non-traditional and leadership roles.
7. That NGOs consider developing linkages with organisations undertaking program and advocacy work on gender where expertise in specific areas is required.

Cross Cutting Themes

The integration of gender, disability and HIV and AIDS are discussed in the sections on effectiveness and gender equality within this report. This section discusses other cross-cutting issues, including child protection, environmental management, conflict sensitive programming, and the application of humanitarian principles.

Child protection

All agencies have a child protection policy in place. In addition, Save the Child and Plan – both child-focussed organisations – integrated education and awareness-raising into their program along with proactive, preventative activities. The Caritas project also included some activities which have child protection benefits, although their project provides opportunities to strengthen child protection mainstreaming within their project. Further information on NGO integration of child protection in their work is included as Appendix 10.

Environmental Management

All agencies addressed environmental management in their projects in various ways. Examples of practices implemented within these projects include:

- The integration of environmental management into the design of its program; for example, through promotion of environmentally appropriate crops, environmentally appropriate agricultural practices, and environmentally adapted livestock. This is a particularly relevant and effective aspect of projects.
- Initiatives which reduced deforestation; for example the use of diamond mesh fencing materials for gardens, construction of assets such as schools and concrete dip tanks which are otherwise constructed using of local materials, and so on. These approaches reflect a tension between affordability and financial sustainability of program activities and outcomes through the use of local materials on the one hand, and environmental management and sustainability on the other.
- Promotion of the requirement to obtain government permissions, and to follow bylaws and government guidelines, when using local materials; for example, the need for permission from the Environmental Management Agency to clear land for nutrition gardens, to cut trees for wood for fencing of boreholes, construction of fowl runs, or for kilning processes for brick-making, and to extract pit or river sand.
- In some cases, committees were established to apply for necessary permissions and report to the Environmental Management Authority on these matters.
- Professional siting of latrines by government environmental health technicians to avoid environmental contamination.
- Engagement with and collaboration with specialist agencies such as Environment Africa and the Environmental Management Agency.

- In Hwange, Caritas also undertook some risk mapping, which identified human-animal conflict as an environmental management issue directly affecting food security in that region. Appropriate responses to animal-human conflicts should be developed further in future projects.

Humanitarian Principles: 'Do No Harm'

Asbestos was used as a construction material, particularly for roofing, as part of this project. While this is still a common construction material in Zimbabwe and is one apparently endorsed by Government of Zimbabwe, the use of this material should be reconsidered in light of the humanitarian principle requiring agencies to 'Do No Harm'. Alternate construction materials should be utilised instead.

Conflict Sensitive Programming

This project was undertaken in regions in which there is a history or a potential for conflict¹⁸. The projects conducted under the NGO Food and Water Initiative sought in various ways to mitigate conflicts at a community level, including through some of the trainings for groups¹⁹, yet there was also evidence among some NGOs of the view that this was not the role of NGOs, even where the dispute directly affected project implementation or outcomes²⁰. Efforts to avoid or mitigate conflict within communities, particularly in relation to the resources generated through projects, should be strengthened.

Recommendations

1. That AusAID consider the holding of learning events as part of NGO funding windows during project implementation. This could allow sharing of approaches and experience between agencies – including NGOs with specific child protection and child-centred expertise – to strengthen approaches to child protection and integration of other cross cutting themes across funded projects.
2. That NGOs consider how to operationalise the preventative dimensions of child protection, using the opportunities presented in food security and WASH project activities, such as school health clubs, hygiene education sessions, meetings of community groups, and school and community committees.
3. That NGOs continue to promote crops, agricultural practices and inputs, and livestock which are appropriate for environmental conditions in project areas.
4. That NGOs and AusAID further explore approaches to addressing animal-human conflict and its impact on communities in Zimbabwe.
5. That agencies avoid the use of asbestos in construction, and instead use alternate materials, in light of the commitment by agencies to first 'Do No Harm' in humanitarian programs.
6. That agencies in Zimbabwe implement and strengthen conflict-sensitive programming approaches.
7. That agencies further develop and strengthen the integration of disaster risk reduction elements in programs in Zimbabwe.

Monitoring and Evaluation

All NGOs under the Zimbabwe Food and Water Initiative were required to provide AusAID with a detailed monitoring and evaluation framework upon success of their proposal. However, AusAID was not able to provide the monitoring and evaluation frameworks²¹ and the project logframes to the consultant at the time of the evaluation, so this assessment of NGO monitoring and evaluation is undertaken primarily without reference to these documents. Reference has instead been made to information in project proposals and in monitoring, completion and evaluation reports to make this assessment²².

Broadly, monitoring, evaluation, and reporting, undertaken within the NGO Food and Water Initiative was of reasonable quality. Some agencies clearly had strong monitoring and evaluation frameworks in place, had both outputs and outcome indicators and targets, and measured and communicated progress against objectives quite clearly.

Strengths of NGO monitoring and evaluation include:

- Some agencies clearly identified the changes they expected from the project (outcomes) and associated indicators and targets, had systems in place to measure these as well as progress against output indicators, and was able to clearly communicate progress in reporting.
- Some agencies disaggregated gender data.
- Some agencies discussed program challenges and adjustments.
- Agencies were able to use data from monitoring to adjust activities, as required.
- All agencies produced end-of-project evaluations and/or reports presenting stories of change generated by the project²³.

Shortfalls in monitoring and evaluation by NGOs included:

- A focus on output indicators and targets by some agencies.
- Limited or inconsistent data disaggregated by gender or by other axes of potential vulnerability, and/or limited analysis of the meaning of any disaggregated data that was included.
- Some activities were not reported on. At least one project activity that was visited as part of the evaluation was not reported on in project reports²⁴.
- Some reports include little discussion of challenges, complexities and failures, and therefore limit opportunities for learning from these program experiences²⁵.
- NGOs did not always include key service standards in indicators for the WASH components of their project, despite this being an aspect of the NGO Food and Water Initiative objectives.
- Reporting against some indicators is unclear in some instances. It is not clear what indicators information is intended to report against. In addition, some indicators themselves are unclear, or appear to have been changed or reinterpreted.
- Reporting of some activities and outcomes is difficult to distinguish where it is integrated with complementary activities funded from other sources. In some places, it is unclear what activities were undertaken, and which activities and outcomes relate to work under the AusAID-funded NGO Food and Water Initiative or to other programs.

Program level monitoring by AusAID

Monitoring and evaluation undertaken by AusAID was 'light touch', with AusAID staff perhaps visiting each of the projects only once across the project period. Staff participating in monitoring visits were not necessarily working in the sectors which were part of the funding window. An additional issue is that AusAID staff in Harare felt that their authority for monitoring was limited to programmatic monitoring and did not extend to, for example, financial dimensions of programming.

The program included an end-of-project learning workshop aimed at gathering lessons from the project which was considered valuable by NGO participants.

Recommendations

1. That NGOs more consistently develop and report on outcome indicators and targets in monitoring and reporting.
2. That NGOs reflect WASH service standards in indicators and targets, where relevant.
3. That NGOs consistently disaggregate data by gender and other relevant axes of potential vulnerability.
4. That NGOs consider the adoption of specific strategies to engage with and hear the perspectives and experiences of marginalised groups through the program cycle (including in monitoring and evaluation), and that AusAID and NGOs recognise that this may require additional time and resources.
5. That AusAID consider the development of program level indicators against which the success of the program as a whole could be more clearly assessed.
6. That AusAID clarify the roles, responsibilities, authorities and resources available for its monitoring and evaluation of programs, including programmatic and financial monitoring, and information management.
7. That AusAID include a learning component in future funding programs, to draw lessons from the program and to share expertise between NGOs and between NGOs and AusAID during and at the end of programs.

Analysis and Learning

The design and implementation of projects under the Zimbabwe NGO food and Water Initiative was informed by a range of sources of information. These included rapid needs assessments, learning from previous similar programs, organisational and individual staff knowledge and approaches²⁶, as well as analyses, information and approaches provided by other stakeholders, such as consultations with community members, local government officials and members of relevant clusters²⁷.

NGOS also commissioned specific studies to inform program design and implementation; for example Caritas commissioned a WASH Gender Study, Save the Children commissioned a Binga Market Analysis, and Plan undertook a study on perspectives and experiences of female-headed households, as well as factors influencing the adoption of improved farming techniques.

The project included a number of innovative aspects and generated analyses and learning. These resources could usefully be shared more broadly:

- Designs for latrines specifically designed for people with disability (Caritas)
- Designs for latrines specifically designed for young women (the 'girl child') (Caritas)
- A study on the experiences and perspectives of female-headed households (Plan)
- A study on why some people adopted improved farming techniques early, and some later or not at all. (Plan)
- Two 'how to' manuals regarding the establishment of small grain seed multiplication farms, and also on the planning and implementation of seed fairs
- A discussion paper on benefits of increasing access to open-pollinated varieties (OPV) of small grains, drawing on project experience (Plan).
- Information on the use of 'wet' contracts for borehole drilling (Caritas)

The projects also included learning and analysis as a component of project implementation. One of Plan's project activities was a learning visit for farmers to five other projects sites, to see and hear how farmers in those areas undertook their farming, reared poultry, and so on. Save the Children, too, facilitated a "Look and Learn" visit for 'market opportunity groups' to Bulawayo aimed at supporting market linkages. The identification of useful sites for visits and learning is an important step in this process.

As mentioned, the nature of the Caritas consortia supported cross-learning amongst those agencies.

An African Capacity Building Foundation-hosted end-of-program learning event was also considered very useful by the three NGOs involved in the NGO Food and Water initiative. Agency staff commented that bringing agencies together in that way earlier in the project would have enabled them to collaborate and draw down the specific expertise of the other agencies. For example, Caritas staff commented that the child-centred and child protection expertise of Plan and Save the Children would have been useful to draw on earlier in their project. Had the types of discussions held in the end-of-project workshop happened earlier in the NGO Food and Water Initiative they could have used the learning to strengthen their project implementation.

Recommendations

1. That AusAID and NGOs collate and disseminate useful 'lessons learned' from this project, including resources produced by NGOs as part of this project.
2. That AusAID consider the integration within such funding windows of learning components, to support sharing between NGOs and AusAID, and between NGOs themselves. NGOs proposed that these discussions should be held during the project period, not just at the end.
5. That AusAID share lessons learnt and relevant reports and resources from other AusAID funded programs between implementing partners, including the Civil Society WASH Fund and other relevant funding windows.

Effectiveness of AusAID Management of the NGO Food and Water Initiative

AusAID's management of the NGO Food and Water Initiative was sufficiently effective. However, it was characterised by a lack of clarity over roles and responsibilities between staff in Canberra and at post. Discussions held as part of this review revealed conflicting views about which office was actually managing the program, and who had authority for what tasks and decisions.

In addition, and possibly because of the lack of clarity over what was expected from staff, and resources to match those expectations, opportunities were missed to capitalise on the investment in Australian NGO programs and really harness the opportunities for NGO contributions to analysis and learning, to draw on the expertise of NGOs for program and policy development, as well as providing cross-learning between NGOs for improved program delivery.

NGOs report positive relationships with AusAID and an appreciation of the flexibility shown by AusAID in a fluid operating context in Zimbabwe.

Recommendations

1. That where possible, AusAID include an inception or design phase within funding windows, to strengthen the realistic design of programs, including clarity on resourcing within AusAID for program management (including monitoring, evaluation and learning, and information management).
2. That AusAID clarifies issues around roles, responsibilities, authorities, and resourcing for program management between posts and Canberra in future funding windows.
3. That AusAID identify and take advantage of opportunities provided through program funding to collaborate with experienced NGOs and draw on their analysis and relevant expertise for policy and program development.

Effectiveness of partnerships with local NGOs

There were a number of different types of local partnerships in this project. Both Plan Australia and Save the Children Australia funded Zimbabwean offices of their organisations, Plan Zimbabwe and Save the Children Zimbabwe respectively.

Caritas Australia funded a consortium of Zimbabwe-based organisations, including CRS (a US organisation), CAFOD (a UK organisation), and Caritas Chinhoyi, Harare and Hwange, all Zimbabwean NGOs, who also comprise part of the Caritas 'family'.

While there may be some disadvantages within such consortium, such as potential time lags in funds disbursement, multiple levels of communication, reporting and report consolidation, there are clearly advantages for sharing and learning, capacity development and systems strengthening which were evident in this project.

Within this consortium, agencies developed joint monitoring tools (using SMILER). Capacity building was undertaken to develop skills (for example, in disaster risk reduction through training workshops), and to strengthen or align financial management and other systems within the consortium members. Consortium members also collaboratively developed implementation plans, risk matrices, and other program documentation. One concern raised in relation to this consortium was whether it was 'cost-effective'. This is not possible to analyse properly because the Caritas consortium financial completion report allocates 'block grants' to consortium members, without further information on allocation of those funds to direct or indirect costs.

Other partnerships with local NGOs and actors existed within the Zimbabwe NGO Food and Water Initiative. NGOs partnered with organisations for their technical advice and expertise in certain areas; for example Save the Children with Silveira House, Care International and Practical Action in Binga for IGAs, ISALs and marketing trainings respectively, and Plan who collaborated with the International Crops research Institute for Semi-Arid Tropics (ICRISAT)

on farming, and partnered with local NGOs who performed theatre with public education messages on gender and other issues.

Partnerships with local organisations were considered a way of expanding the scale and scope of organisational 'reach' (such as through the Caritas consortium), can be an effective mechanisms for learning, capacity and systems strengthening and collaboration (Caritas consortium), and of harnessing specific expertise in programming which may not exist-in-house in NGOs.

NGOs implementing under the Zimbabwe NGO Food and Water Initiative did not report any significant disadvantages or problems in their partnerships with local NGOs.

Partnerships and collaborations were also forged with government departments. Partnerships and collaborative working models enabled the successful implementation of the project. For example, in one case, district level government representatives lobbied provincial government representatives against a suspension of one of the organisations implementing under the NGO Food and Water Initiative.

Recommendations

1. That, if AusAID requires further examination of the cost effectiveness of partnership models, this could be explored in any Value for Money analysis undertaken when the remaining financial completion report from the NGO Food and Water initiative becomes available in December 2012.

Programmatic issues with respect to move from humanitarian support to a protracted transition engagement model.

Issues affecting programming in transitional periods include expectations of donors, and the requirements of the shifting context and needs, to implement more developmental approaches, even within humanitarian project timeframes, and the difficulties this creates for achievement of objectives and sustainability.

In Zimbabwe now, there is a reported funding gap, given the winding down of humanitarian or protracted relief/humanitarian plus funding windows, without successor programs being put in place to date, and with no clear idea of the shape of development funding opportunities that may emerge.

Another issue raised in relation to the current and immediate future context in Zimbabwe is the potential impact on NGOs, and their space to engage in policy and program dialogue, when clusters wind down and coordination mechanisms revert to government. Given that the WASH cluster and food cluster, as well as protection cluster, will remain operational for a time, any impact on NGOs operating in these sectors is unclear at this stage. Work under the Economic Livelihoods, Institutional Capacity Building and Infrastructure (LICI; formerly Early Recovery) cluster will, however, revert to coordination by one of the government Ministries.

The context in Zimbabwe remains unpredictable and significant time investments are still required to engage with government representatives to ensure projects can be implemented.

Recommendations

- That AusAID consider the funding of another Zimbabwe NGO Funding Window of at least three years duration²⁸.
- That AusAID consider longer funding timeframes for 'humanitarian plus' funding windows, allowing some flexibility for changing and unpredictable contexts.
- That further research and consultation is undertaken with civil society organisations about civil society funding mechanisms and issues affecting civil society organisations in the Zimbabwean context. In the immediate term, this could be a forum with NGOs and other relevant stakeholders about approaches to civil society engagement, including a discussion of issues affecting programs in the current context in Zimbabwe.

Conclusions and Recommendations

Relevance

The activities which were funded under the NGO Food and Water Initiative were highly relevant at the time of establishment of the NGO Food and Water initiative and continued to be relevant through the duration of the program.

Effectiveness

The activities were reasonably effective in achieving AusAID program objectives, even where they may not have fully achieved their own sometimes more ambitious project objectives. Outputs from the projects generally aligned with those anticipated in the project proposals, while there was more variability in the extent to which individual projects achieved anticipated outcomes. All project activities contributed to AusAID program objectives.

Efficiency

All of the projects received no-cost extensions, of different lengths. Only two of the three agencies required this no-cost extension to finish 'core' activities of their projects. One agency required two no-cost extensions, reflecting an over-ambitious project design with inadequate staffing and resources to deliver the project efficiently. A 'Value for Money' analysis has not been undertaken as part of this evaluation due to the unavailability of financial information.

Impact (or Potential Impact)

A major factor affecting the impact of this program over the longer-term will be the prevailing environment in Zimbabwe.

Sustainability

A critical factor affecting the sustainability of program outcomes will be the broader socio-economic and political context in Zimbabwe over coming years. Even anticipating socio-political and economic stability in coming years, this report finds a greater likelihood of sustainability of agricultural and livestock aspects of food security projects, than for non-agricultural outcomes, or for WASH components of this project.

Gender Equality

Even though the projects under the NGO Food and Water initiative were standalone short-term projects, and advancing gender equality requires a long term effort, the projects did improve opportunities for women to benefit equitably from project activities and be involved in project decision making. However, efforts to achieve gender equality through programming can be improved by ensuring sufficient data and information to support gender analysis (including consistent disaggregation of data by gender), employing of specific strategies to engage women, hear their perspectives and understand their needs, priorities and experiences, and enable their effective participation in consultation and decision-making throughout the project cycle, through ensuring gendered roles are taken into consideration in the design and implementation of programs, through engaging men in order to influence gender attitudes and behaviours, and through developing linkages and collaborations with specialist organisations with expertise on gender.

Cross Cutting Themes

Gender equality, environment, disability, environmental safeguards, HIV and AIDS, and child protection were addressed to an adequate standard for a short-term standalone food security and WASH program, although there is room for strengthening of the integration of cross-cutting themes in some areas.

Monitoring and Evaluation

Broadly, monitoring and evaluation undertaken within the NGO Food and Water Initiative was of reasonable quality. Some agencies clearly had strong monitoring and evaluation frameworks in place, had both outputs and outcome indicators and targets, and measured and communicated progress against objectives quite clearly. Areas for improvement include the inclusion of outcome targets, consideration of the inclusion of WASH service standards in indicators for WASH projects, consistent disaggregation of data and analysis of what the data

means, improved discussion of challenges, complexities and failures, increased precision in reporting against indicators, and the development of program-level indicators by AusAID so the success of the program as a whole can be more clearly assessed.

Analysis and Learning

The design and implementation of NGO projects under this funding window drew on a range of sources of information and experience. In addition, the projects generated analyses and learning, which could be usefully be shared more broadly. The program also included an end-of-project learning event, which was considered very useful by the three NGOs involved.

Lessons Learnt

Relevant lessons learned from program implementation are included throughout this report.

Effectiveness of AusAID's management of the NGO Funding Window

AusAID's management of the NGO Food and Water Initiative, while sufficiently effective and considered positive by funded NGOs, was characterised by a lack of clarity over roles and responsibilities between staff in Canberra and at post. It also failed to capitalise on opportunities to harness NGO expertise and contributions to analysis and learning, and program and policy development.

Effectiveness of partnerships with local NGO partners

Partnerships with local organisations were an effective way to expand the scale and scope of organisational 'reach', were an effective mechanism for learning, capacity and systems strengthening and collaboration, and enabled access to specific expertise.

Programming in transitional contexts

Issues affecting programs within this period of transition from humanitarian programming in Zimbabwe include challenges of implementing increasingly developmental-type approaches within humanitarian timeframes, funding gaps generated by the closure of humanitarian funding windows without concomitant increases in development funding, as well as the potential impacts on NGOs and other civil society organisations of the winding down of the cluster system and reversion to coordination of programs by government Ministries.

KEY RECOMMENDATIONS

Effectiveness

Food security

- That AusAID and NGOs consider strengthening the emphasis on facilitating market development and access in future food security and livelihoods programs, ensuring adequate time and support for this element of the programming.
- That NGOs ensure a focus on environmental appropriateness and quality issues in crop and livestock project activities.
- That NGOs ensure project activities are implemented in a conflict-sensitive manner, and ensure staff have skills in conflict prevention and reduction.
- That NGOs maintain coordination and clear communication with all stakeholders, including the establishment or participation in new (or existing) coordination structures to facilitate this.

WASH

- That NGOs and AusAID consider strengthening the focus on hygiene within water, sanitation and hygiene programming²⁹.
- That NGOs and AusAID explore more affordable technologies being piloted for use in Zimbabwe (eg ZIMCATS and upgradeable latrines).
- That NGOs and AusAID explore other, potentially more effective approaches in hygiene promotion and creation of demand for sanitation.
- That NGOs consider how they might support the development and strengthening of supply chains for water and sanitation materials.

Gender, Disability and HIV and AIDS

- That NGOs consider collaborations and partnerships with specialist organisations for targeted work aimed at improving opportunities for women, the disabled, and those with HIV to benefit equitably from WASH and food security projects, and to be involved in project decision-making.
- That NGOs ensure adequate collection of data and analysis, sufficient to inform an understanding of the needs, priorities, experiences, levels of participation and impacts of projects on women and men, people with disabilities and people living with HIV and AIDS.
- That NGOs facilitate specific and effective mechanisms for engagement and participation by women, people with disabilities and people living with HIV and AIDS in all stages across the project cycle.

Efficiency

- That NGOs seek to ensure project design is realistic, reflects adequate organisational capacity and that there is adequate staffing and resources for project delivery within the requisite timeframe.
- That AusAID overtly assess the question of whether the project design is realistic and achievable when appraising project proposals, as part of discussions of 'capacity to deliver'.
- That, where circumstances, AusAID consider a longer design or inception phase for programs, to assist in addressing some issues relating to engagement with communities, with government and other stakeholders with whom agencies collaborate, and further and deeper testing of project design with the reality on the ground in Zimbabwe.
- That if AusAID require a Value for Money analysis of this program, this be done when financial information becomes available with the remaining completion report in December 2012. Any Value for Money analysis should adopt a methodology and analytical framework that acknowledges the differences in project activities and delivery mechanisms within this Initiative.

Sustainability

Food security

- That NGOs ensure adequate staffing, time and other resources are allocated to enable sufficient support and accompaniment for market-oriented livelihoods approaches.
- That NGOs maintain and strengthen a focus on quality and environmental appropriateness in crop and livestock project activities.
- That NGOs provide sufficient support and time for the development of effective governance systems for groups.
- That NGOs ensure project activities are implemented in a conflict-sensitive manner, and ensure staff have skills in conflict prevention and reduction.
- That NGOs continue to implement projects which are consistent with government district development plans, and in coordination with relevant government departments and staff, while also looking at ways in opportunities for engaging in program and policy dialogue with government at various levels about 'what works' in food security and WASH.
- That the focus on establishing and strengthening community based support and advice networks be maintained.

WASH

- That NGOs and AusAID explore more affordable technologies being piloted for use in Zimbabwe (eg ZIMCATS and upgradeable latrines).
- That NGOs and AusAID explore other, potentially more effective approaches in hygiene promotion and creation of demand for sanitation.
- That NGOs consider how they might support the development and strengthening of supply chains for water and sanitation materials.
- That NGOs consider integrating livelihoods components more tightly with WASH program components to support investment in WASH infrastructure and items.

Gender, Disability and HIV and AIDS

- That NGOs consider collaborations and partnerships with specialist organisations to ensure the integration of project activities with ongoing longer-term and multi-level specialist programs.

Gender Equality

- That NGOs consistently disaggregate project data by gender.
- That NGOs ensure data informs a gender analysis of differential circumstances, roles, needs, priorities and program impacts by gender.
- That NGOs ensure gender roles and relations are taken into consideration in the design of initiatives, to ensure substantive equality of opportunities for women (rather than formal equality).
- That NGOs apply specific strategies to engage women, hear their perspectives and understand their needs, priorities and experiences, and enable their effective participation in decision-making throughout the project cycle, ensuring the allocation of adequate time, resources and expertise for this.
- That NGOs consider ways to engage men in order to influence attitudes and behaviours, and engage men as allies for the promotion of gender equality.
- That NGOs consider developing linkages with organisations undertaking program and advocacy work on gender where expertise in specific areas is required.

Monitoring and Evaluation

- That NGOs more consistently include and report on outcomes indicators and targets in monitoring and reporting.
- That NGOs reflect WASH service standards in indicators and targets, where relevant.
- That NGOs consistently disaggregate data by gender and other relevant axes of potential vulnerability.
- That NGOs consider the adoption of specific strategies to engage with and hear the perspectives and experiences of marginalised groups through the program cycle (including in monitoring and evaluation), and that AusAID and NGOs recognise that this may require additional time and resources.
- That AusAID consider the development of program level indicators against which the success of the program as a whole could be more clearly assessed.
- That AusAID clarify the roles, responsibilities, authorities and resources available for its monitoring and evaluation of programs, including programmatic and financial monitoring, and information management.
- That AusAID include a learning component in future funding programs, to draw lessons from the program and to share expertise between NGOs and between NGOs and AusAID during and at the end of programs.

AusAID Management of the NGO Food and Water Initiative

- That AusAID clarifies issues around roles, responsibilities, authorities, and resourcing for program management between posts and Canberra in future funding windows.
- That AusAID identify and take advantage of opportunities provided through program funding to collaborate with experienced NGOs and draw on their analysis and relevant expertise and experience for policy and program development.

Programming in transitional contexts

- That AusAID consider the funding of another Zimbabwe NGO Funding Window of at least three years duration³⁰.
The Zimbabwe NGO Funding Window provides unique opportunities to harness the expertise and support the enabling environment for civil society organisations in the critical next few years in Zimbabwe. While some evaluation ratings indicate less than satisfactory performance in some areas, future programs will be strengthened by application of the recommendations of this report and the considerable lessons generated through this program.
- That AusAID consider longer funding timeframes for 'humanitarian plus' funding windows, allowing some flexibility for changing and unpredictable contexts.

Evaluation Criteria Ratings

Evaluation Criteria	Rating (1-6)	
Relevance	5	The program was highly relevant.
Effectiveness	4.5	Good progress was made against AusAID's program objectives.
Efficiency	3.5	All projects received no-cost extensions under this funding window, although these varied in duration and purpose.
Sustainability	3.5	Sustainability challenges for this program are similar to challenges usually faced in rural WASH programs, and in humanitarian programs. The market-oriented livelihoods initiatives under this program also face impediments in terms of sustainability.
Gender Equality	4	Projects promoted the participation of women and generated benefits for women, but reflected the limits of contributions to gender equality which can be made in a relatively short-term, standalone project.
Monitoring & Evaluation	4	Monitoring and evaluation by NGOs was sufficient to track, adjust project implementation, and generate learning.
Analysis & Learning	4.5	Projects were both based on and generated useful analysis and learning.

Rating scale:

Satisfactory		Less than satisfactory	
6	Very high quality	3	Less than adequate quality
5	Good quality	2	Poor quality
4	Adequate quality	1	Very poor quality

Appendices

Appendix 1: Terms of Reference

Background

Australia's aid program in Zimbabwe contributes to development efforts in food security and agriculture, water, sanitation and hygiene (WASH), and economic governance and public policy. Both the food security and agriculture, and WASH sectors are central to the broader Africa program. The three sectors, including economic governance, are all crucial to Zimbabwe's recovery. In delivering Australian aid in Zimbabwe, AusAID works in partnership with multilateral agencies, non-governmental organizations (NGOs), other donors, as well as Government agencies.

The \$5 million NGO Food and Water initiative was a Zimbabwe-specific NGO window that provided support to Australian-accredited NGOs (ANGOs) to undertake work in the WASH and food security sectors. The initiative was active between March 2010 and March 2012, and built on a successful \$2 million Australian NGO program undertaken in the WASH sector in 2009-2010. The latter program was assessed as having achieved good outcomes for the WASH sector in Zimbabwe and a good model for aid delivery, particularly during the cholera outbreak and humanitarian crisis experienced at that time.

Access to safe water and basic sanitation in Zimbabwe has been poor due to the economic decline and collapse of infrastructure throughout the country. The breakdown of water and sewerage systems in cities and towns, lack of financial and technical capacity to maintain these systems and increased contamination of existing water points resulted in widespread cholera epidemic in 2008-2009.

The food security component of the initiative was necessitated by the continued high rates of chronic hunger and malnutrition. An estimated 6.9 million people received international food aid in the March 2009 hunger season. Although the outlook somewhat improved in 2009-10, there was continued need for food assistance, with persistent food security in the country.

To complement rehabilitation efforts of the water and sewerage systems undertaken through multilateral partners, and contribute to the problem of food insecurity, the Food and Water initiative worked through three ANGOs to support community level recovery efforts. The goal of the NGO Food and Water initiative was to improve food security and access to clean water, sanitation and hygiene in small towns and rural growth centres. Caritas Australia, Plan International Australia and Save the Children Australia received funding under the 2010-2012 NGO Funding window and engaged local partners to implement the program.

AusAID is supporting a number of other NGO initiatives across Africa. The largest of these is the Australia Africa Community Engagement Scheme (AACES) which commenced implementation in 2011 and is managed by AusAID's Nairobi Post. The \$90 million Scheme is supporting 10 ANGOs in 11 countries (including Zimbabwe) between 2011 and 2016. The program utilises a Resource Facility through the African Capacity Building Foundation (ACBF), based in Harare. The resource facility provides AACES with a strong understanding of civil society and development issues in Africa, supporting coordination, research, communication of results and program level monitoring and evaluation.

This review is an opportunity for AusAID to reflect on engagement with ANGOs to date. Findings of this review will be important for informing Australia's current and future engagement with NGOs in Zimbabwe, and including those supported by AACES, and sharing of lessons and experiences. The AACES Resource Facility will provide technical and administrative support to the review and help facilitate sharing of lessons.

Purpose

The main purpose of the evaluation is to provide an independent assessment of the outcomes of the three NGO projects and the extent to which the objectives of the NGO Funding Window have been achieved. It will also verify information contained in the NGO Project Completion Reports.

The independent reviewer will produce an Independent Completion Report (ICR) that meets the Australian aid program's quality criteria, by drawing on Quality at Implementation (QAI) requirements.

A secondary objective of this Review is to make recommendations for Australia's future engagement with ANGOs in Africa, but will look closely at the appropriateness of engagement approaches with ANGOs within the context of Zimbabwe, particularly with the movement from humanitarian support to a protracted transition engagement.

Scope of work

Specifically, the consultant will:

1. Assess the performance of the NGO Funding Window against AusAID's evaluation criterion of relevance, efficiency, effectiveness, impact (or potential impact), sustainability, monitoring and evaluation, gender equality and analysis and learning. The ratings will be based on the standard AusAID six-point scale, as outlined in the ICR template (see annex). The evaluation questions will be finalised with the consultant and should cover the following:
 - a. alignment of the activity implementation and program outcomes with relevant expectations (as per program design/proposal);
 - b. Whether the interventions through the three NGOs had the expected outcomes as stated in the logical frameworks, and an assessment of non-intended outcomes, if any;
 - c. Applicability of the program funding mechanism in the current political and economic environment in Zimbabwe;
 - d. Relevant lessons learned and experiences from program implementation;
 - e. Appropriateness of the use of resources for the intended purpose;
 - f. Whether gender equality, environment, disability, environmental safeguards, HIV and AIDS, child protection and other cross cutting, policy and legal compliance issues were adequately addressed;
 - g. Appropriateness of actions and structures in place to sustain outcomes?
 - h. Effectiveness of partnerships with local NGO partners
 - i. The extent to which monitoring and evaluation by NGOs provided necessary information
 - j. Effectiveness of AusAID's management of the NGO Funding Window? Make suggestions on how AusAID could have managed the Window more effectively/efficiently.
 - k. Make an assessment as to whether we have a better understanding of the programmatic issues with respect to move from humanitarian support to a protracted transition engagement model.
2. Develop a 3 – 5 page paper that makes recommendations to AusAID on engagement with NGOs in Zimbabwe and consider the broader applicability of lessons learnt from this context for the Africa Program. In particular and where possible assess:
 - a. The relative strengths and weaknesses for AusAID and NGOs of a bilateral NGO program relative to a multi country program such as AACES;
 - b. The strengths and weaknesses of standalone short-term funding mechanisms in a fragile political and economic setting, both during a humanitarian and period of transition towards development;
 - c. Assess the level and types of policy and program dialogue between ANGOs and AusAID and how this can be strengthened;

- d. Outline positive, negative impacts or risks of engagement through ANGO partners rather than direct funding to International NGOs or local NGO partners.
- e. Identify information/stories that can be shared with AusAID and/or further developed so can be used for public diplomacy purposes; and opportunities to share this information between NGOs.

Methodology

The evaluation is expected to be participatory, and should involve working closely with the three ANGOs, their local partners and AusAID. The consultant is required to submit an Evaluation Work Plan that will be approved by AusAID and ACBF. The work plan should contain a detailed methodology to answer or address the evaluation questions. However, at a minimum the methodology should include the following:

- Review of relevant AusAID and partner background documentation
- Review of project completion reports by the three NGOs
- Consultations with personnel from the three NGOs
- Consultations with personnel from AACES NGOs in Zimbabwe
- Consultations with personnel from development partners such as DFID and UNICEF
- Consultations with AusAID staff (Canberra, Pretoria, Harare and Nairobi Posts)
- One-day learning event with NGOs to share ANGO experiences and lessons learnt in program implementation
- Focus group discussions with beneficiaries of NGO projects and relevant local government officials at respective project sites

Expected Outputs

- Evaluation Plan, two weeks after contract signing;
- Draft Independent Completion Report of the Zimbabwe NGO funding window (maximum 10 pages of text excluding appendices)
- Final ICR (maximum 10 pages of text excluding appendices)
- 3 – 5 pager on recommendations for Australia’s engagement with NGOs working in Africa.

Timing

Task	No. of days
Desk review of documents	2 days
Development of evaluation work plan	2 days
NGO learning event	1 day
Site visits (including AusAID Harare)	12 days
Preparation of draft ICR	5 days
Preparation of final ICR and acceptance by AusAID	2 days
Total	24 days

Appendix 2: People consulted during this consultancy

PLAN INTERNATIONAL

Chiredzi district, Zimbabwe:

- Discussion with Farai Shonhai, Food Security Program Coordinator ,and Hardlife Takada, Food Security Program Coordinator
- Discussion with project facilitators – Richard Dube, Phillip, Louis. Discussions with facilitators, Tsungi and Rungano, during field visits.
- Courtesy call and brief discussion with District Administrator's office, Chiredzi
- Interview with Gibson Dzoro (District Crops Officer in the department of Agritex). A member of the project steering committee
- Interview with Sibu Sisiwe (Acting District Livestock Officer in the Department of Livestock Production and Development)
- Interview with Albert Jimu and colleagues (Senior Animal Health Inspector in the Department of Veterinary Services, and member of project steering committee)
- Focus Group Discussion with Dubuli Garden Project Participants (women only), Pahlala in Ward 13
- Interview/Discussion with 2 female farmers involved in Seed Multiplication, Pahlala in Ward 13
- Focus Group Discussion with male project beneficiaries involved in poultry production, small grain cultivation (voucher beneficiaries), nutrition gardening and seed multiplication, Pahlala in Ward 13
- Focus Group Discussion with garden project members, Chingele in Ward 9
- Interview with male lead farmer, Chingele in Ward 9
- Focus Group Discussion with 2 poultry groups, Chingele in Ward 9

Australia

- Phone discussion with Avega Bishop, Senior Program Manager - Rights & Community Resilience

CARITAS CONSORTIUM

Sanyati district, Zimbabwe

- Discussion with Phineas Ngulube, Takura Gwatinyanya, and Br Francis Marimbe, Caritas Harare
- Discussion with the District Administrator, Kadoma
- Discussion with the CEO of the Rural Council, Kadoma
- Discussion with the District Water and Sanitation Steering Committee (DWSSC), including representatives from Ministry of Health and Child Welfare, DDF, Ministry of Women Affairs Gender and community Development, and others.
- Meeting with the Sanyati Rural District Council CEO
- Focus Group Discussion with women involved in water management committee (new borehole) and garden group, VHW and woman builders, Bluegrass, Ward 1
- Visit to community Garden, New Borehole, household latrines, Bluegrass ward 1
- Focus Group Discussion with men, Bluegrass, Ward 1
- Discussion with householder, new latrine, Bluegrass, Ward 1
- Discussion with householder, new latrine, Bluegrass, Ward 1
- Discussion with female builders, Bluegrass, Ward 1
- Discussion with village health worker, Bluegrass ward 1
- Focus Group Discussion/formal meeting (mixed male and female), Bluegrass, Ward 1
- Discussion with teacher and chair of school development committee, Barclay Chase Primary School (institutional latrine, borehole, garden).
- Focus Group Discussion with SILC group, Machipisa Village 29

Hwange district, Zimbabwe

- Discussion with Super Dube, Joel Munkombwe and Thabisile Moyo, Caritas Hwange
- Meeting with the CEO Hwange Rural District Council, Lukosi
- Meeting with the District Administrator, Hwange Town
- Meeting with the DDF Coordinator, Hwange Town
- Focus Group Discussion with Water Management Committees, Chidobe
- Visit and discussions with household latrine beneficiaries, Chidobe
- Focus Group Discussion with PHHE participants, Chidobe
- Focus Group Discussion with Garden Management Committee, Chidobe
- Meeting with District Environmental Health Office, Chidobe
- Visit to Sikumbi Primary School latrines and discussion with school representatives, Nemananga
- Focus Group Discussion with Women, Nemananga
- Focus Group Discussion with Men, and traditional leaders Nemananga

Makonde district, Zimbabwe

- Phone discussion with Fr Walter Chenyika, Caritas Chinhoyi Program Manager

Harare, Zimbabwe

- Discussion with Ralph Chirowamhangu, CRS and George Matonhodze, CAFOD

Australia

- Phone discussion with Ivy Khoury, Africa Program Coordinator and Melville Fernandez, Group Leader - Humanitarian Emergencies Group

SAVE THE CHILDREN

Binga, Zimbabwe

- Discussion with Cedric Regede and Tamious Manyepa, Save the Children
- Focus group discussion with IGA, ISAL, Cash Transfers, PHHE, C/FFA beneficiaries, Lubimbi ward
- C/FFA Asset site visit (Animal Health Management Centre) and discussion with Department of Veterinary Services staff
- Household interview, Lubimbi ward
- Interview with a latrine builder and visit to household where building latrine, Pashu-Manyanda
- Protocols: DA's office, BRDC's CEO/Rep, Binga town
- Interview with the DA, District Environmental Health Officer, District Social Services Officer, District Animal Health Inspector, District AGRITEX Officer, Min of Community Development, Binga town
- Focus Group discussion Water Point Committees & Pump Mechanics, Sinakoma
- Household visits and discussions, Sinakoma
- Focus Group discussion with IGA, ISAL, Cash Transfers, PHHE, C/FFA beneficiaries, Sinakoma
- Focus group discussion with latrine builders
- Household interview, Kalungwizi
- Focus Group discussion with IGA, ISAL, Cash Transfers, PHHE, C/FFA beneficiaries, C/FFA Asset site visit-Dip tank, Nagangala-Sinampande
- Unconditional cash transfer beneficiaries- household interview, Sinansengwe
- Focus Group discussion with Unconditional cash transfer beneficiaries, Sinansengwe
- Discussion with Chief Sinansengwe, Sinansengwe
- C/FFA Asset site visit-Sinansengwe Secondary School Block and discussion with school representatives, Sinansengwe

Harare, Zimbabwe

- Sharon Hauser, Country Director, Levy Mandiwanzira, Food Security Coordinator, Amos Chinyama, Monitoring & Evaluation Coordinator.

Australia

- David Sims, Humanitarian Emergencies Logistics and Africa Operations Manager

AUSAID

- Dagobert Mureriwa, and Dorothy Mufanechiya, AusAID Harare office
- Claire Chivell, AusAID Harare office
- Phone discussion with Lisa Staruszkiewicz and Kate Brow, AusAID Nairobi office.
- Phone discussion with Tracey Newbury, Emma Stone and Pip Kelly, AusAID Canberra

OTHER AGENCIES

- Kirstine Primdal, LICl cluster coordinator, UNDP, Harare
- Belete Woldeamanul, WASH cluster coordinator, UNICEF
- Ransam M. Mariga, Humanitarian Programme Coordinator, Oxfam GB, Zimbabwe. WASH Cluster co-coordinator.
- Dr Murtaza Malik and Mr Sebunya, UNICEF WASH
- Terry Quinlan and Erica Keogh, GRM International, Harare
- Fred Zinanga, Program Manager, AFAP-CTD and colleagues, Harare
- An intended meeting with the Agriculture cluster coordinator (FAO) was not possible as the relevant contact person had left the agency and had not been replaced. A temporary contact person was also on leave.

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Appendix 4: Comparison of NGO Food and Water Initiative Objectives and ANGO Project Objectives

ANGO project objectives have been compared with NGO Food and Water Initiative program objectives below. While AusAID staff have argued the success of the program as a whole should be judged as an aggregation of individual program performance, the objectives of ANGOs were in many cases more ambitious than the AusAID objectives.

AusAID NGO Food and Water Initiative Objectives	Plan: Chiredzi Food Security Project Objectives	Caritas: ER WASH Project Objectives, Sanyati, Makonde, Hwange	Save the Children: Integrated Food Security and Water Project, Binga.
1.Improve access to agricultural products and food security in rural areas;	1. Improve food security of the most food insecure households and reduce adverse coping strategies of the most food insecure households in 9 wards in Chiredzi district.	2. Communities are more resilient to external shocks. a.Communities implement plans to reduce vulnerabilities; and b.Households have improved access to financial resources.	To improve the nutritional status of children in Binga district through increased access to food and improved health and care practices. 1.To improve access to essential items and productive assets through increased production and income.
2.Improve access to safe water, basic sanitation and hygiene, which accords with minimum UN standards		1.Targeted households have decreased vulnerabilities to water related diseases. 2.Communities are more resilient to external shocks. a.Communities implement plans to reduce vulnerabilities; and b.Households have improved access to financial resources.	To improve the nutritional status of children in Binga district through increased access to food and improved health and care practices. 2.To improve the health status of children through enhanced access and utilisation of clean water and sanitation facilities and improved hygiene practices.
3.Improve local capacity to construct, maintain and repair water and sanitation infrastructure		1.Targeted households have decreased vulnerabilities to water related diseases.	To improve the nutritional status of children in Binga district through increased access to food and improved health and care practices. 2.To improve the health status of children through enhanced access and utilisation of clean water and sanitation facilities and improved hygiene practices.
4. Improve opportunities for women, the disabled, and those with HIV to benefit equitably from project activities and be involved in project decision-making.	No specific objectives, although integrated into project activities	No specific objectives, although integrated into project activities	No specific objectives, although integrated into project activities

Appendix 5:

Objective 1 – Improve access to agricultural products and food security in rural areas

This program has made good progress in achieving improved access to agricultural products and food security in rural areas, including for women and female-headed households.

NGO self-reporting of percentage progress against output targets indicates that NGOs achieved – or mostly achieved - their output targets in all but a small number of cases. The only areas in which percentage progress against output targets fell below 90% were³¹:

- Save the Children achieved 79% of their target for distribution of fertiliser packs (a Protracted Relief Program activity) because they were unsuccessful in their application for further funding under the Protracted Relief Program which this project was to complement. Their subsequent proposed collaboration with Christian Aid on this activity fell through when Christian Aid made the decision to implement in different wards of Binga to those in which Save the Children's project was implemented.
- Plan trained 86% of targeted numbers of lead farmers (1300 of targeted 1500 lead farmers) on sorghum, pearl millet and cow pea production and poultry management. Lead farmers were expected to pass on information to other local farmers, so the target for training of local farmers was affected as well (with Plan reporting 83% achievement against targeted numbers of local farmers - 7500 instead of 9000).

Neither of these aspects appeared to have had a major detrimental effect on achievements of the projects, which will be discussed further below. In many cases, NGOs have exceeded targets for outputs.

Plan – activities, outputs and outcomes

One of the challenges for Plan in the implementation of project activities was in the procurement of sufficient numbers of indigenous poultry for the project.

Plan wanted to procure local chickens so they were adapted to the local environment, and to avoid issues of disease involved in poultry movement. However, they were not able to procure the amounts intended. While they ultimately met their output targets for this activity, this created delays in this part of the project and also meant Plan reduced the number of birds distributed to households from ten to five. Plan reallocated the poultry procurement budget to enable more people to participate in seed multiplication training and seed vouchers, achieving 172% of their target for the distribution of seed vouchers and 667% for the establishment of seed multiplication farms.

Despite the problems in procuring sufficient chickens, the poultry component was a successful part of the Plan project. The establishment of effective group and pass-on scheme governance structures appears to have supported the success of this pass-on scheme, with community members and government extension workers managing problems which arose.³²

As mentioned above, due to the increased budget for the activity, Plan significantly exceeded its targets in seed multiplication training and farm establishment (667%), and small grain seed and input distribution (172%), with a focus on good quality, open pollinated varieties of seed. The project focussed on small grains which are more drought tolerant, and given shorter growing periods, resulted in higher yields from fields. The focus on good quality seed also supported higher yields. Seed multipliers reported strong benefits from income from the sale of their seed at the project's agricultural fairs. Farmers spoken to during the course of the evaluation report that some of the reasons why farmers were willing to take on new practices was because they could see the evidence, from exchange visits to other sites where farmers were undertaking similar activities to those in the Plan Chiredzi project, and also through the results of demonstration plots. During the project 725% of targeted numbers of demonstration plots were established. In addition, the support from Agritex, and the system of increased connections (eg farmers groups and support and advice networks), information sharing and collaborative problem solving amongst farmers supported the uptake of new practices.

Plan exceeded its output targets significantly in the training of para-vets and vaccination of chickens. One factor which is likely to have supported this achievement is the project steering committee structures put in place by Plan to oversight the project and facilitate collaborative planning and problem-solving with government departments and farmers' representatives. This steering committee structure facilitated the support and buy-in from relevant government departments, and identification of effective ways to proceed in the project, building on complementary skills, capacities and resources.

In the case of the vaccination campaigns, the Department of Veterinary Services already had vaccines available to support the activity, and Plan provided resources to improve government's capacity to engage with communities such as the provision of transport and training of community vaccinators (para-vets). Plan generally supported the implementation of project activities through government and boosted government capacity through knowledge and skills training, and practical dimensions such as transport.

Plan also established twice as many nutrition gardens as targeted (41 over 27 targeted, or 152%).

Summary of planned and actual outcomes -

The following table is extracted from Plan's completion report and clearly identifies variations between targeted and actual outcomes of the project, with contributing factors. Despite the small variations in some cases, the project made very good contributions to the AusAID objective of improving access to agricultural products and food security in rural areas.

Expected outcome	Target Indicators	Outcome achieved	Evidence
Improve food security of the most food insecure households in 9 wards in Chiredzi district by December 2011	The percentage of food insecure households who rely on their own production as the major source of food increased from 41% to 75% by December 2011	As of the end of October 2011, 67 % of the respondents cited own production as the major source of cereal for their household: 13% reported income from casual labour and 10% food aid as the major source of food.	Monitoring, October 2011
Reduce adverse coping strategies of the most food insecure households in 9 wards in Chiredzi district by December 2011	The percentage of food insecure households that skip meals daily as a food coping mechanism decreased from 24% to 5% by the end of the project.	The percentage of food insecure households who skipped meals daily had reduced from 24% (baseline) to 12% in December 2011.	Baseline study, 2010; Monitoring, December 2011
Increased capacity of government partners and communities to support self-reliant development approaches in the area of food security	50% food insecure households receive support from AGRITEX at least once per month (baseline: 28%)	47% of food insecure households received support from AGRITEX at least once per month in October 2011; however in March 2012 16% of respondents indicated that they had received extension support in the preceding 30 days (extension support can be expected to vary with time of the year/key agricultural activities).	Monitoring , October 2011; Post Planting Assessment, March 2012
Improved agronomic practices in small grain and legume production in food insecure households	75% food insecure households that receive seed vouchers and training show at least three improved cultivation methods. These include timely planting by early December, planting in rows, correct spacing and regular weeding.	A large majority of farms (94%) inspected planted their crops in rows. The majority of farms inspected had correct spacing for their crops (89%). The majority of farms surveyed regularly weeded their farm fields (93% in October 2011 and 89% in March 2012). 74% of households planted sorghum by December 2011 (including 39.2% before 20 November).	Monitoring , October 2011; Post Planting Assessment, March 2012
Food insecure households have increased yield of small grains	60% of food insecure households harvesting more than 500 kg/ha of either sorghum or millet (baseline: 2%)	The average sorghum yield across all wards was 404kgs/ha for the 20010/1 '1 season (compared to the baseline average sorghum yield of 96kgs/ha recorded for the 2009/10 cropping season). 21% of respondents reported that they harvested over 500kgs/ha of sorghum. Yield levels for both sorghum and pearl millet dropped significantly in	Yield Assessment Study, 2011; Post Planting Assessment and Yield Estimation Study, March 2012

		the 2011/12 season due to poor rains. Less than 15% of voucher beneficiaries expected to harvest between 500-1000kg of Maricia (only 7% of respondents in Matibi expecting to get above 1000kg/ha). Yields were also considerably lower for the millets and other crops with Okatshana yields dropping to an average of less than 200kg/ha.	
Increased number of chickens in food insecure households	Households receiving chickens increase flock-size by tenfold by the end of the project	Distribution of chickens was delayed due to difficulties in procurement. By October 2011, 50% of households which had received chickens reported their flock size had increased between 5-8 times; 22% reporting increases in flock size of between 3-4 times. By February 2012, 53% of households reported flock sizes had received ten-fold while 29% had flock size increases of at least 5 times.	Monitoring, October 2011; monthly progress report, February 2012.
Food insecure households have increased access to vegetables.	65% food insecure households who indicate they are able to access vegetables for more than 6 months/year	In October 2011, 82% of respondents reported that they had access to vegetables on a daily, weekly or fortnightly basis. In March 2012, 55% of respondents reported that they had access to vegetables at least once per fortnight; vegetables came mostly from households' own gardens and fields.	Monitoring, October 2011; Post Planting Assessment, March 2012

Save the Children – activities, outputs and outcomes

In the food security component of its project, Save the Children sought to improve access to essential items and productive assets through increased production and income, as a way to improve the nutritional status of children in Binga district through increased access to food and improved health and care practices.

While Save the Children broadly met its output targets in the food security and livelihoods component of its project, there were a number of activities which required adaptation during the course of the project.

Save the Children provided unconditional cash grants to identified vulnerable and labour constrained households and conditional cash transfers to community members who were able to participate in construction of community infrastructure. This was complemented by food rations through the World Food Program³³. This intervention was immediately useful in households and communities where there are shortages of cash and food insecurity. The injection of cash enabled people to pay school fees and buy equipment for their children, such as pens, books and uniforms. They enabled others to attend hospital, buy groceries and kitchen equipment (or wheelbarrows for carting water), buy livestock such as goats, or otherwise invest in items of their own priority. Some individuals used their cash grants to pay for labour or local materials to assist in the construction of their household latrine, which also happened under this project³⁴. Some people also contributed to savings and loans groups, or invested in income generating projects, discussed further below.

In terms of implementation of the cash grants, the proposal said unconditional cash grants would be provided to the value of \$12.50 for 15 months³⁵. Food rations, equal to the value of \$12.50 would be also provided for 15 months. However, during implementation, individuals instead received a first lump sum of \$50 followed by \$12.50 per month for the following five months³⁶.

There were also problems with the second component, the food basket, which was to be provided by the World Food Program (WFP). There were delays from WFP created by problems in their food pipeline. In addition, while assets for construction under this program

were identified and prioritised by the communities, the infrastructure selected by communities did not always align with WFP guidelines. For example, in one community with which Save the Children worked in Binga, Sinansengwe, the community requested the CFA/FFA project work on the construction of a school. However, WFP argued that they only supported projects which improved food security and that the construction of school room could not be classified as such. Instead of fifteen months of food rations valued at 12.50 per month indicated in their proposal, the Save the Children project instead delivered four months' worth of food rations valued at USD\$ 22.50 (August to November 2011).

The process of allowing communities to identify and prioritise infrastructure for construction under the CFA/FFA project, however, meant that the assets were highly valued within the community. Assets that were constructed under this component of the project included dip tanks³⁷, an animal management centre (Department of Veterinary Services)³⁸, a dam, a community garden, and the rehabilitation of boreholes, as well as a school³⁹.

Save the Children trained 100% of its target number of farmers (1750 households) in conservation farming and seed multiplication. While Save the Children reported that yields for participants in conservation farming under the Protracted Relief Program increased fivefold, program reports do not clearly report on any specific outcomes from this activity under the NGO Food and Water Initiative; including no discussion of any increases in amounts of crop yielded or sold on the market. Increased income from crop and livestock production was an output indicator in Save the Children's monitoring and evaluation framework. Save the Children's draft evaluation report notes that it was unable to evaluate the crop production aspect of the intervention as it was too early to gauge results.

By the time of this program evaluation, it was too late to observe crops in the field. Participants in focus group discussions held as part of this evaluation who had undertaken conservation farming and seed multiplication training suggested that poor rains in 2011-12 season resulted in a limited crop yield. This also affected seed multiplication and associated access to seed. One man who had cultivated half of his land in maize and half in small grains to demonstrate the different yields, though, reported that the small grain crops produced a four-fold yield. While some community members spoken to during the evaluation identified good agronomic practices (planting in rows etc), others suggested that farmers participate in trainings to get inputs but, due to labour intensive nature of conservation farming, very few actually undertook it in their farming practice in an ongoing way. It also seems many farmers are still growing maize, despite its lack of suitability for the climate.

Save the Children also reportedly supported livestock production through livestock transfers. Again, the Save the Children draft evaluation report indicates that it was not able to draw firm conclusions about this element of the project in terms of births and sales as the livestock transfers had only happened shortly before that evaluation. However the draft evaluation report did indicate that the project resulted in an increase in livestock holding. During discussions in field visits for this evaluation, it was not possible to get a clear picture of trends in herd or flock growth either, as the small number of individuals spoken with also indicated that they had only recently received the livestock.

For all of the above reasons, it is difficult to ascertain the effectiveness of support for livestock and crop production provided under the Save the Children's project⁴⁰.

During the project period, Save the Children held six commercial fairs, three for seed and three for livestock. However, while these fairs may have improved access to seed and livestock, it did not generate income for project beneficiaries, as proposed in the project proposal, because the sellers at these fairs were beneficiaries from the DFID-funded Protracted Relief Program rather than beneficiaries of the AusAID funded Food and Water Initiative. There appears to have been no fairs at which seed multipliers or livestock owners from Save the Children's NGO Food and Water Initiative project were sellers.

Save the Children, in its draft completion report, has reported that it achieved 168% progress against targets for training of ISAL members. This is based on the fact that they trained 168 groups over a target of 100. Save the Children also reported 100% progress against IGA

targets. However, this target appears to have been adjusted slightly to reflect a more realistic figure. The original wording of the targets was for the establishment of '1, 250 income generating projects for very poor and poor households', with the distribution of 1, 250 start-up kits. These numbers have been (re)interpreted to reflect the numbers of targeted beneficiaries instead, and it is against these revised targets that Save the Children has reported on progress, achieving 91% progress on distribution of start-up kits⁴¹ (with 173 start-up kits distributed to 1, 142 beneficiaries in 173 groups over a target of 1, 250) and 91% progress on training of beneficiary households in "professional activities and techniques" (presumably the trade in which they were establishing the enterprise), with 1, 142 beneficiaries trained over a target of 1, 250.

In its draft end-of-project evaluation, Save the Children found that the IGA activities had increased household incomes by \$1 per month and ISALS by \$6.78 per month, totalling \$7.78 per household per month, with an increase from a baseline of \$15.16 per household to USD \$22.76 household income per month, an increase of approximately 50%. It is not clear whether ISAL figures in the draft evaluation report include cash transfers in their calculations (that is, incoming cash into savings/assets from cash transfers), or are only including income solely generated by loans or profits from IGA activities.

Despite the findings of the draft evaluation report, this is an area where discussions in this program evaluation found significant difficulties, suggesting these activities have promising but uncertain achievements at this point in time⁴². According to Save the Children's completion report, and feedback from discussions in the field visit, IGAs and ISALs were new types of projects within communities and new income sources, although presumably some community members may have been involved in a range of 'income generating activities' outside of NGO project operations including livestock production, trading and so on, at some point during their lives.

Some ISAL groups seemed to have worked quite well, where pooled contributions were used for individual or group investment in activities aimed at growing profit. Some individuals indicated they had been able to use these mechanisms to support income generating activities. For example, one young man took a loan from his group to buy airtime⁴³ which he resold locally at a profit. It seems if a person was already somewhat entrepreneurial, ISAL systems may have worked for them, but it may not have worked as well for individuals or groups requiring longer term accompaniment and support, or involved in more complex income generating activities.

Discussions in field visits as part of this evaluation revealed a range of factors undermining the effectiveness of these groups. For some groups, they relied on the loan facility of the savings and loan group as the primary mechanism by which they would bring more money into the group, yet they report a reduction in demand for loans. Risk management strategies are sometimes reducing the attractiveness of the loans to potential lenders, potentially limiting their effectiveness as an avenue of income generation for ISAL groups. For example, in the case of one group, they require a one month turnaround with ten percent interest for repayment. This is not a timeline which is conducive to participants in projects which may realise profit or cash injections on different timelines; for example, perhaps a pig project where pigs may be able to be sold at the three month mark. However, other stories from field discussions confirm a need for strong risk management by ISAL groups. The risk management strategies for individuals (to make sure they can repay loan within time) also potentially limits the size and/or the nature of business ventures they may pursue with such a loan. ISAL groups seem to focus more on the savings aspect, or act as a pooling mechanism for communal IGAs or bulk purchases.

A number of IGA groups were established by the project. A number of ISAL groups also their savings toward collective ventures. Again, some groups seem to have met with success while others did not, for various reasons. For example, one group who engaged in dried fish trading barter-traded dried fish for maize, then in turn for cash. Another group (that was supposed to do another activity under the project) instead opted to buy maize and brew beer which has turned a profit. However, the seasonal nature of that work means groups need the capacity to replan and reinvent themselves and understand the seasonal nature of

opportunities, supplies and markets. As well, some groups running small livestock has been relatively successful, although group dynamics (eg a lack of commitment to sharing workload and costs associated with caring for animals) is affecting the operations and sustainability of other IGA group livestock initiatives. For some groups, they opted to simply divvy up the livestock distributed to the group amongst the individual members and then dissolved the group, preferring to operate alone than in a group enterprise.

A number of ISAL groups seemed to have pooled savings to buy items such as kitchen implements, wheelbarrows, teapots, or perhaps even groceries, which are not productive investments which will provide any financial growth. Many individuals indicated that they did not have sufficient cash to make future contributions to the savings group (after spending their money on such items), and have indicated they are waiting for (or would very much like) another cash injection from another source (eg aid agency/donor). In a number of instances groups came together to make bulk purchases then dissolved the group. Sometimes when groups purchased in bulk, some members did not actually want the items but were bound by a group agreement about the items to be bought together, presumably limiting the value of a group savings and purchasing approach over individual savings for those people.

Other comments from field discussions highlighted different groups' approaches to withdrawal of savings. In one instance, members of a group failed to maintain payments and, according to their group's constitution, were expelled from the group with no possibility of withdrawing any of their money, raising questions about a fair and appropriate balance between cash remaining available within groups to support joint initiatives, and the alignment of group rules with the idea of savings as insurance in hard times (so that perhaps there should be some mechanism for individuals to withdraw their savings, even if it is not possible immediately).

Timeframes, and the size and scope of some IGA projects, as well as Save the Children's project as a whole, appears to not have allowed for the intensive and longer-term support which required for groups to develop into strong sustainably functioning groups. Community members participating in IGAs sometimes had no former experience or skills in the area in which they were embarking on small business. This means that they may be learning, not only new content and skills but also at the same time how to manage a business and develops links to markets, which is quite a lot of new elements within such a short period of time. Also, there seems to have been quite a large role played by community supervisors to be able to provide follow-up support and advice to groups on an ongoing basis when they themselves would have only received a short training as part of the project, and may have limited or no prior experience.

Save the Children also noted the challenges of providing this type of support within a short timeframe to individuals who may have limited literacy and numeracy skills. Save the Children reported that the results against targets for IGAs (91% output target) reflected that many beneficiaries were elderly with low literacy levels and so could not easily take on IGA technical skills.

Factors undermining the effectiveness of these elements of the program include limited time to support and accompany savings and lending groups and income generating project groups to full maturity, lack of access to markets, the impact of barter trade and limited access to cash and cash markets in some areas, market saturation, related to market saturation is the need to constantly adjust business ideas and marketing (eg with a tendency remarked upon that when one business becomes successful everyone starts doing it meaning it is no longer a feasible business option), lack of competitiveness of some businesses beyond small or limited local markets (including because of the limited skills they may have in the skills of their IGA trade), and seasonality of some opportunities. Despite the marketing support provided by project activities such as a "Look and Learn" visit to Bulawayo for a small number of members of 'marketing opportunities groups', the sheer complexity of market development and linking, the numbers and types of individuals and groups involved and the level of support required, including for people with low literacy and numeracy, in light of the large project agenda of Save the Children in Binga during this project, limited this project component's effectiveness within the short project period.

Summary of planned and actual outcomes –

While the above discussion outlines the alignment of food security activities and outputs with the project proposal, the information in the table below attempts to delineate planned and actual outcomes of the project as they relate to food security. Information included in the table is extracted from Save the Children's monitoring and evaluation framework and draft evaluation report.

Purpose level		
Target outcomes	Actual outcomes	Comment
% reduction in global acute malnutrition	Global acute malnutrition increased from 3.7% to 5.9% during the period 2010 to 2011, according to Save the Children's draft evaluation report.	This reflects the fact that the intervention logic may not have taken into consideration the range of factors (beyond the scope of the project) affecting nutrition. The project did, however, improve access to essential items and productive assets through increased production and income, which was a specific food security objective of the project.
Outcome indicators		
% of HH meeting minimum dietary energy requirements	100% of households were able to meet their minimum energy needs (2100 kilocalories) which Save the Children, in their draft evaluation report, attributed to the project. When food aid is discounted, the draft evaluation report suggests 62% of households would meet their energy needs.	Discussions held during field visits suggest project activities contributed to the ability to achieve household dietary requirements.
% of HH with adequate dietary diversity	Save the Children's draft evaluation report reports that the percentage of households eating at least four food groups in Binga increased from a baseline of 12% to 52% by the end of the project (using Zimbabwe Nutrition Survey).	The project's contribution to increased access to food and income is supported by information from discussions with community members as part of this project. It appears the project did make a contribution to improved dietary diversity.
% of HH graduating from very poor to poor category and from poor to middle category	Save the Children's draft evaluation report indicates that there was no graduation from poor to middle wealth groups, as anticipated in the proposal, but argued the project contributed to asset growth (livestock, cash) in the poor wealth group. The draft evaluation report also suggests that the longer-term effect of the project is uncertain at this stage, as many of the livestock are young so it is not possible to assess expected benefits from births and sales.	At this stage, the contributions of the project to future graduation of poor households to middle wealth groups had not been realised.

Caritas – activities, outputs and outcomes

The Caritas project included food security components within what was primarily a water, sanitation and hygiene project. For example, Caritas supported the establishment of community gardens and constructed livestock troughs at water points, which was appreciated by community members with whom discussions were held during this evaluation.

Caritas report that they achieved 114% of target community gardens (8 achieved where there was a target of 7), despite delays in drilling and rehabilitating the boreholes which in turn delayed establishment of the gardens. The community gardens in the Caritas project were

highly valued by community members and provided a range of types of vegetables for consumption and sale.

There is no mention in the final completion report, however, of the community garden the consultant visited in Hwange as part of this evaluation. Fencing materials for this garden were provided by the Caritas project, and appreciated by the community for guarding against damage to vegetable crops by animals, and in mitigating losses to theft. Caritas had also provided seeds and Arex was providing training and support. However, at the time of the evaluation visit this garden was showing signs of disease, and did not show evidence of effective agronomic practices advised by Arex. In fact, garden members were resisting Arex advice in some matters and the seeds provided by Caritas were being saved for the next season.⁴⁴

Caritas also reported the establishment of 100% of institutional gardens. While this shows the progress against targets for establishment, at the time of the evaluation visit, a school garden established in Hwange under this project had failed due to a conflict over access by schoolchildren to the water source which, while intended to be placed on the school site was ultimately placed on community land on the advice of the driller. The borehole, which had been intended to support the school and its garden, was now a 'community borehole'. The school still obtains water for other purposes from the water point, but community members did not want the school collecting water for use in the garden. This was due to the multiple purposes the water point is used for (for domestic use, for school use, for livestock) and associated congestion created at the water point.

At the times at which students would be collecting the water, community members also wanted to water their livestock, and collect water for household use. In addition, with high use of the water point and congestion, the school notes that community members indicated that they were unhappy with a community borehole being used to benefit children from other villages, making statements such as 'if they were our children' it might be different' or 'they can use water/have a garden in their own villages'. In this instance, Caritas argued it was up to the negotiation skills of the chair of the school development committee to resolve this issue, but this example does suggest agencies could take more proactive approach to avoiding and facilitating mediation of conflicts if projects are to be effective.

Like Save the Children, the Caritas project also included a savings and loans component (SILC). This aspect of project activities is reported as highly successful.⁴⁵ Caritas has reported that 92% of target households are engaged in SILC "with positive returns". In its completion report, Caritas reported 47 SILC groups with 414 members have started savings and lending activities⁴⁶ and that six of these groups have started income generating activities. An example of an IGA activity provided in the completion report is of a SILC group who have contributed \$22 per member and bought farming inputs for a communal plot, with proceeds from the future sale of produce from that plot to be shared among members.

Only one SILC group was visited during the evaluation, at Machapisa in Sanyati. This group is one which has been often cited as positive example of achievement in Caritas monitoring and evaluation reports. It is certainly the case that this group shows good cohesion and has utilised money effectively to jointly buy a grinding mill with earning potential, yet even this group is experienced difficulties in its enterprise. This group operated less like a savings and loans group, and more like a cooperative, pooling money for joint enterprises.

The SILC group at Machapisa combined their money obtained through the sale of the previous year's crops to jointly buy the grinding mill. Because members of their community do not have access to cash, people have been paying them in maize for grinding their maize into meal.

The Machapisa SILC group now has a number of tonnes of maize stored, and are looking for a buyer. To date they have been unable to find a buyer (or one who can offer what they consider a reasonable price). The buyer of their previous year's crop was the Grain Marketing Board and they would usually be the place where the SILC group would have looked to sell this grain. However, last year, the group reports the GMB took nine months to

pay them for their crops⁴⁷. This year, they are concerned that there may be a similar delay. They have also heard that GMB do not want to pay cash but would prefer to pay farmers in inputs (eg fertilisers, etc).

At the time of the evaluation visit, the group was concerned that further delays in finding a buyer would mean that cash was not available for the purchase of seeds and other inputs for a timely planting of the next season's crops. Pest control for stored maize was also a cost emerging in this situation.

This SILC group has also invested money in keeping chickens but on inspection, the flock did not look so healthy and the group reported problems with their health. The group had shown initiative in building a fowl run, and storage house for grain accumulated as payment for grinding meal. However, this initiative would be supported by information in most effective poultry management practices, and improved veterinary services (or improved links to veterinary services), to ensure flock growth and health. This reflects a need within this SILC initiative for targeted support for groups, aimed at identifying, planning and overcoming specific hurdles and impediments involved in the initiative

By the end of the project, Caritas reported that SILC groups were only four months old, so there had been little time for support and accompaniment, to support groups to full 'maturity'.

Support for market-based initiatives such as the SILC group requires time and potentially intensive support. It may also require a different set of skills and experience that is currently held within implementing NGOs. Mechanisms to engage individuals or organisations with specific skills and expertise in this field – or to strengthen the capacity of staff to support this area of work – should be explored further.

The Caritas project also included the production of community risk maps, sometimes referred to in program documentation as hazard maps.⁴⁸ These maps reportedly "incorporate identification of risks, strategies to mitigate them, and identification of key ...stakeholders". Caritas reports the development of 78 risk maps over a target of 75 (or 104% of target) in this project.

Project reports indicate some successes emerging from this planning process, including the use of risk maps by at least one community in planning and advocacy with other agencies. One community cited as using the map in this way was one visited during the field visit for this evaluation. Given that community seems to have strong leaders and capable individuals within it, it is likely to be able to effectively use information to in this way, and make the best use of information gathered through the risk mapping process. In Sanyati district, risk mapping was reportedly mostly used to assist in siting of WASH infrastructure, in an attempt to avoid risks such as gender-based violence.

However, not all communities visited demonstrated that risk mapping exercise had been useful for their community, or that outcomes from that process were being implemented within their communities. A positive mention was made in a discussion during this evaluation in a community affected by animal-human conflict about the reactivation of the Community Areas Management Program for Indigenous Resources (CAMPFIRE), an organisation that works on those issues. However, other discussions reflected little evidence of outcomes from the risk mapping exercise. The implementation of risk maps, its benefits, and high levels of community satisfaction with the process, did not come out strongly in field discussions.

Risk mapping in fact came up more strongly in discussions in one community in a manner that reflected some resentment that discussions were held, identifying risks and problems, with little follow-up action. In this discussion, it appeared that support for the implementation of risk management strategies was not provided; or else it was not clear who would be tasked with taking action forward, or perhaps simply that communities simply did not mobilise in a way necessary for implementation. Individuals in focus group discussions argued that Caritas 'asked us about our problems but doesn't do anything about it'. Identification of issues without clear communication and allocation of responsibility for follow-up action, or establishment of any form of follow-up process, has the potential to generate resentment, and

damage NGO relationships with communities. The field discussions, however, did happen at a time of great tension within communities on issues relating to human-animal conflict, with the death in preceding days of a community member within the boundaries of his homestead by an elephant, which may have affected the content and tone of these discussions.

Summary of planned and actual outcomes⁴⁹ –

Through its project activities, Caritas sought to support communities to be more resilient to external shocks, through implementing plans to reduce vulnerabilities and through households having improved access to financial resources.

Outcomes	Comment
Communities implement plans to reduce vulnerabilities.	As discussed, it was not obvious in field discussions that communities had strongly implemented risk maps developed as part of the project.
Households have improved access to financial resources.	While Caritas reports high proportions of SILC groups operating successfully, field discussions as part of this evaluation suggest a range of issues with the market may affect their operations and income.

Appendix 6:

Objective 2 - Improve access to safe water, basic sanitation and hygiene, which accords with minimum UN standards

Caritas – activities, outputs and outcomes

Caritas reports that it met or slightly exceeded all output targets for latrine construction and water point construction and rehabilitation.

Certainly community members indicate their appreciation for the latrines constructed under the Caritas project for the increased privacy, dignity, comfort and convenience they provide, including for the elderly, women, and parents of children with disabilities. Caritas also constructed designs for young women ('the girl child') and people with disabilities at certain schools under this project, and installed raised pedestals at households for people with mobility issues. This is discussed further under the discussion of progress against Objective 4, in Appendix 8.

The latrines constructed under this project were Blaire Ventilated Improved Pit (BVIP) latrines which meet the definition for "improved latrines" under the UNICEF/WHO Joint Monitoring program. The construction of these latrines is also consistent with Government of Zimbabwe standards. Construction quality seemed to be adequate, although there were adjustments in some cases to the design of roofs, as well as feedback from builders about inadequacy of materials, such as cement and mesh wire. In Hwange, the project used interlocking bricks made from cement to address construction challenges (especially the prospect of pit collapse) related to sandy soils. The construction of latrines was reportedly supervised by government environmental health technicians who were required to give approval at key stages in construction. In one school latrine visited during the evaluation, however, every flywire in a relatively recently constructed latrine blocks was ripped, raising questions as to whether the school teachers and committee understood the intent behind the BVIP design and purpose of the flywire, or whether this was simply an issue of inadequate resources for maintenance in what was a very poor school⁵⁰.

At schools, hand washing facilities were also constructed near the latrines. The evaluation took place during school holidays so it was not possible to ascertain whether these were used by the students, or had water in them during school periods. Household latrines constructed under the Caritas project also integrated into their design hand washing facilities with a tap or pipe (or tap fashioned from a pen) to enable hands to be washed with running water. However, in a number of cases, the water basins of these structures did not have lids leaving the water open to contamination, and creating concerns for vector control.

Latrines constructed at schools were segregated by gender, with latrines for boys and for girls. Separate latrines for use of teachers were also demarcated from those intended for use by students. As mentioned above, because the evaluation was undertaken during a school holiday period, it was not possible to see whether actual usage matched the intended use of these latrines.

The household latrines visited during the evaluation were clearly in use, and were clean and generally well-maintained.

Cultural factors prevailing in program areas may mean that not all members of the household use the latrine; for example, in-laws (eg a father-in-law and a daughter-in-law) may not feel comfortable using the same latrine. In addition, usage of latrines for bathing may limit the lifespan of the pit, with some evidence that pits were filling quite quickly in a small number of instances, contributed to by the amounts of water used for bathing and cleaning.

Caritas took the approach of training community members in latrine construction and having them build latrines in this project under a "social contract". Targeted households were required to provide labour and local materials to support construction, such as digging the pit, and providing sand, bricks and water. Caritas ultimately paid these 'volunteer' builders for their work, which was not anticipated in the original "social contracts" which originally required the building of a set number of latrines in exchange for training and tools.

Some of the community members spoken with during field visits indicated they were not always satisfied with the quality of latrine construction and workmanship of the latrine builders, but did not feel that they could take it up with the builder directly themselves. Rather, they were requesting increased monitoring and visits by Caritas (as the organisation engaging builders and arranging latrine construction) in order for them to address these concerns. This suggests there is scope for strengthening the role of the householders, both in terms of their sense of 'ownership' of the infrastructure, and in enabling them to demand a quality service.

It is clear from field visits that coverage of latrines in Caritas project areas remains low. While expressed demand for improved sanitation in meetings (for example, community members requesting further project support from government and NGOs to construct latrines), there is little self-construction occurring, possibly due to the perverse incentives created by a long history of highly subsidised approaches, both within the protracted humanitarian response period of the last few years, and previous WASH approaches of the Government of Zimbabwe. It is also the result of the economic circumstances of many households within communities and the cost of BVIP latrine materials and construction.

In relation to their work on access to water, again, Caritas met or slightly exceeded their output targets for the rehabilitation and drilling of boreholes, consistent with definitions of improved water sources under WHO / UNICEF Joint Monitoring Programme (JMP) for Water Supply and Sanitation standards. These boreholes were fitted with bush pumps, consistent with Government of Zimbabwe national standards.

The Caritas end-of-project evaluation reports that the drilling of new and rehabilitation of existing water points reduced distance to water points from a baseline average of 1.2 kilometres to less than a kilometre, although this exceeds the Sphere standard that a water point should be no more than 500 metres from a household

Feedback from discussions with community members suggested that the drilling and rehabilitation of water points has reduced time and distance to fetch water, with associated benefits for workload and time of women, and the quantity of water available for household use.

Community members report that they do not have problems in relation to the quantity of water able to be yielded from water points. This is consistent with Caritas reporting on yield testing, although Caritas' completion report does indicate that only 89% of boreholes in Makonde, 89.2% of boreholes in Sanyati and 84.2% of boreholes in Hwange passed standard water quality and quantity tests.

The main concern cited by community members was congestion at water points, which is likely to affect time in collection (and whether people choose to revert to alternate unprotected water sources), and maintenance and repair costs over time (as water points will be more likely to break down). In one water point visited (in Bluegrass, Sanyati), the pump did not stop going for the duration of the time we were there (a number of hours continuous pumping). The Caritas end-of-project evaluation report identifies the average user ration as 180 people in Hwange and 207 in Makonde district, but notes that the user to water point ratio "far exceeds the recommended ratio for Zimbabwe of 250 people in most cases".

Many of the water points drilled or repaired under this project now support a community garden, which also increases usage. Experience of conflict over water uses in one community, described in the section on food security above, indicates the practical implications of congestion and usage rates for water points.

Caritas reports that 100% of targeted households are accessing water from the new or rehabilitated boreholes. However, as stated in the Caritas end-of project evaluation report, coverage remains low. With some people still walking a long way to access clean water, and with congestion at water points, some people indicated that they still use alternative, unprotected sources of water. This suggests a stronger focus on household water quality is important.

There was some testing at source during the Caritas project, although Caritas notes responsibility for testing in an ongoing way is the responsibility of government. Some of these tests revealed issues of significant concern, including the presence of heavy metals such as zinc and lead at one water point which resulted in communities being advised not to use that water for drinking and cooking but for other purposes until further tests showed whether the water was safe for human consumption. There are likely to be capacity gaps for government in testing.⁵¹

In drilling new boreholes, Caritas reported that it allowed the use of traditional methods of geophysical survey instead of scientific geophysical survey, and argued it proved effective.

The Caritas consortium project experienced some delays with borehole drilling as CRS cancelled one contract and re-tendered, delaying related project activities. However, the project used 'wet drilling' contracts, and Caritas encourage the use of this type of contracting based on this project experience.

Caritas also constructed clothes washing facilities in some water point locations, livestock troughs and, as mentioned, community gardens. While drainage soaks existed where livestock troughs were built, at one community garden visited during the evaluation, garden members had filled a large water container which had no lid, again indicating the need to integrate vector control and messages more effectively into project activities.

In relation to hygiene, Caritas achieved its output targets. Caritas trained 101% of the target number of Village health workers in Participatory Health and Hygiene Education (PHHE), and provided them with tools to support hygiene promotion. In turn, village health workers reportedly reached 6574 households (or 101% of Caritas' target) with hygiene education messages.

Village health workers (VHWs) form a system of community-based health educators established by the Ministry of Health and Child Welfare. The project conducted 'train the trainer' sessions in participatory health and hygiene education (PHHE) to VHWs and tools to support hygiene promotion activities. PHHE is the public health promotion approach used in Zimbabwe, and so this project activity was consistent with approaches undertaken by the Government of Zimbabwe.

Caritas also trained 10 school health masters (6 females, 4 males) in PHHE and, in Hwange, trained 9 teachers (6 males, 3 females) in CHAST (Children's Hygiene and Sanitation Training). CHAST has been adapted from the PHAST (Participatory Hygiene and Sanitation Transformation) methodology by Caritas affiliates. Caritas reports that teachers in schools have started forming health clubs.

Village Health workers certainly indicated they valued and appreciated the training and support from Caritas, indicating that it was in some cases the only training they had received to support them in their role.

Caritas' end of project evaluation report identifies a number of improvements in hygiene behaviours which it attributed to the project, including the establishment of garbage pits, use of pot racks, and so on. In addition, and possibly because of previous cholera responses in the district, household water storage containers sighted during this evaluation field visit appeared usually covered with lids, and a number of households used narrow necked water storage containers, instead of or in conjunction with buckets with lids.

The objective of the WASH component of the Caritas project was to decrease the vulnerabilities of targeted households to water-related diseases. Yet, in one district, there was a major diarrheal outbreak after the end of the project which required a response including the establishment of rehydration centres by government.

This may be due to the issues of low coverage, discussed above. It also suggests the need to place more emphasis on hygiene promotion and behaviour change in WASH programming and all potential routes of oral-faecal contamination contributing to diarrheal diseases.

Often village health workers are the only individual within communities working on hygiene promotion. Programs could consider integrating approaches which have been deemed to be high impact in similar contexts, which adopt campaigning approaches and support the emergence of multiple actors with a critical mass in support of behaviour change.

As mentioned above, while Caritas's objective was concerned with water-related diseases, presumably through access to safe water sources, and some reduction in open defecation and associated potential contamination of water sources, WASH programming should also take into account all possible paths of oral-faecal contamination, including stronger emphasis on promoting key hygiene activities such as hand washing.

Finally, there is an issue of scale in relation to sanitation facilities provided under the project. It is clear that a significant proportion of the communities still engage in open defecation⁵². This was also a finding of Caritas end-of-project evaluation. This suggests a need to address issues of scale in programming, as well as the need for stronger emphasis on household water quality, given that many people continue to obtain water from unprotected sources, as discussed above.

Finally, the diarrheal outbreak mentioned above, reportedly started in an area in which people engage in illegal gold panning. That is, where people have travelled from other areas, live in temporary structures and therefore do not have access to water, sanitation and hygiene facilities. WASH solutions for mobile and temporary communities such as these need further consideration. In addition, hygiene and health promotion messages in areas in which there are specific health risks should be integrated in hygiene education in those areas⁵³.

Summary of planned and actual outcomes –

Outcomes	Comment
Targeted households to have decreased vulnerabilities to water related diseases.	As mentioned above, a major diarrheal outbreak after the end of the project in one district suggests project activities were insufficient to adequately reduce vulnerabilities to diarrheal diseases, although it can be assumed that the provision of safer water sources has reduced vulnerabilities to water-related diseases to an extent for households able to access those water sources as a result of the project.

Save the Children – activities, outputs and outcomes

Save the Children met its WASH output targets in all areas except the construction of latrines where it aimed to construct 750 household latrines, but has had significant difficulties. At the time of the field visit in September 2012, Save the Children's project was ongoing, with a second no-cost extension primarily to enable the construction of remaining latrines showing slow progress. By October 2012, according to Save the Children's Country Director, 565 of the targeted 750 latrines (75%) had been completed.

The latrines constructed under the Save the Children project were also Blair Ventilated Improved Pit (BVIP) latrines, which are the Government of Zimbabwe standard and meet JMP standards.

Like Caritas, Save the Children engaged builders using "social contracts" under which they trained and provided with tools to community members, in exchange for latrine construction. Like Caritas, Save the Children required beneficiary households to provide labour (eg for pit digging and fetching of water) and local materials such as sand and bricks.

Both Caritas and Save the children had difficulties in the application of the "social contracts" Both agencies ended up paying latrine builders, which was not the original concept involved in the "social contract". Save the Children had a further difficulty in the project, where latrine builders represented themselves as having completed latrines and were paid for latrines which they had not in fact built, an incident which was reported to AusAID by Save the Children as suspected fraud.

Difficulties with the social contracts potentially reflect somewhat unrealistic expectations and timelines of community members who nominated and trained to be 'voluntary' builders⁵⁴. According to estimates provided by builders themselves on the time it takes to construct a latrine, the "social contract" entailed seven weeks of voluntary work, in return for training and tools. Builders estimated that a reasonably proficient builder could construct a latrine in one week, and the "social contract" with Save the Children required the construction of seven latrines. This work would of course be delayed if the builder took on other paid work, or tended his or her farm and other tasks during that time, and this is in fact what happened. Save the Children report that builders' involvement in other paid work and tending of their fields contributed to delays in construction.

This incident also highlights limitations on the capacity of government after NGO projects end. The issue of misrepresentation by builders occurred in a no-cost extension period in which arrangements had been made by Save the Children for ward-based environmental health technicians to monitor (and approve) the construction of the latrines at key stages. However, when Save the Children staff returned to the field to monitor progress themselves, they found that this had not been happening. They therefore had to make new arrangements with a district-wide EHT to monitor all latrine construction.

The difficulties with social contracts and timely construction of latrines was also affected by the targeting of vulnerable households which were labour constrained, resulting in difficulties or delays in providing local materials and labour, as those households may complete the work more slowly, may need to enlist other family members or households to assist around their other commitments and work, or wait to get sufficient money together to pay someone to undertake the tasks on their behalf. Where households do not have good access to water points, the latrine construction process may add a substantial workload, with households needing to collect sufficient water to meet both household and construction needs.

One household visited during the evaluation had loaned cement from another beneficiary household to add a hand washing facility to their latrine (on the recommendation of the builder). Such arrangements can also potentially delaying the construction of the other latrine until the first household can afford to pay for replacement cement.

Like in the Caritas project area, community members welcomed the latrines, noting that the beneficiaries, many of whom were older, or otherwise 'vulnerable', benefitted from being able

to use the latrine which is closer and more comfortable than 'the bush', including being able to use it safely at night.

It is clear that sanitation coverage in Binga district remains poor. Save the Children's draft evaluation report noted an improvement in sanitation coverage in Binga from 4% at the start of the project to 5% by the end, including from contributions of the project to that figure. Like Caritas project areas, there is little evidence of strong demand for latrines driving any self-construction, due to the poverty of the region but also perhaps due to the subsidised and incentivised approaches of protracted humanitarian response programs, and previous government approaches.

Another relevant factor is that community members in Binga district practice shifting cultivation which, according to Save the Children, limits demand for durable WASH infrastructure such as latrines. Appropriate sanitation solutions for mobile communities need to be considered further.

Even where households have latrines, there remain issues of usage. Like in Caritas program areas, there are cultural factors which mitigate against in-laws sharing the same latrine, meaning not all members of the household may use a latrine. In Binga, too, beneficiary households often use the latrine for bathing, potentially shortening the lifespan of the pit. The appropriateness of the use of the latrine for bathing was a question which was asked by beneficiaries during the evaluation field visit, reflecting the usefulness of further engagement and information for beneficiary households on issues of maintenance and use.

In relation to water points, Save the Children focussed on improving or repairing existing infrastructure. The project rehabilitated 32 boreholes and protected 15 wells, slightly exceeding project targets of 45 water points. This work was undertaken by village pump minders, who were trained under this project. The rehabilitated borehole visited during the evaluation visit was a borehole with a bush pump, as per JMP and Government of Zimbabwe standards, with livestock troughs, meaning water made accessible by the project could also be used for the purpose of watering livestock. However, this borehole was very deep and took many depressions of the handle to emit water, meaning it would likely be difficult for some members of the community to use.

Save the Children reported that the percentage of households accessing water from safe sources increased from baseline 32% to 49% at endline. Discussions held during this evaluation reflect that access to water continues to be a prime concern for communities in project areas. With 51% of households still accessing water from unprotected sources, there is a clear case for further work aimed at improving WASH services in the district. It also suggests a stronger focus on household water quality (water treatment or boiling) is warranted.

Save the Children exceeded its targets for PHHE sessions in the communities and in schools achieving 167% of output targets for PHHE village sessions and 118% for school sessions.

Hygiene education sessions were delivered through village health workers (VHWs), a system of community-based health educators established by the Ministry of Health and Child Welfare. The project conducted 'train the trainer' sessions in participatory health and hygiene education (PHHE) to VHWs and tools to support hygiene promotion activities. As mentioned above, these project activities are consistent with approaches of the Government of Zimbabwe.

While Save the Children's draft evaluation report indicates good achievements from these activities, suggesting an increase in good hygiene practices from 61% to 80% at endline, it is unclear what practices were being assessed, and whether this relied on self-reporting in surveys or was cross-checked through other means.

Households visited during this program evaluation in large part did maintain relatively clean homesteads, had pot racks, and so on. However, there was little evidence of hand washing after latrine usage (with few hand washing facilities near the latrine, and no evidence of the

use of soap or ash). Additionally, households primarily indicated they did not boil or treat water, due to the time associated with boiling sufficient water for large households and presumably the cost of, or access to, other treatment options. This is in spite of the fact that a number of these households indicated they obtained their water from unprotected sources and knew the health risks. In one school (built under the CFA/FFA project component) where latrines were constructed there were not handwashing facilities. However, even if hand washing facilities were constructed⁵⁵, there are doubts as to whether it would be used, given that the water source for this school is a significant distance away (forty-five minutes' walk in each direction).

While widespread behaviour change may take time, and may therefore not be possible during a relatively short project, these are areas which have been the subject of cholera outbreaks and responses in previous years so are areas where WASH programming has been undertaken over a number of years. This suggests a need for improved analysis, efforts and approaches in hygiene promotion, aimed at strong community mobilisation, shifting social norms in relation to hygiene behaviours, and the identification and potential addressing of any practical impediments to changing behaviours.

Summary of planned and actual outcomes –

Purpose level	
Target outcomes	Actual outcomes and comment
% reduction in morbidity due to water borne diseases	The draft Save the Children evaluation report notes a decrease in morbidity from 47.4% at baseline in 2010 to 11.3% in 2011, based on data from Save the Children 2011 nutrition surveys in 2011 and 2010.
Outcome indicators	
% of HH showing permanent adoption of improved hygiene techniques	As mentioned above, there is little evidence that important hygiene practices such as hand washing after latrine usage are practiced regularly (with few hand washing facilities near the latrine), although some good hygiene behaviours (use of pot racks, clean homesteads) were in evidence in field visits. In addition, the treatment or boiling of water was not a common practice among those visited during the evaluation, even where they knew the health risks. This indicator is not reported on in the draft completion report or the draft evaluation report, although further information may become available in a KAP endline survey, planned by Save the Children.

Appendix 7:

Objective 3 - Improve local capacity to construct, maintain and repair water and sanitation infrastructure.

Caritas – Activities, Outputs, Outcomes

Caritas achieved all their output targets under this aspect of the project. In fact, for a number of targets they significantly exceeded them. For example, Caritas achieved 167% of their target for training of latrine builders in BVIP latrine construction (100 builders over a target of 60) and 167% of their target in the training of Village Pump Minders in borehole operation and maintenance (an achievement of 50 over a target of 30).

They also achieved 101% of their target for training village health workers in participatory health and hygiene education (101 trainees, with 68 women and 33 men) and established and trained 78 water management committees (104% of target).

Latrines

Latrine builders trained under this project built latrines as part of their training and also went on to construct the latrines under this project. Builders in the Caritas project area felt confident in the skills they had obtained through training. They were clearly able to explain the public health reasons for the design of the BVIP latrine and describe the process and requirements of construction. Community members, however, were divided on the quality and skills of latrine builders. In light of comments from Save the Children builders, discussed below, and these community members, the length and quality of trainings, and training approaches could be reviewed. However, in one district, the government used the trained community builders for a larger latrine construction intervention, so this project did support the capacity to construct that infrastructure through the availability of local tradesmen.

The involvement of women in training and construction of latrines was a point of discussion in evaluation visits, with visits to latrines constructed by female builders. Female builders were considered by some to be slower, and perhaps less confident or unwilling to make mistakes, yet many householders said they appreciated the attention to quality and detail in female builders' work. All people spoken to indicated that both male and female builders were capable of constructing BVIP latrines.

It should be noted that training approaches excluded many women from participating. Training was a district-wide training, held at a location outside of trainees' own communities, and ran over several days, requiring participants to camp away from home. Training approaches should be reviewed to facilitate more substantive equality of opportunities for participation in trainings by women, which recognise the roles of and constraints on women.

Latrine builders have indicated that very few community members have engaged them to construct latrines, as it is beyond the financial reach of many. In such circumstances, with limited demand for their skills in latrine construction, it is likely that trained latrine builders may seek to find other opportunities to apply their skills in paid employment, including in other countries of Southern Africa or other parts of Zimbabwe, resulting in the loss of capacity in communities through out-migration.

Water points

Water management committees, in collaboration with village pump minders, are responsible for maintaining and repairing the water points. Water management committees have been identified, established and trained, including with women in leadership positions.

Some water management committees indicate they have developed a duty roster or other arrangement for maintaining the cleanliness of the water point, for managing congestion and water usage for multiple purposes, and assessing water point operations. Some committees and pump minders have made small repairs to the pumps (for example, changing some of the fast moving parts, valves etc), although no water management committee members spoken to during the evaluation reported major breakdowns yet.

Water management committees are supposed to take contributions from community members for ongoing maintenance and repairs. However, many indicated they were not always taking regular contributions, instead suggesting that they would take contributions when there was a problem or need for repairs. Many also indicated that they were not necessarily meeting regularly but on an 'as needs' basis. It is unlikely that committees who do not take regular contributions will be able to resolve any major, costly problems in the future. They would at least experience significant delays until such a repair was done.

It is important that agencies explore why communities are not contributing to water point management. In some cases, community members visited during the evaluation were paying regular contributions to community gardens, but not for the maintenance of the water point on which those gardens rely. The assumption may be that communities do not make regular contributions because of widespread poverty, yet it is would be worthwhile examining specific reasons behind these community and individual decisions⁵⁶.

Even if water management committees did have sufficient funds for repairs, a lack of a supply chain for local procurement of parts for water points also reduces local capacity to maintain and repair water points, especially for slow-moving parts which are not generally held in stores locally. This suggests a need to explore support for supply chains for parts, and clarification with the District Development Fund of their capacities and where they may respond; that is, clarification of the respective expectations, roles, responsibilities and capacities of community water management and government water management systems⁵⁷.

The village pump minders trained during this project participated in rehabilitating boreholes under this project. The technology for pumps in Zimbabwe is fairly long-standing and standardised. The bush pump is generally considered to be within the technical skills of community members to repair. Therefore, if there are problems with the pump, this may be within communities' capacity to resolve. If there is a problem with the borehole itself, then this will likely need support from other actors, such as the District Development Fund. If a repair is beyond the capacity/skill level of the village pump minder, then the community will contact and rely on the District Development Fund (DDF) who may not have the resources to meet the demand for service delivery due to government capacity constraints, such as limitations in funding and transport.

While village pump minders themselves felt reasonably confident in their skills and training, District Development Fund representatives raised concerns about the length and quality of training provided to village pump minders. Some of the VPMS trained under this project had been trained before by previous projects. Notably, they suggested the training they received under this project was exactly the same as previous training and acted more as a refresher. It did not build on or extend their knowledge and skills.

Hygiene

Village health workers and teachers have been involved in hygiene education sessions under this project. As discussed in the above section, an improved emphasis on hygiene is required, as part of ensuring sufficient community capacity to construct, maintain and repair water and sanitation infrastructure.

Summary of planned and actual outcomes –

In relation to the achievement of outcomes in this area, presumably the increased resilience to shocks and access to financial resources may have been intended to support capacity in to construct, maintain and repair water and sanitation facilities constructed or rehabilitated as part of this project⁵⁸.

Outcomes	Comment
Communities implement plans to reduce vulnerabilities.	Despite having previously said within this report that the implementation of risk maps was not highly evident in some project areas, Caritas does report that some communities have used the risk maps for planning and advocacy. One example given recounts the success of one community in using the map to convince an agency to construct more infrastructure within that community. In such instances, this work has increased community capacity to construct, maintain and repair water and sanitation infrastructure.
Communities are more resilient to shocks	<p><i>Households have improved access to financial resources.</i></p> <p>Where SILC groups are able to generate positive returns, they can support improved capacity of communities to construct, maintain and repair water and sanitation infrastructure.</p> <p><i>Targeted households to have decreased vulnerabilities to water related diseases.</i></p> <p>As mentioned above, a major diarrheal outbreak occurred after the end of the project in one district. However, in that district, the government used the trained community builders for a larger latrine construction intervention, so this project did support the capacity to construct that infrastructure through the availability of local tradesmen.</p>

Save the Children – activities, outputs and outcomes

Save the Children met all output targets for activities in this area. This included training 100 people in latrine construction (100% target), including 5 women. Save the Children supported the training of 26 village pump minders (100% target), including 1 women, and 13 ‘train the trainer’ sessions in PHHE (100% target). Save the Children also selected and established 45 water point committees (100% target), and conducted 44 water point committee trainings in project areas (98% target). 131 men and 121 women were involved in the water management committees established under this project.

Latrines

The quality of latrine construction training was also an issue raised in discussions in Save the Children’s project areas, during fieldwork for this evaluation. Builders themselves indicated that trainings were too short, and did not provide them with all relevant skills to construct latrines. For example, some argued that that they had not been taught how to put a roof on properly, and relied on more experienced builders to advise them once they were building latrines after training. Save the Children staff suggested this situation may have arisen if participants did not attend the final days of training. Non-attendance at some parts of the trainings apparently did not preclude those participants from acting as builders, as there was apparently no formal assessment of skills or need to demonstrate the achievement of competencies as part of the training. Based on feedback from participants, trainings also did not necessarily take into account the varying levels of capacity of trainees on entering the training, and make any concession or adaptation in training based on that. The centralised approach to training, in which it was held as a district-wide training at one location, again excluded the participation of women. These issues suggests that approaches to training could be improved, including the development of a competency based approach to training whereby trainees are required to demonstrate key competencies before taking on roles in the project⁵⁹.

Water points

Water management committees established by Save the Children in Binga district, and village pump minders, experienced similar issues to those established by the Caritas project

Hygiene

As discussed in the above section, an improved emphasis on hygiene is required to strengthen community capacities in this area, by generating demand and community pressure for improved water, sanitation and hygiene standards.

Summary of planned and actual outcomes –

The relevant planned outcomes of Save the Children's project activities aimed at improving local capacity to construct, maintain and repair water and sanitation infrastructure includes the following relate to improved community water management systems:

Outcome indicators	
Improved community water management systems	As mentioned above, community water management systems have been improved through the project due to the fact that water management committees have been established (and trained, but they still face significant challenges in being able to afford repairs and maintenance (including because many are not taking regular contributions) and due to poor access to spare parts, as discussed above.

Appendix 8:

Objective 4 - Improve opportunities for women, the disabled, and those with HIV to benefit equitably from project activities and be involved in project decision-making

Agencies had no specific objectives or outcome or major output targets relating to this objective.

Opportunities for women

Plan

Plan has improved opportunities for women to benefit equitably from project activities and be involved in project decision-making in the following ways, through:

- Targeting - Targeting of the most food insecure households in their project area resulted in 63% of Plan's beneficiaries being female-headed households⁶⁰.
- Recognition of gender roles in program design and implementation – For example, Plan's project supported poultry production, in recognition that this activity is generally the domain of women in Zimbabwe. Project activities sought to generate benefits for women, while limiting their workload and also putting the benefits of the project in the hands of women. According to Plan, "the project design and implementation recognised the importance of working with women with gender-sensitive practices, given the high proportion of female headed households among the most food insecure households and the significant roles and responsibilities that women in male headed households undertake in household food production and small livestock management"
- Promotion of women's leadership and participation in decision-making – For example, the majority of lead farmers in the project were women, with 906 female lead farmers (70%) compared with 394 male lead farmers. In garden management committees for gardens established under the project, at least two leadership positions (of three positions of chair, secretary and treasurer) had to be filled by women.
- Support for attitudinal and behaviour change, especially in men – Plan integrated public education into its project activities, such as theatre performance at agricultural fairs held as part of the project. Key messages delivered through such mechanisms included "the importance of women participating in decision making about the use of vouchers...for men to respect the rights of women and girls to live free of violence and to contribute to household livelihood and well-being".
- Data and information – Plan disaggregated data by the gender of the household head used this information to develop gender analysis or further questions for examination. According to Plan, gender disaggregation by household head was to better understand the differences for male headed households and female headed households. Plan also undertook a specific study of female-headed households during the project, again to better understand female-headed households' perspectives and experiences, and household, family and community gender relations and their impacts.
- Benefits – The project brought practical benefits to women in terms of improved access to food and income for their families, and increased ownership of small livestock (chickens). Women's participation in the project (and especially in project activities which were within the 'traditional' domain of women such as poultry production and gardening), meant that women had greater 'say' or negotiating power within her household about how the products of her labour (such as income from sales) may be spent. The project put resources in the hands of women.

Save the Children

Save the Children's project generated opportunities for women to benefit equitably from project activities and be involved in project decision-making through the following approaches:

- Targeting – Save the Children's targeted different wealth groups with different interventions. Save the Children report this resulted in 56% of beneficiary households being female-headed households.
- Promotion of women's leadership and participation in decision-making – Women were a very high proportion of ISAL groups. 886 women were ISAL group members, while 168 were men. On water management committees, however, men slightly outnumber women, with 131 male participants and 121 female participants, yet NGO staff argue this still represents a good gender outcome as women have not traditionally participated in such committees or participated in community decision-making.
- Support for women in non-traditional roles – The Save the Children project included women in training courses for latrine builders (6% of total trainees) and village pump minders (4%). However, as discussed above, the opportunities to attend such trainings did not take into account the particular circumstances of women which might impede the ability of women to participate in a project run at a distance from their home community for an extended period of time, requiring camping with large numbers of men. Women also participated in IGA projects in non-traditional fields, such as carpentry, leatherwork and welding.
- Data and information – There is some data disaggregation by gender, but this could be strengthened, along with analysis the data means (gender analysis).
- Support for attitudinal and behaviour change – Save the Children reports that "continuous gender awareness was undertaken during project activities".
- Benefits – The Save the Children project spanned both food security and WASH. The WASH components of the project clearly benefitted women, as people with primary responsibility for fetching of water⁶¹ and caring roles. Latrines constructed by the project afford women privacy and dignity. Access to rehabilitated and improved water points has the potential to save women time and reduce their workloads associated with caring roles, where water, sanitation and hygiene interventions contribute to improved health. The construction of a school block closer to local communities may also support the continuing education of girls, given they do not have to travel as far from home to attend school.

Caritas

Approaches used by Caritas – and their gendered impacts - include the following:

- Targeting – Caritas undertook community-based targeting of the most vulnerable in the communities in which it worked. This targeting process resulted in only 7% of beneficiaries being female-headed households⁶².
- Recognition of gender roles and specific needs and priorities in program design and design – Caritas staff involved women in the siting of boreholes in acknowledgement of women's primary role in fetching water, and in recognition of risks of gender-based violence.
- Promotion of women's leadership and participation in decision-making – The Caritas team involved female school students in the design of school latrines intended for the use of female school students. They also involved women in decision-making on the siting of boreholes within their communities under this project to increase the safety and satisfaction of women, who are primary users of water points.

Women's participation in committees established as part of this project was also promoted. During evaluation field visits, discussions were held with female members of garden committees who held leadership positions. Some of these were relatively vocal in discussions, even with men present. However, the total number of women participating on committees and in leadership positions is not known, as this information was not included in Caritas reports. In one of its monitoring reports, Caritas Australia noted that "a lot more can be done to convince men and women that women can take influential roles on committees...and in decision-making".

- Support for women in non-traditional roles – The Caritas project trained women as latrine builders and as village pump minders. These women indicated that they participated in these trainings with the support of their husbands. The training in Caritas program areas was delivered in the same manner as trainings in Save the Children project areas. That is, by a government environmental health technician over a number of days at on centralised location within the district. As mentioned above, training approaches and logistics should be revised to more fully support the participation of women. The training should be structured to align with the needs and responsibilities of women in terms of time, location and distance from home, with a view to ensuring its suitability for women, including married women and mothers; that is, that there is substantive equality of opportunities for participation, not just 'formal' equality of opportunity.
- Data and information – Caritas undertook a specific study on Gender and WASH as part of this project. However, there was not always consistent gender disaggregation as part of their regular project reporting, making it difficult to analyse the differential levels of participation and impact of the program on men and women.
- Benefits – Support provided to people with disabilities and their carers, as well as people living with HIV and their carers, under the Caritas project can provide support to women in their caring role. Women also benefitted from improved WASH facilities, including through privacy afforded by household latrines, potentially increased quantities of water at household level, school latrines designed specifically for female school students to support menstrual hygiene management potentially facilitating improved attendance at school⁶³, reduced workload associated with more proximate water sources. The clothes washing facilities which were built at boreholes can also save women time. Women also participated in large numbers in the garden projects, and benefitted from improved access to food and income as a result.

Disability

Plan

There was no overt targeting or work relating to people with disability as part of the Plan project. Plan staff note that the issue of disability is a difficult one in Zimbabwe, given that the cause of disability is still often attributed to supernatural causes. Given the focus in targeting on the most food insecure households, though, the project likely benefitted households which were labour constrained, including where members of the household have disabilities.

Save the Children

Save the Children's project also did not overtly target or work with people with disabilities. Again, it can be assumed that households in which there are people with disabilities would like have comprised beneficiary households. Save the Children noted that it avoided overt targeting on the basis of their status as a person with a disability, or a person living with HIV and AIDS, to avoid stigmatisation.

Some aspects of the project supported the objective of increasing benefits for people with disabilities:

- Support for attitudinal and behaviour change – As mentioned above, Save the Children reported that "during all programme meetings, awareness and education on disability and child safeguarding were imparted to beneficiaries".

- Project benefits - Latrines benefitted people with disabilities and their carers due to increased proximity. It is not clear how many individuals among beneficiary households may have disability or mobility issues (eg the elderly).

Caritas

The Caritas project generated opportunities for people with disabilities to benefit equitably from project activities and be involved in project decision-making, in the following ways:

- Data and targeting - The Caritas project is the only project which identifies people with disabilities as part of their beneficiary group. The community-based targeting approach resulted in 8% of beneficiaries being people with disabilities. Another 45% of beneficiaries were older people, some of which may have some mobility concerns.
- Through recognition of specific support needs – Caritas staff indicated that they promoted a 'group approach' aimed mobilising groups of community members to assist labour constrained households in digging the pits, moulding bricks, and fetching water for construction of latrines. Presumably, households assisted through this approach included the elderly and households affected by disability or HIV and AIDS,
- Through participation in decision-making and design – Caritas collaborated with representatives of an organisation for people with disability in the design of an accessible latrine. Seven latrines were constructed specifically for people with disability, complementing and supporting the Ministry of Education's pilot project for inclusive education at Mhangura Primary School. According to Caritas, designs for people with disabilities included the use of seats and the widening of latrine entrance/exit openings with a ramp and rails constructed to enable people with disabilities using wheelchairs to access and use latrines.

Caritas also responded to feedback and requests from householders for raised pedestals and seats, where householders experienced mobility or other issues which made squatting difficult.

- Through access to benefits – The Caritas project supported inclusive education. They increased dignity and privacy for people with disabilities through provision of latrines at schools and at households. The project reduced the workload for carers of people with disability. Carers of people with disabilities and older people spoken to as part of the evaluation said they appreciated the latrines. Parents of children with disabilities noted that made it easier than taking their children to the bush that now had a latrine. According to Caritas, thirty people with disabilities also benefitted from nutrition gardens established under the project. One garden committee met during the evaluation field visit noted that they allocated the garden beds closest the water point to the elderly, the chronically ill and people with disabilities.

HIV and AIDS

Plan

The Plan project generated opportunities for people living with HIV and AIDS to benefit equitably from project activities and be involved in project decision-making in the following ways:

- Targeting of specific categories of within the community - People living with HIV and AIDS (PLWHA) are amongst the beneficiaries of the project. This is undoubtedly the case due to the high prevalence of HIV in Zimbabwe, and due to the fact that Plan targeted households on the vulnerable group feeding list, which presumably includes people living with HIV and AIDs, the chronically ill and their carers. However, Plan also took specific steps to target people living with HIV and AIDs and their households as part of this project. During the verification of beneficiaries, some households were removed from the beneficiary lists. Plan included members/beneficiaries of a local HIV

and AIDS support organisation to make up the numbers on their project beneficiary list. Plan therefore adopted a form of intentional targeting of people living with HIV and AIDS as part of this project.

- Promotion of leadership and participation in decision-making –There was no overt promotion of people living with HIV and AIDS onto committees, groups or into leadership positions. However, given the prevalence of HIV and AIDS within the community, it can be assumed that committees likely included people living with HIV or family members or carers of people living with HIV or AIDs.
- Support for attitudinal and behaviour change – Plan undertook work with the broader community to address rights and exclusion issues. Some of the messages promoted through community theatre at fairs included messages aimed at raising awareness on HIV and AIDS.
- Benefits – Initiatives aimed at improving nutrition and dietary diversity as in this food security project will have a beneficial effect on people living with or affected by HIV and AIDS in the community. This includes households who now have improved access to a range of vegetables from nutrition gardens, increased numbers of small livestock, and potentially greater yields from successful seed and farming practices. Garden group members spoken to during the evaluation field visit noted that they gave vegetables from the garden to an orphanage.

Save the Children

The Save the Children project did not overtly target people living with HIV and AIDS because, according to senior staff, they did not want to stigmatise people living with HIV and AIDS, in a context where stigma and discrimination remains strong. However, the project generated opportunities for people living with HIV and AIDS to benefit equitably from project activities and be involved in project decision-making in the following ways:

- Targeting – Save the Children's project presumably included people living with HIV and AIDS. Save the Children did not target community members on the basis of their HIV status. Rather, people living with HIV and AIDS would have been included on the basis of the high prevalence of HIV in the community, and the targeting through community-based targeting of households within different wealth groups. It can be assumed that, for example, households with members living with HIV and AIDS may have benefitted from unconditional cash transfers intended for very poor wealth categories.
- Support for attitudinal and behaviour change –Save the Children's monitoring and evaluation framework suggests an intention to include "gender& disability, HIV / AIDS, child protection mainstreaming sessions organised at fairs", although no further information is available on the extent to which HIV and AIDS messages were included at such events.
- Benefits for people with HIV and AIDs and their carers – The Save the Children project generated benefits of use to people living with HIV and AIDS who may have been among their project beneficiaries, including increased access to cash, improved access to latrines and to water (and associated benefits given that immune-suppressed people living with HIV and AIDs are susceptible to water-borne diseases), access to nutrition gardens, and reduction in the burden of care for carers of people living with HIV and AIDs due to an increase in the proximity of water and also access to latrines.

Caritas

The Caritas project improved Improve opportunities for people living with HIV to benefit equitably from project activities and be involved in project decision-making in the following ways:

- Through targeting the most vulnerable – Community based targeting resulted in significant targeting of households of people living with HIV and AIDS, and also households affected by HIV and AIDS, including child-headed households and households looking after orphans⁶⁴:
 - 18 % of beneficiaries with people living with HIV or AIDs.
 - 2% of beneficiary households were child-headed households
 - 8% of households were ones looking after orphans and vulnerable children (OVCs).

- Recognition of specific support needs in program design and implementation – Caritas staff indicated they promoted a group approach to mobilise community members to assist households in need of assistance with digging the pits, moulding bricks, fetching water for construction of latrines.

One garden committee indicated that they had allocated beds in a way that meant older people and people who were ill had the shortest distances between their beds and the water source to limit workload. Some garden project members also noted that they gave vegetables from the garden to people who were sick. These elements, however, seem to be community initiatives, rather than specifically promoted by the project, although as mentioned above, at a general level the project promoted support for vulnerable groups in the community.

- Support for attitudinal and behaviour change – Through integration of HIV and AIDS education into health and hygiene education. For example, Caritas staff report the integration of a component on HIV and AIDS into CHAST in schools in Hwange, and indicate that training for village health workers under the project include training on “the social issues linking with HIV and AIDS in addressing health and hygiene matters”⁶⁵.
- Data and information – While Caritas included the total percentage of people living with HIV and AIDS in their project, there is little further analysis of differential impacts of the project on various categories of beneficiaries.
- Benefits – People living with HIV and AIDS who were amongst project beneficiaries benefitted from the variety of vegetables grown in the nutrition gardens, and resultant opportunities for improved nutrition and dietary diversity for people living with HIV and AIDS. According to Caritas, thirty people with disability benefitted from nutrition gardens established under the project. Some garden project members also noted that they gave vegetables from the garden to people who were sick, and to orphanages. People spoken to during the evaluation who were chronically ill expressed appreciation at the proximity of latrines: ‘On the days when I am sick I can crawl to the latrine’. Improved water sources also provided benefits to people living with HIV and AIDS, given that, with suppressed immunity, they are more susceptible to illness. Caregivers also indicate they have their ‘burden of care’ is reduced through the provision of latrines and improved access to water supply.

Appendix 9: Sustainability

Factors supportive of sustainability

The projects implemented under the NGO Food and Water Initiative sought to ensure sustainability of projects in the following ways:

Overarching Issues

- The projects were consistent with government district development plans, were undertaken in coordination with relevant government departments and supported service delivery by district level government staff.

Food security

- Government staff were supported to take on a front-line role, as per their usual responsibilities, so they were not supplanted by NGO staff.
- Community members and government staff were provided with strengthened knowledge and capacities on agricultural practices and livestock management.
- Generally, projects improved relationships, connections and networks between communities and government staff, and between community members themselves.
- Specifically, community-based structures were formed to provide support and information sharing in an ongoing way, including provide advice on farming practices, provide support in veterinary services (para-vets), and so on. Resources, then, have been put into the hands of community members who have control over the decisions they make regarding the activities that were begin under these projects.
- Projects promoted livestock, crops and agronomic practices better suited to the local environment (open pollinated seeds, small grains, conservation farming, indigenous poultry).
- Projects sought to improve access to seed at a local level.
- Projects improved husbandry practices by households and/or better access to veterinary services from government.
- The projects provided the potential for diversification of food security and livelihoods strategies.
- Projects increased assets and income, thereby strengthening resilience and resistance to future 'shocks'.
- Plan will continue its food security project in Chiredzi, although at a reduced scale.

Water, sanitation and hygiene

- Latrines are generally structurally durable and so are likely to last.
- Water points were generally constructed or rehabilitated to an adequate quality.
- Community-based management structures (water management committees) were established and trained.
- Pump minders and latrine builders were trained within the project, and provided with tools, in order to have local people who can deal with some issues of construction and repair within communities, within the limits of their experience and skill.

- Individuals and structures tasked with promotion of health and hygiene within communities have been strengthened with additional knowledge and skills, including village health workers and teachers.
- Caritas are continuing their ER WASH program, although possibly not in all of the same communities as the NGO Food and Water Initiative.

Factors undermining sustainability

Limitations on sustainability include:

Overarching issues

- The broader socio-economic and political context in Zimbabwe over coming years is a critical factor affecting the sustainability of outcomes from this project.
- Government capacity for service delivery may not sustain beyond the end of the project, given ongoing issues such as lack of resources, lack of mobility of staff, and so on. Even by the time of this evaluation there was evidence that government staff involvement and capacity was falling away from the level seen during the project, which had been enabled by NGO support.
- Sustainable change in attitudes and behaviours underpinning marginalisation of women, people with disabilities and people living with HIV and AIDS requires a long term effort, beyond the scope of a relatively short-term standalone food security and/or WASH project.

Food security

- Save the Children's activities will cease at the end of this funding period. Other similar activities it was undertaking under the Protracted Relief program are now also ceased. Plan's food security project will be reduced in terms of its scope, even where it is continuing. Caritas' project which, while focussed on WASH has a gardens component, will also be reduced.
- Continued access to seed requires seed multipliers to continue to sell locally, and discussions during the evaluation field visit indicated farmers may be looking to sell to large-scale seed supply companies, or may only multiply seed for their own purposes. Some indicated that small scale sales locally were 'not worth it' to them once the 'artificial market' of the project fairs was no longer available.
- Some community members raised questions as to the degree to which farmers would continue with improved agronomic practices once inputs were not available. For example, community members argued some farmers participated in conservation farming training to access inputs (seed, fertiliser) and may not continue with it, especially given that conservation farming is a labour intensive approach.
- Some projects did not appear to seek to influence the type of crops being produced by farmers, so the crops may still not be appropriate to the prevailing environmental conditions.
- The damage by animals to crops in some areas be a demotivating factor for the uptake of improved agronomic practices, given that approaches such as conservation farming are labour intensive.
- Plans to change the purpose of nutrition gardens, from small-scale scale gardens providing primarily for household consumption, to large commercial gardens, may affect the cohesion and membership of garden groups and the diversity and sustainability of the vegetable crops available for household use.

- Nutrition gardens will only last as long as the water source on which they rely remains functional. It is notable that some community members were making contributions for maintenance of the gardens of which they were members, but not to the water management committee for the maintenance of the water point on which the garden depended.
- In other instances, garden members were already suggesting that the size of gardens may be reduced in the coming season unless they could address problems with the water source on which the project relied (pre-existing water source; not installed or rehabilitated under the project)⁶⁶.
- Community members indicated that Newcastle disease, which was the primary disease targeted by government vaccination campaigns as part of projects, is not the only disease having impacts on their poultry. While improved husbandry practices for poultry and improved access to veterinary services (dip tanks, animal management centres, poultry vaccination campaigns for Newcastle disease) were part of the project, this may be insufficient to assure sustainability of project outcomes. The government services on which these aspects in part rely may also not sustain beyond the end of the project.
- Some of the groups established during the project exploring non-agricultural livelihoods options (for example, ISAL or SILC and IGA groups) may not be sustainable as they had not reached a point of strength or maturity by the time of the end of the project. In fact, there was evidence that a number of these had dissolved or were dysfunctional by the time of this evaluation.
- Some of the savings and loans groups in project areas had bought non-productive items with their savings (teapots, kitchen utensils). While these are no doubt priority items (for example, wheelbarrows when people walk long distances to cart water), they do not contribute to further growth of savings and sustainability of income. A number of these group members indicated they were waiting for further cash injections from NGOs or donors.
- Some of the IGAs (established by ISAL, SILC and IGA groups) are experiencing challenges due to a lack of access to markets.
- Some of the risk management strategies for loans made by some savings and loans groups means that they are less attractive to potential lenders, meaning they may be unlikely to contribute to further growth of savings and sustainability of income.

Water, sanitation and hygiene

- There is already evidence from this evaluation that water point management committees are not collecting financial contributions for future maintenance and repairs. This undermines the ability of these community-based management structures to address a large and costly breakdown in a timely and effective manner.
- High user rates of water points will likely also contribute to a greater rate of breakdown and need for repair.
- Even if communities were taking contributions for water points, communities find it difficult to obtain spare parts for water points in local markets, especially slow-moving parts, and are forced to rely on the government District Development Fund (DDF) which itself has limited capacity.
- Conflicts within the community (eg over water resources) had already undermined the longevity of some project interventions by the time of this evaluation; for example a school garden which had closed because of disputes with community members over the school use of a water point.

- A lack of focus on household water quality (treatment or boiling) means that the safety of water is compromised where households are still fetching from unprotected wells, or when a borehole breaks down.
- The subsidised and incentivised approaches to sanitation and hygiene undermine sustainability. For example, hygiene promotion is undertaken primarily by incentivised individuals, village health workers, who may not continue their work in the same manner or with the same intensity after the project closes. Similarly, the subsidies provided for latrine construction may work as perverse incentives for people not to construct their own latrines, even where they have the resources to do so.
- There is limited evidence within communities of a strong demand created for sanitation. This both limits broader uptake of improved sanitation and will also limit willingness to replace latrines at the end of their lifespan, even if there is sufficient capacity to do so.
- The quality and durability of some elements of latrine construction may undermine sustainability of existing structures; for example, the quality of some roof designs was questioned in NGO project monitoring and evaluation, and there were reports of the use of thin gauge wire mesh, insufficient amounts of mesh, insufficient amounts of concrete, poor concrete curing practices, and so on. In addition, some latrines were constructed in Kalahari sand regions, requiring effective pit lining and construction to avoid collapse in the sandy soils.
- A lack of focus on usage issues will affect sustainability. For example, use of the latrines for bathing may affect the lifespan of the latrine pit. Cultural and gender issues may mean there is not usage or sustainable usage of latrines by all members of a household; for example where in-laws do not feel comfortable using the same latrine.
- Field visits undertaken as part of this evaluation also raise questions as to what may happen when latrines need replacing or repair. At one school visited as part of the evaluation, all the flyscreens on the latrines were broken. While the latrines have served their purpose in terms of enabling the school to remain open, and the structural attractiveness of facilities has the potential to impress parents and attract prospective teachers to the school, the public health benefit of the latrines is reduced without repair.
- Inconsistencies between hygiene promotion messages learnt at school, and facilities available at school and at home, may affect habit formation in good hygiene behaviours for children.
- Some individuals trained as part of the project had already moved away to find jobs elsewhere in Zimbabwe or Southern Africa.

Appendix 10: Cross Cutting Themes – Child protection

Plan

Like the other two agencies implementing under the Zimbabwe NGO Food and Water initiative, Plan has a child protection policy which it also shared with local partner NGOs. Plan indicated that they raise awareness at the onset and during project implementation regarding child protection issues; for example, through integrating child protection messages in community theatre conducted as part of the project, and arrangements for a ChildLine representative to be present at agricultural fairs.

Save the Children

Save the Children has a child protection policy. Save the Children also reported that “during all programme meetings, awareness and education on...child safeguarding were imparted to beneficiaries”, including around distributions and in relation to the cash for work program, where Save the Children held an orientation to indicate that only adults should work on this project.

Benefits from the project also had child protection aspects. The construction of a classroom as one community project had benefits for the protection of children, because previously children had walked a long way to school. In some instances, according to Save the Children staff, children may have stayed by themselves in a shelter/structure built by their parents which was away from their family home and closer to school. Alternatively, presumably, children may have stopped going to school at all. Latrines for boys and for girls, and for teachers and for students were separated at schools. Improved access to water points may have reduced the time and distance to water, and therefore reduced vulnerability to attacks on girls and boys tasked with fetching water.

Caritas

Caritas has a child protection policy which guides their programming. Caritas involved women in the siting of boreholes in efforts to reduce gender-based violence, and such initiatives will also have impacts for boys and girls who fetch water. Latrines constructed at schools had separate latrines for girls and boys, and for teachers and students.

Caritas staff spoke about the establishment of risk committees, but their own monitoring reports identified child protection as a gap within their project, noted the need to more strongly integrate child protection into their work in the community and also to promote the establishment of child protection committees at schools.

END NOTES

¹ This suggests a need for improved analysis, efforts and approaches in hygiene promotion, aimed at strong community mobilisation, shifting social norms in relation to hygiene behaviours, and the potential addressing of any practical impediments to behaviour change.

² This is discussed further in a separate report on AusAID's engagement with NGOs in Zimbabwe, produced as part of this review.

³ A secondary objective of this review is to make recommendations to AusAID on engagement with NGOs in Zimbabwe and consider the broader applicability of lessons learnt from this context for the Africa Program. These recommendations are provided in a separate report. .

⁴ The Medium Term Plan covers the period from January 2010 to December 2015. Its predecessor, the Short Term Economic Recovery Plan (STERP), covered the period February to December 2009.

⁵ Formerly known as the Early Recovery cluster

⁶ The terms of reference for this project asks specific questions relating to the project proposals and logframes. However, the logframes were not available to the consultant for review during this evaluation. Therefore comparison has been made with what was available within the project proposals, cross-checked with project reports.

⁷ Caritas used the SILC methodology. Save the Children used the ISAL methodology. While some of these savings and loans groups supported the establishment of income-generating activities, Save the Children also more formally established IGA groups, and supported them with skills training, business training and start-up kits relevant to the selected activity.

⁸ Target was 250 households from 7 gardens

⁹ Target was 13

¹⁰ It should be noted that, during this review the consultant visited a garden project in Hwange which was apparently funded under the NGO Food and Water Initiative. However, the existence of this garden is not reported on in the final completion report. Indeed, the completion report says no gardens were established in Hwange at all.

¹¹ It is likely that many factors, including many beyond the purview of the Save the Children project, possibly contributed to this decrease, but it is reasonable to assume the Save the Children project contributed to this outcome.

¹² Again, there are likely to be many factors contributing to these outcomes, yet it would seem reasonable to assume that the Save the Children project contributed to this outcome.

¹³ Discussion of project activities aimed at strengthening capacity for ongoing WASH management is discussed under Objective 3 later in the report.

¹⁴ It is fair to say that many factors, including many beyond the purview of the Save the Children project, possibly contributed to this decrease, but it is reasonable to assume the Save the Children food security and WASH project contributed to this outcome.

¹⁵ This suggests a need for improved analysis, efforts and approaches in hygiene promotion, aimed at strong community mobilisation, shifting social norms in relation to hygiene behaviours, and the identification and potential addressing of any practical impediments to behaviour change.

¹⁶ Save the Children trained 5 female and 95 male latrine builders. They also trained 1 female pump minder and 25 men. Caritas trained 9 female latrine builders and 91 men, and 7 female pump minders and 43 men.

¹⁷ This section is intended to partially answer the terms of reference question as to "whether gender equality, environment, disability, environmental safeguards, HIV and AIDS, child protection and other cross cutting, policy and legal compliance issues were adequately addressed". Aspects relating to gender equality, disability and HIV and AIDS are discussed here, while other aspects of this question are addressed in a separate section on cross-cutting themes.

¹⁸ This is demonstrated by the experience where conflict over use of a water source resulted in the failure of a school garden established under this project. Zimbabwe has experienced political polarisation, and the ethnic diversity of many of the project areas is another potential site of marginalisation and therefore tension.

¹⁹ For example, Save the Children's training included information on how best to form groups, how to work in groups, how to resolve disputes.

²⁰ For example, in the Caritas project, where resolution of a conflict over use of a water point installed in the project relied on the negotiating power of the school development committee chair, according to one staff member.

²¹ Save the Children provided a copy of their monitoring and evaluation framework to the consultant during the consultancy period.

²² Save the Children is still implementing their project, so observations in this section are based on an assessment of their draft evaluation report, draft completion report, and progress reports throughout the course of the project.

²³ Save the Children's evaluation report is still in draft form, given they are continuing to implement under a no-cost extension.

²⁴ One garden visited in Hwange was not mentioned at all in Caritas project reports. Those reports said no gardens had been established in Hwange.

²⁵ The degree to which reports identified and discussed problems, failures, challenges and complexities was also variable. However, it should be noted that all agencies were willing to discuss complexities and challenges very openly in the learning workshop held on 14th September 2012.

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²⁶ For example, Caritas SILC methodology or use of the CHAST methodology draws on organisational experience. The project also benefitted from a Caritas Hwange staff member's knowledge of a particular type of interlocking brick which had been used in the projects of another NGO he worked for in a different area.

²⁷ For example, the WASH components implemented in projects were consistent with approaches prescribed by Government.

²⁸ This is discussed further in a separate report on AusAID's engagement with NGOs in Zimbabwe produced as part of this review.

²⁹ This suggests a need for improved analysis, efforts and approaches in hygiene promotion, aimed at strong community mobilisation, shifting social norms in relation to hygiene behaviours, and the identification and potential addressing of any practical impediments to behaviour change.

³⁰ This is discussed further in a separate report on AusAID's engagement with NGOs in Zimbabwe produced as part of this review.

³¹ In their draft completion report, Save the Children reported that they had not done a planned KAP endline survey (so progress was 68%) but Save the Children had not yet finished project implementation, which continues to October 2012.

³² For example, if people pass on chickens which are younger than they should be under the scheme, or if a households' chickens die. Familiarity of government and communities with previous such schemes by other NGOs (for example, a previous scheme for passing on heifers) may also have assisted in the effectiveness of the pass-on schemes.

³³ Cash for assets/food for assets activities

³⁴ As part of the project, households who benefitted from a latrine were supposed to provide labour and local materials for construction. Some households chose instead to pay for these elements if they were not able to provide them themselves.

³⁵ This information is derived from the overview of outputs in the main text of the proposal. The logframe is not available to the consultant, but presumably should be consistent with information included in the main part of the proposal. Save the Children's draft evaluation report suggests the intention was to deliver a total of \$112.50 per household.

³⁶ The completion report indicates that cash transfers of USD\$12.50 were delivered for period of nine months from November 2010 to July 2011, but discussions in the field as part of this evaluation suggest a larger lump sum transfer in the first month, followed by a number of smaller transfers, were made. Save the Children's draft evaluation report also indicates a lump sum was made in the first month, followed by a series of smaller payments.

³⁷ Many community members remarked that they had previously travelled a long distance to have their cattle dipped.

³⁸ During the evaluation field visit, two representatives of the Department of Veterinary Services outlined a range of training and services provided by the animal management centre, which had not been available in the community before, as previously the closest animal management centre was a significant distance away.

³⁹ At the time of the evaluation, this school room was still under construction, although children had started to attend the school and the CFA/FFA component had finished.

⁴⁰ Recognising that further information may become available in Save the Children's final completion and evaluation reports at the end of their no-cost extension period.

⁴¹ In some cases, some start-up kits do not seem appropriate to the context. For example, community members report that one tailoring group was provided with an electric sewing machine in a circumstance where reportedly they do not have access to electricity.

⁴² Divergent views presented during evaluation may be better able to be analysed in light of Save the Children's final completion reporting, from more systematic quantitative analysis of ISAL and IGA groups from Save the Children's project monitoring data. Such an analysis is not possible within the limitation of this report, but this evaluation was able to identify themes and challenges which have affected the cohesion and operations of these groups.

⁴³ Mobile phone credit

⁴⁴ Notably, this 'community garden' had been constructed on the site of former private gardens, so the degree to which the broader community membership and 'ownership' of the garden had really been established was a little uncertain, although community members indicated it had broadened membership beyond the previous plot holders of individual gardens. Caritas also supported the construction of latrines at this garden site by latrine builders trained under this project.

⁴⁵ Community members indicated that there were previous incarnations of similar concepts in communities, so the degree to which actual activity by groups aligns with SILC or ISAL methodologies, or simply apply previous approaches with which they are familiar, would be interesting to explore further.

⁴⁶ The Caritas report also notes at least one group who indicate they do not have sufficient cash to contribute to savings, after the purchase of farming inputs for the current agricultural season.

⁴⁷ Save the Children's Market Analysis for Binga also reported problems with payment from the Grain Marketing Boarding that district.

⁴⁸ Potentially acknowledging the interplay between hazards, vulnerabilities and capacities in the calculation of disaster risk.

⁴⁹ This table has been produced without access to the logframes or monitoring and evaluation frameworks of Caritas. It has been produced from information available in the proposal and program reports.

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⁵⁰ This raises the issue of affordability of materials, and whether information on, or use of, low-cost materials for construction, maintenance and repair could be explored for future projects. Discussions held during field visits for this evaluation, for example, identified different ideas for low-cost replacements for fly-wire, for example, or different materials which could be used for the latrine vent pipe instead of concrete.

⁵¹ In Binga, the district supervisor for environmental health technicians said that his department did not have sufficient test kits, nor were all of his staff – or sufficient numbers of his staff - trained in how to conduct water quality testing. It is likely to be a similar picture for Caritas project areas.

⁵² Hygiene promotion messages reportedly include messages relating to the safe disposal of excreta, including use of the cat method in the absence of a latrine, but the degree to which such messages are reflected in actual behaviour is unknown.

⁵³ This would be relevant, not only for hygiene issues, but also HIV and other sexually transmitted diseases, and other relevant health and safety matters, including child protection.

⁵⁴ The term “social contract” was applied to a range of different processes of engagement and agreement with various actors/stakeholders in this project. The ways in which this term is used, and the manner in which such agreements are negotiated and sought to be enforced is worthy of further examination

⁵⁵ The district environmental health officer visiting the school with the evaluation team discussed the construction of hand washing facilities with school representatives present.

⁵⁶ The Caritas evaluation report suggests the presence of alternate water sources may mean people do not feel compelled to contribute to the maintenance of a water point, yet the gardens that community members highly value are made possible by the presence of the water point. Having said that, garden members often had individual gardens prior to the establishment of communal gardens, and named the diamond mesh fence, and closer proximity to their homes as the main benefits of the new gardens, suggesting that it may be possible to revert to old circumstances but with improved resources. It may also reflect an expectation that DDF will undertake repairs, based on former government approaches.

⁵⁷ For example, in Sanyati, the Chair of the District Water and Sanitation Coordinating Committee (DWSSC) suggested that if the community could look after maintenance and repair of fast moving parts, the government should be able to take care of repairs requiring slow moving parts. However, this may not be the expectation in all districts.

⁵⁸ As mentioned, this evaluation is undertaken without access to the full collection of monitoring and evaluation frameworks, or reports of implementing NGOs.

⁵⁹ Even given the fact that these community builders were generally classed as ‘volunteers’.

⁶⁰ In Chiredzi, too, many men migrate to South Africa or elsewhere in Zimbabwe for employment.

⁶¹ Although sometimes men and boys fetch water using scotch carts.

⁶² It is not known what percentage of households is headed by females within the community, although it could be assumed a large number of the poorest or most vulnerable households may be female headed households. There is no gender disaggregation of other categories, such as the elderly, which comprised 45% of targeted households, so a full picture of the gendered aspects of beneficiary households is not available.

⁶³ This may be especially the case given that, during the economic crisis of the last few years, children did not attend school. If they are returning to school now, it means students are older for the grades they are taking than they otherwise might be had they continued their schooling uninterrupted.

⁶⁴ Obviously children may be orphaned or vulnerable for reasons other than AIDS.

⁶⁵ What these social issues are and the specific details of messages is not known but may be relevant to discussions of effectiveness in light of the church-based nature of the Caritas consortium. Indeed, without further information on the specific messages that all agencies are promoting on gender, disability, and HIV and AIDS, any assessment of the effectiveness of this element of the project is somewhat limited.

⁶⁶ For example, one garden group in Chiredzi said this. However, Plan stated that a Food for Assets project was due to begin in the area and was going to improve the water source being discussed.